



Committee: Directly to Council

Committee Review: N/A

Staff: Keith Levchenko, Senior Legislative Analyst

Christine Wellons, Senior Legislative Attorney

Purpose: To receive testimony/final action - vote expected

Keywords: #SpecialProjectsLegislation and CIP

AGENDA ITEM #5

June 17, 2025

Public Hearing/Action

SUBJECT

Expedited Bill 14-25, Special Capital Improvements Projects – Clarksburg Library (P710500)

DESCRIPTION/ISSUE

- Section §302 of the County Charter and Section §20-1 of the County Code require certain capital improvement projects to be individually authorized by law if the locally funded cost is projected to exceed the “Special Projects Legislation threshold.” The threshold is \$25,190,000 in FY26 dollars.
- On May 15, 2025, the County Executive transmitted a request for a Special Capital Improvements Project bill associated with the Approved FY25-30 Capital Improvements Program for the Clarksburg Library (P710500).
- A public hearing on the bill is scheduled for June 17, 2025 with action scheduled immediately after the public hearing.

COUNCIL STAFF RECOMMENDATION

- Council Staff recommends approval of Expedited Bill 14-25 as it is consistent with the Approved FY25-30 Capital Improvements Program recently amended by the Council on May 22, 2025.

This report contains:

	<u>Page #</u>
• Expedited Bill 14-25	©1-2
• Executive Transmittal	
• Memorandum	©3
• Draft Legislation	©4-5
• Project Description Form	©6-7
• Legislative Request Report	©8
• Fiscal Impact Statement	©9
• Executive Transmittal – Special Capital Improvements Project Cost Criterion	©10-11
• Climate Assessment - Office of Legislative Oversight	©12-14
• Economic Impact Statement – Office of Legislative Oversight	©15-20

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Expedited Bill No. 14-25
Concerning: Special Capital
Improvement Project - Clarksburg
Library (P710500)
Revised: 5/16/2025 Draft No. 1
Introduced: _____
Expires: December 7, 2026
Enacted: _____
Executive: _____
Effective: _____
Sunset Date: None
Ch. _____, Laws of Mont. Co. _____

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

By: Council President at the Request of the County Executive

AN EXPEDITED ACT to:

- (1) authorize the planning, design, and construction of the Clarksburg Library (P710500) project in the Clarksburg and Vicinity area.

By adding to:

Laws of Montgomery County 2025

Boldface	<i>Heading or defined term.</i>
<u>Underlining</u>	<i>Added to existing law by original bill.</i>
[Single boldface brackets]	<i>Deleted from existing law by original bill.</i>
<u>Double underlining</u>	<i>Added by amendment.</i>
[[Double boldface brackets]]	<i>Deleted from existing law or the bill by amendment.</i>
* * *	<i>Existing law unaffected by bill.</i>

The County Council for Montgomery County, Maryland approves the following Act:

Sec. 1. The Laws of Montgomery County 2025 are amended to add the following:


Montgomery County, Maryland, is authorized to construct the Clarksburg Library (P710500) in the Clarksburg and Vicinity area.

Sec. 2. Expedited Effective Date. The Council declares that this Act is necessary for the immediate protection of the public interest. This Act takes effect on the date on which it becomes law.

MEMORANDUM

May 15, 2025

TO: Kate Stewart, President
Montgomery County Council

FROM: Marc Elrich, County Executive 

SUBJECT: Special Capital Improvements Project Legislation XX-25
Clarksburg Library (P710500)

In accordance with Section §302 of the County Charter and Section §20-1 of the County Code, I am forwarding the attached Special Capital Improvements Project Legislation Authorization and Legislative Request Report for the Clarksburg Library (P710500).

Authorization is needed for this project because County Code requires certain capital improvement projects to be individually authorized by law if the locally funded cost is projected to exceed \$25,190,000 in FY26 dollars. The estimated locally funded cost of the Clarksburg Library in the FY26 Capital Budget and Amendments to the FY25-30 Capital Improvements Program is \$33,560,000 for planning, design, and construction costs.

The closest library for the Clarksburg community is the Germantown branch, which opened in 2007. The Clarksburg Library will serve as the community connection hub to ideas, learning, and the exchange of information. It will improve the community through facilitating knowledge creation, informing the community, and inspiring lifelong learning and collaboration. I recommend prompt passage of this legislation to advance this project.

Enclosure: Special Capital Improvements Project Legislation – Clarksburg Library (P710500)

cc: Cecily Thorne, Chief of Staff to the Council President
Craig Howard, Executive Director, Montgomery County Council
Richard S. Madaleno, Chief Administrative Officer, Office of the County Executive
Fariba Kassiri, Deputy Chief Administrative Officer, Office of the County Executive
Sonia Mora, Assistant Chief Administrative Officer, Office of the County Executive
Tricia Swanson, Director of Strategic Partnerships, Office of the County Executive
Jennifer R. Bryant, Director, Office of Management and Budget
Darcell Graham, Director, Department of Public Libraries

Bill No. _____
Concerning: Clarksburg Library
Revised: _____ Draft No. ____
Introduced: _____
Expires: _____
Enacted: _____
Executive: _____
Effective: _____
Sunset Date: None
Ch. ____, Laws of Mont. Co. 2025

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

By: Council President at the Request of the County Executive

AN ACT to:

- (1) authorize the planning, design, and construction of the Clarksburg Library (P710500) project in the Clarksburg and Vicinity area.

By adding to the Laws of Montgomery County 2025

Boldface	<i>Heading or defined term.</i>
<u>Underlining</u>	<i>Added to existing law by original bill.</i>
[Single boldface brackets]	<i>Deleted from existing law by original bill.</i>
<u>Double underlining</u>	<i>Added by amendment.</i>
[[Double boldface brackets]]	<i>Deleted from existing law or the bill by amendment.</i>
* * *	<i>Existing law unaffected by bill.</i>

The County Council for Montgomery County, Maryland approves the following Act:

Section 1. The following is added to the laws of Montgomery County 2025:

Montgomery County, Maryland, is authorized to construct the Clarksburg Library (P710500) in the Clarksburg and Vicinity area.

Approved:

Kate Stewart, President, County Council

Date

Approved:

Marc Elrich, County Executive

Date

This is a correct copy of Council action.

Sara R. Tenenbaum, Clerk of the Council

Date

APPROVED AS TO FORM AND LEGALITY
OFFICE OF THE COUNTY ATTORNEY

Assistant County Attorney

Clarksburg Library (P710500)

Category	Culture and Recreation	Date Last Modified	04/08/25
SubCategory	Libraries	Administering Agency	General Services
Planning Area	Clarksburg and Vicinity	Status	Preliminary Design Stage

Total	Thru FY24	Rem FY24	Total 6 Years	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	Beyond 6 Years
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EXPENDITURE SCHEDULE (\$000s)

Planning, Design and Supervision	4,937	141	436	4,360	1,052	1,275	1,202	831	-	-	-
Land	3,065	3,065	-	-	-	-	-	-	-	-	-
Site Improvements and Utilities	2,408	-	432	1,976	-	800	1,176	-	-	-	-
Construction	20,195	3	-	20,192	-	9,189	11,003	-	-	-	-
Other	2,975	-	-	2,975	-	1,352	1,623	-	-	-	-
TOTAL EXPENDITURES	33,580	3,209	868	29,503	1,052	12,616	15,004	831	-	-	-

FUNDING SCHEDULE (\$000s)

G.O. Bonds	30,359	8	868	29,483	1,052	12,596	15,004	831	-	-	-
Recordation Tax Premium (MCG)	3,201	3,201	-	-	-	-	-	-	-	-	-
State Aid	20	-	-	20	-	20	-	-	-	-	-
TOTAL FUNDING SOURCES	33,580	3,209	868	29,503	1,052	12,616	15,004	831	-	-	-

OPERATING BUDGET IMPACT (\$000s)

Maintenance			153	-	-	-	-	73	80
Energy			92	-	-	-	-	44	48
Program-Staff			3,807	-	-	-	1,269	1,269	1,269
Program-Other			1,806	-	-	-	1,202	302	302
NET IMPACT			5,858	-	-	-	2,471	1,688	1,699
FULL TIME EQUIVALENT (FTE)				-	-	-	15	15	15

APPROPRIATION AND EXPENDITURE DATA (\$000s)

Appropriation FY 26 Request	23,496	Year First Appropriation	FY23
Cumulative Appropriation	10,064	Last FY's Cost Estimate	33,740
Expenditure / Encumbrances	3,209		
Unencumbered Balance	6,855		

PROJECT DESCRIPTION

This project provides for the design and construction of a library located in Clarksburg, as outlined in the Clarksburg Master Plan, and appropriate to the needs of the community.

LOCATION

Project is located at the intersection of Maryland Route 355 and Stringtown Road.

ESTIMATED SCHEDULE

Design development will begin in FY25, and construction will start in FY26.

COST CHANGE

Receipt of FY26 State Aid.

PROJECT JUSTIFICATION

The department's Strategic Facilities Plan (1998 - 2003) recognized the need for library services in the Clarksburg area, including a needs assessment completed in 2001. The department confirms that the Clarksburg area continues to meet the criteria for a new facility, as outlined in the department's Facilities Plan 2013-2016. The Clarksburg population is expected to increase from 13,766 in 2010 to almost 40,000 by 2025. The closest library is the Germantown branch, which opened in 2007. The library will serve as the community connection hub to ideas, learning, and the exchange of information. It will improve the community through facilitating knowledge creation, informing the community, and inspiring lifelong learning and collaboration.

FISCAL NOTE

Dedication of a 1.1 acre site was approved by the Montgomery County Planning Board on July 23, 2015, as part of the developer Third Try LLC's design for the site plan for the unbuilt portions of the Clarksburg Town Center on the east and west sides of the development. Associated parking was to be provided by the

developer. Funding provided in an FY24 supplemental for evaluation and purchase of an alternate site at the corner of MD 355 and Stringtown Road in Clarksburg. FY24 supplemental provided G.O. Bonds for the amount of \$3,624,000 and acceleration of FY25 appropriation in the amount of \$3,206,000 to sign design contract. FY24 funding switch of recordation tax premium for G.O. Bonds in the amount of \$3,201,000 due to FY24 actuals upload. FY26 transfer of \$180,000 in G.O. Bonds from Clarksburg Library (P710500) to Americans with Disabilities Act (ADA): Compliance (P361107). Receipt of FY26 State Aid in the amount of \$20,000.

DISCLOSURES

A pedestrian impact analysis will be performed during design or is in progress. 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

Maryland-National Capital Park and Planning Commission, Department of General Services, Department of Technology and Enterprise Business Solutions, Department of Permitting Services, WSSC Water, Clarksburg Town Center Development District, Department of Public Libraries, Upcounty Regional Service Center, Department of Housing and Community Affairs, Department of Environmental Protection, and Potomac Edison. Special Capital Projects Legislation will be proposed by the County Executive.

Bill XX - 25
Clarksburg Library (P710500)
Legislative Request Report

1. **Description** - The County Executive requests that capital project No. 710500, Clarksburg Library (P710500), be authorized as a “Special Capital Improvements Project” pursuant to Section §302 of the County Charter and Section §20-1 of the Montgomery County Code.
2. **Problem** - Section §302 of the County Charter and Section §20-1 of the County Code require certain capital improvement projects to be individually authorized by law if the locally-funded cost is projected to exceed \$25,190,000 in FY26 dollars. The estimated locally-funded cost of this project in the FY26 Capital Budget and Amendments to the FY25-30 Capital Improvements Program is \$33,560,000 for planning, design, and construction costs.
3. **Goals and Objectives** - This project provides for planning, design and construction of a Clarksburg Library to serve the Clarksburg community. Currently the closest library for the Clarksburg community is the Germantown branch, which opened in 2007. The Clarksburg Library will serve as the community connection hub to ideas, learning, and the exchange of information. It will improve the community through facilitating knowledge creation, informing the community, and inspiring lifelong learning and collaboration. The project will be funded with General Obligation Bonds, Recordation Tax Premium, and State Aid.
4. **Coordination** - This project has been coordinated with the Maryland-National Capital Park and Planning Commission, Department of General Services, Department of Technology and Enterprise Business Solutions, Department of Permitting Services, WSSC Water, Clarksburg Town Center Development District, Department of Public Libraries, Upcounty Regional Service Center, Department of Housing and Community Affairs, Department of Environmental protection, and Potomac Edison.
5. **Fiscal Impact** – Not Applicable.
6. **Impact** – Not applicable
7. **Evaluation** - Capital projects are evaluated biennially by the County Executive and County Council as part of the Capital Improvements Program review.
8. **Experience Elsewhere** - Not Applicable.
9. **Sources of Information** – Department of Public Libraries, Department of General Services.
10. **Applications Within Municipalities** - Not Applicable.
11. **Penalties** - None Required.

Fiscal Impact Statement

Office of Management and Budget

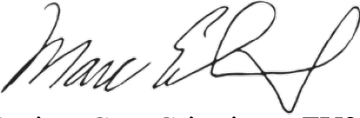
Bill XX-25	Special Capital Improvements Project - Clarksburg Library (P710500)
Bill Summary	Section Â§302 of the County Charter and Section Â§20-1 of the County Code require certain capital improvement projects to be individually authorized by law if the locally-funded cost is projected to exceed \$25,190,000 in FY26 dollars. The estimated locally-funded cost of the Clarksburg Library in the FY26 Capital Budget and Amendments to the FY25-30 Capital Improvements Program is \$33,560,000 for planning, design, and construction costs.
Fiscal Impact Summary	There are no expenditures or revenues associated with this bill. The bill serves only to authorize the designation of the Clarksburg Library (P710500) project as a Special Capital Improvement Project.
Fiscal Impact Analysis	This bill is not estimated to impact revenues or expenditures. The Clarksburg Library was approved in prior years, and this legislation serves only to authorize the designation of the Clarksburg Library (P710500) project as a Special Capital Improvement Project.
Staff Impact	The bill is not expected to impact staff time or duties.
Actuarial Analysis	The bill is not expected to impact retiree pension or group insurance costs.
Information Technology Impact	The bill is not expected to impact the County Information Technology (IT) or Enterprise Resource Planning (ERP) systems.
Other Information	
<i>Later actions that may impact revenue or expenditures if future spending is projected</i>	The bill does not authorize future spending.
<i>Sources of information</i>	Montgomery County Public Libraries, Office of Management and Budget
<i>Contributors</i>	Deborah S. Lambert



MEMORANDUM

January 15, 2025

TO: Kate Stewart, President
Montgomery County Council

FROM: Marc Elrich, County Executive 

SUBJECT: Special Capital Improvements Project Cost Criterion – FY26 Capital Budget & Amendments to the FY25-30 Capital Improvements Program

Attached is an Executive Order establishing a cost criterion of \$25,190,000 for capital projects applicable to the Special Projects Legislation in the FY26 Capital Budget and Amendments to the FY25-30 Capital Improvements Program (CIP).

I will forward, under separate cover, legislation necessary to enact into law those CIP projects that require special capital projects authorization.

ME:cbs:njw

cc: Cecily Thorne, Chief of Staff to the Council President, Montgomery County Council
Craig Howard, Executive Director, Montgomery County Council
Richard S. Madaleno, Chief Administrative Officer, Office of the County Executive
Fariba Kassiri, Deputy Chief Administrative Officer, Office of the County Executive
Jennifer R. Bryant, Director, Office of Management and Budget
Rachel Silberman, Capital Budget Manager, Office of Management and Budget



MONTGOMERY COUNTY EXECUTIVE ORDER

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland
20850

Subject CIP COST CRITERION FOR SPECIAL CAPITAL IMPROVEMENTS PROJECTS FY26	Executive Order 001-25	Subject Suffix
Department OFFICE OF MANAGEMENT AND BUDGET	Department No. 31	Effective Date 01/15/2025

WHEREAS, Section 20-1 of the Montgomery County Code titled "Authorization of Special Capital Improvements Projects by Law," effective February 23, 1979, provides that non-emergency County Government capital improvement projects estimated to cost at least four million dollars must be approved by a law enacted by the County Council, prior to receiving further appropriation, and that the County Executive shall, by annual Executive Order revise the four million dollar cost criterion for all major facilities to reflect the annual change in the latest published composite construction cost index established by the United States Department of Commerce; and

WHEREAS, the original cost criterion utilized by the County was \$4,000,000 for Special Capital Improvements projects; and,

WHEREAS, the Office of Management and Budget has established the procedure utilized below to ensure consistency in the annual calculation of the cost criterion; and,

WHEREAS, the applicable composite construction cost index (2005=100) established by the U.S. Department of Commerce (U.S. Census Bureau) published in the "Price Deflator (Fisher) Index of New Single-Family Houses Under Construction" (1964 to 2020), was 30.6 for June 1978 and 192.7 for June 2024; and,

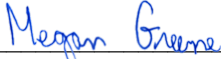
WHEREAS, the increase in the applicable composite construction cost index of 108 since 1978 indicates that the cost criterion established for Special Capital Improvements projects for fiscal year 2026 (July 1, 2025 - June 30, 2026) should be \$21,190,000 greater than the original cost criterion;

NOW THEREFORE, the County Executive for Montgomery County, Maryland, hereby establishes the cost criterion at \$25,190,000 in accordance with Section 20-1 of the County Code, for the FY26 Capital Budget and Amendments to the Fiscal Years 25-30 Capital Improvements Program.

Approved:


Marc Elrich, County Executive

Approved as to Form and Legality
Office of the County Attorney

By:  1/9/2025
Megan Greene
Assistant County Attorney

Climate Assessment

Office of Legislative Oversight

EXPEDITED

SPECIAL CAPITAL IMPROVEMENTS

BILL 14-25:

PROJECT – CLARKSBURG LIBRARY

SUMMARY

The Office of Legislative Oversight (OLO) anticipates Expedited Bill 14-25 could have a small, positive impact on the County’s community resilience as if authorized, the proposed library could serve as an important hub for services during a natural disaster and other extreme weather events in Clarksburg.

BACKGROUND AND PURPOSE OF EXPEDITED BILL 14-25

The Montgomery County Charter requires the County Executive to prepare, and the Council to adopt, a biennial Capital Improvements Program (CIP).¹ The CIP is a six-year plan for long-term investments in County facilities and infrastructure, commonly referred to as “capital projects” such as schools, transportation systems, and libraries. The CIP can be amended between biennial updates to address changing needs and priorities. The annual Capital Budget, also developed by the County Executive and approved by the Council, provides yearly appropriations for capital projects and must be consistent with the CIP.² County law further requires the Council to individually authorize any project in the Capital Budget and CIP, called a “special capital improvement project” if the locally funded cost exceeds a certain threshold—currently \$25,190,000 in FY26 dollars.³

The purpose of Expedited Bill 14-25 is to authorize the planning, design, and construction of a new library in Clarksburg.⁴ The Executive’s justification for the project is stated in the project description form:

“The Clarksburg population is expected to increase from 13,766 in 2010 to almost 40,000 by 2025. The closest library is the Germantown branch, which opened in 2007. The library will serve as the community connection hub to ideas, learning, and the exchange of information. It will improve the community through facilitating knowledge creation, informing the community, and inspiring lifelong learning and collaboration.”⁵

The Clarksburg Library project is estimated to cost \$35,580,000, as included in the FY26 Capital Budget and Amendments to the FY25-30 CIP.⁶ The Executive must attain Council authorization to proceed with the project because its cost exceeds the local funding threshold.⁷

The Council introduced Expedited Bill 14-25, Special Capital Improvements Project – Clarksburg Library, on behalf of the County Executive on May 22, 2025.

ANTICIPATED IMPACTS

After a 2011 amendment to the Stafford Act was enacted, FEMA now recognizes libraries, alongside emergency services such as police, fire and rescue, and emergency medical services, as essential community organizations.⁸ With that designation, libraries are tasked to fulfill critical information needs in the case of a disaster.⁹ Prior and since this designation, public libraries have served as central hubs in times of natural disasters and other extreme weather events such as:

- Supplying public access to the internet in times of natural disasters;¹⁰
- Providing shelter and access to air-conditioning/heating during natural disasters and in times of extreme heat or cold¹¹;
- Disseminating emergency information;¹² and
- Serving as a hub for community organizations to mobilize aid during natural disasters.¹³

If authorized, a new library in Clarksburg would be able to serve as a vital role in the emergency response network in the County, especially as the nearest library serving the community is located in Germantown approximately six miles away from the proposed location.¹⁴ While there will be emissions associated with the construction of the library, a closer library for residents of Clarksburg would likely reduce emissions associated with individual car trips to the library.¹⁵

As the Bill proposes the authorization of constructing a library in Clarksburg, OLO anticipates Expedited Bill 14-25 will have a small, positive impact on the County's contribution to addressing climate change, including the reduction and/or sequestration of greenhouse gas emissions, community resilience, and adaptative capacity.

RECOMMENDED AMENDMENTS

The Climate Assessment Act requires OLO to offer recommendations, such as amendments or other measures to mitigate any anticipated negative climate impacts.¹⁶ OLO does not offer recommendations or amendments as Expedited Bill 14-25 is likely to have a small, positive impact on the County's contribution to addressing climate change, including the reduction and/or sequestration of greenhouse gas emissions, community resilience, and adaptative capacity.

CAVEATS

OLO notes two caveats to this climate assessment. First, predicting the impacts of legislation upon climate change is a challenging analytical endeavor due to data limitations, uncertainty, and the broad, global nature of climate change. Second, the analysis performed here is intended to inform the legislative process, not determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

PURPOSE OF CLIMATE ASSESSMENTS

The purpose of the Climate Assessments is to evaluate the anticipated impact of legislation on the County's contribution to addressing climate change. These climate assessments will provide the Council with a more thorough understanding of the potential climate impacts and implications of proposed legislation, at the County level. The scope of the Climate Assessments is limited to the County's contribution to addressing climate change, specifically upon the County's contribution to greenhouse gas emissions and how actions suggested by legislation could help improve the County's adaptive capacity to climate change, and therefore, increase community resilience.

While co-benefits such as health and cost savings may be discussed, the focus is on how proposed County bills may impact GHG emissions and community resilience.

CONTRIBUTIONS

OLO staffer Kaitlyn Simmons drafted this assessment.

¹ [Montgomery County Charter](#), "Sec. 302. Six-Year Programs for Public Services, Capital Improvements, and Fiscal Policy," Accessed June 3, 2025.; [Montgomery County Maryland Operating Budget](#), "Capital Improvements Program (CIP)", Accessed June 3, 2025.

² [Montgomery County Charter](#), "Sec. 303 Capital and Operating Budgets", Accessed June 3, 2025.

³ [Montgomery County Code](#), "Sec. 20-1. Authorization of Special Capital Improvement Projects by Law", Accessed June 3, 2025.

⁴ [Montgomery County Council](#), Introduction Staff Report for Expedited Bill 14-25, Introduced May 22, 2025.

⁵ Ibid.

⁶ See Expenditure Schedule in [Introduction Staff Report for Expedited Bill 14-25](#).

⁷ [Introduction Staff Report for Expedited Bill 14-25](#)

⁸ [FEMA](#), "Stafford Act", Accessed June 2, 2025.

⁹ [Patin, B.](#), "What is essential?: Understanding community resilience and public libraries in the United States during disasters", October 22, 2020.

¹⁰ [American Libraries Magazine](#), "Hurricane Harvey and Libraries: Recovery and Assistance are Ongoing", September 6, 2017.

¹¹ [American Library Association](#), "Library as Safe Haven: Disaster Planning, Response, and Recovery", 2014.

¹² [Flaherty, M. G.](#), "Here, There, and Everywhere: Disasters and Public Libraries", June 15, 2016.

¹³ Ibid.

¹⁴ [Introduction Staff Report for Expedited Bill 14-25](#)

¹⁵ [Global Alliance for Buildings and Construction](#), "2019 Global Status Report for Buildings and Construction: Towards a Zero-emission, Efficient, and Resilient Buildings and Construction Sector", 2019.

¹⁶ Bill 3-22, Legislative Branch – Climate Assessments – Required, Montgomery County Council, Effective date October 24, 2022

Economic Impact Statement

Montgomery County, Maryland

Expedited Bill 14-25

Special Capital Improvements Project – Clarksburg Library (P710500)

SUMMARY

The Office of Legislative Oversight (OLO) anticipates that enacting Expedited Bill 14-25 would have a positive impact on economic conditions in the County in terms of the Council's priority economic indicators. By authorizing the special appropriation for the Clarksburg Library project within the FY25-30 Capital Improvements Program (CIP), the Bill would permit the County to finance the project primarily through General Obligation (G.O.) bonds, supplemented by recordation tax premiums and state aid.

The Bill would directly affect certain County businesses engaged in the planning, design, and construction of the Clarksburg Library, particularly through the County's Local Small Business Reserve Program (LSBRP). If LSBRP applies to the project, local businesses could receive at least \$8.4 million in contracts over its duration. Participating businesses would likely experience increased revenues and business incomes. In addition, the Bill may indirectly benefit other County businesses by generating a multiplier effect, as spending on the library's construction stimulates additional local economic activity.

Finally, with 58 to 80 percent of County workers also residing locally and local employment requirements in place, a substantial portion of the project's workforce may be County residents. Project-related employment could raise household incomes for County residents through increased wages and job opportunities.

BACKGROUND AND PURPOSE OF EXPEDITED BILL 14-25

The Montgomery County Charter requires the County Executive to prepare, and the Council to adopt, a biennial Capital Improvements Program (CIP).¹ The CIP is a six-year plan for long-term investments in County facilities and infrastructure, commonly referred to as "capital projects" such as schools, transportation systems, and libraries. The CIP can be amended between biennial updates to address changing needs and priorities. The annual Capital Budget, also developed by the County Executive and approved by the Council, provides yearly appropriations for capital projects and must be consistent with the CIP.² County law further requires the Council to individually authorize any project in the Capital Budget and CIP, called a "special capital improvement project," if the locally funded cost exceeds a certain threshold—currently \$25,190,000 in FY26 dollars.³

The purpose of Expedited Bill 14-25 is to authorize the planning, design, and construction of a new library in Clarksburg.⁴ The Executive's justification for the project is stated in the project description form:

¹ Montgomery County Charter, "[Sec. 302. Six-Year Programs for Public Services, Capital Improvements, and Fiscal Policy](#)"; Montgomery County Maryland Operating Budget, "[Capital Improvements Program \(CIP\)](#)."

² Montgomery County Charter, "[Sec. 303. Capital and Operating Budgets](#)."

³ Montgomery County Code, "[Sec. 20-1. Authorization of Special Capital Improvement Projects by Law](#)."

⁴ [Introduction Staff Report for Expedited Bill 14-25](#).

“The Clarksburg population is expected to increase from 13,766 in 2010 to almost 40,000 by 2025. The closest library is the Germantown branch, which opened in 2007. The library will serve as the community connection hub to ideas, learning, and the exchange of information. It will improve the community through facilitating knowledge creation, informing the community, and inspiring lifelong learning and collaboration.”⁵

The Clarksburg Library project is estimated to cost \$33,580,000, as included in the FY26 Capital Budget and Amendments to the FY25-30 CIP.⁶ The Executive must attain Council authorization to proceed with the project because its cost exceeds the local funding threshold.⁷

The Council introduced Expedited Bill 14-25, Special Capital Improvements Project – Clarksburg Library, on behalf of the County Executive on May 22, 2025.

INFORMATION SOURCES, METHODOLOGIES, AND ASSUMPTIONS

As required by Sec. 2-81B of the Montgomery County Code, this Economic Impact Statement evaluates the impacts of Expedited Bill 14-25 on residents and private organizations in relation to Council’s priority economic indicators. In doing so, it examines whether the Bill would have a net positive or negative impact on overall economic conditions in the County.⁸

Scope: By authorizing the special appropriation for the Clarksburg Library project within the FY25-30 CIP, the Bill would permit the County to finance the project primarily through General Obligation (G.O.) bonds, supplemented by recordation tax premiums and state aid.¹⁰ This analysis focuses on analyzing the economic impacts to County businesses and residents that would be involved in the planning, design, and construction phases of the Clarksburg Library project.

This analysis does not evaluate the potential economic impacts associated with alternative uses of the funds allocated to the project, nor does it consider the opportunity cost of County revenues required to service the principal and interest on the G.O. bonds over time.

What Are General Obligation (G.O.) Bonds?

G.O. bonds are a form of municipal bond. Municipal bonds are “debt securities” issued by governmental entities, typically to finance capital projects. Purchasers of municipal bonds, whether individual or institutional, effectively lend money to the issuing government in exchange for a promise of regular interest payments and the return of the principal (i.e., the original investment). G.O. bonds are distinct from other types of municipal bonds because they are backed by the “full faith and credit” of the issuing government, which has the authority to levy taxes to repay bondholders.⁹

Methodology/Information Sources: This analysis provides a qualitative assessment of the potential economic impacts of the Bill based on data presented in the introduction staff report and established concepts from Input-Output economic analysis. It also considers the County’s local business participation requirements for capital

⁵ Ibid.

⁶ See Expenditure Schedule in [Introduction Staff Report for Expedited Bill 14-25](#).

⁷ Introduction Staff Report for Expedited Bill 14-25.

⁸ Montgomery County Code, “[Sec. 2-81B, Economic Impact Statements](#).”

⁹ U.S. Securities and Exchange Commission, “What Are Municipal Bonds,” April 6, 2023, <https://www.sec.gov/munied>; U.S. Securities and Exchange Commission, “[Bonds](#).”

¹⁰ According to the project description form, GO bonds would fund approximately 90 percent of the total project cost, or \$30.36 million of the \$33.58 million total. See Introduction Staff Report.

projects. In addition, to inform projections of local employment on the project, the analysis uses data from the U.S. Census Bureau’s American Community Survey (ACS) for 2019–2023 to estimate the share of workers employed in the County who also reside locally.

VARIABLES

The primary variables that would affect the economic impacts of enacting Expedited Bill 14-25 are the following:

- Percentage of County-based businesses involved in the project; and
- Percentage of resident workers involved in the project.

IMPACTS

WORKFORCE ▪ TAXATION POLICY ▪ PROPERTY VALUES ▪ INCOMES ▪ OPERATING COSTS ▪ PRIVATE SECTOR CAPITAL INVESTMENT ▪ ECONOMIC DEVELOPMENT ▪ COMPETITIVENESS

Businesses, Non-Profits, Other Private Organizations

OLO anticipates that Expedited Bill 14-25 would positively impact certain private organizations in the County in terms of the Council’s priority economic indicators.

The Bill would directly affect certain County businesses engaged in the planning, design, and construction of the Clarksburg Library, particularly through the County’s Local Small Business Reserve Program (LSBRP). LSBRP requires the County to award 25 percent of procurements for goods, services, and construction to registered and certified local small businesses.¹¹ If LSBRP applies to the project, local businesses could receive at least \$8.4 million in contracts over the course of the project.

As shown in **Table 1**, most expenditures—75% or \$25.1 million—would go toward construction and planning, design, and supervision, consequently, many of the County businesses participating as prime or subcontractors would likely be within the nonresidential construction industry.

Table 1. Expenditure Schedule for the Clarksburg Library project

Category	Amount (\$ million)	% of Total Expenditures
Planning, Design, and Supervision	\$4.9	15%
Land	\$3.1	9%
Site Improvements and Utilities	\$2.4	7%
Construction	\$20.2	60%
Other	\$3.0	9%
Total Expenditures	\$33.6	100%

¹¹ Montgomery County Office of Procurement, “[Local Small Business Reserve Program \(LSBRP\)](#).”

Local businesses participating in the project would likely experience increased revenues, leading to higher business incomes, assuming other factors remain constant. Certain businesses may also expand their workforces to meet the project's labor demands, supporting local employment growth, as discussed below.

Furthermore, the Bill may indirectly benefit other County businesses. Spending on planning, design, and construction phases of the Clarksburg Library would likely generate a multiplier effect, where initial local government expenditures induce subsequent rounds of spending that would positively impact various economic indicators.¹² To illustrate, constructing the library would increase income for certain workers directly involved in the project, potentially increasing their demand for local goods and services. Higher demand, in turn, could raise revenues and incomes for other businesses in the County.

Although data limitations prevent OLO from quantifying the multiplier effect of the Clarksburg Library project, it is important to note the magnitude of this effect would depend largely on the degree of participation by County-based businesses and workers.¹³

Beyond these potential impacts, OLO does not anticipate that the Bill would affect other private organizations in the County in terms of the Council's priority economic indicators.

Residents

OLO anticipates that Expedited Bill 14-25 would positively impact certain residents in the County in terms of the Council's priority economic indicators.

OLO does not know the firms likely to be engaged in the Clarksburg Library project, nor the residence of their workers. However, Census data suggests that many may reside locally, especially for businesses based in the County.

Figure 1 uses data from the Census Bureau's American Community Survey (ACS) for 2019 to 2023 to estimate the percentage of individuals (aged 16 and older) who work within a Census tract in the County and also live in the County.

Across the County, the share of workers who also reside locally ranges from 58 to 80 percent. These data and the County's local employment requirements (see above) suggest that a substantial portion of the workforce involved in the project may be County residents.

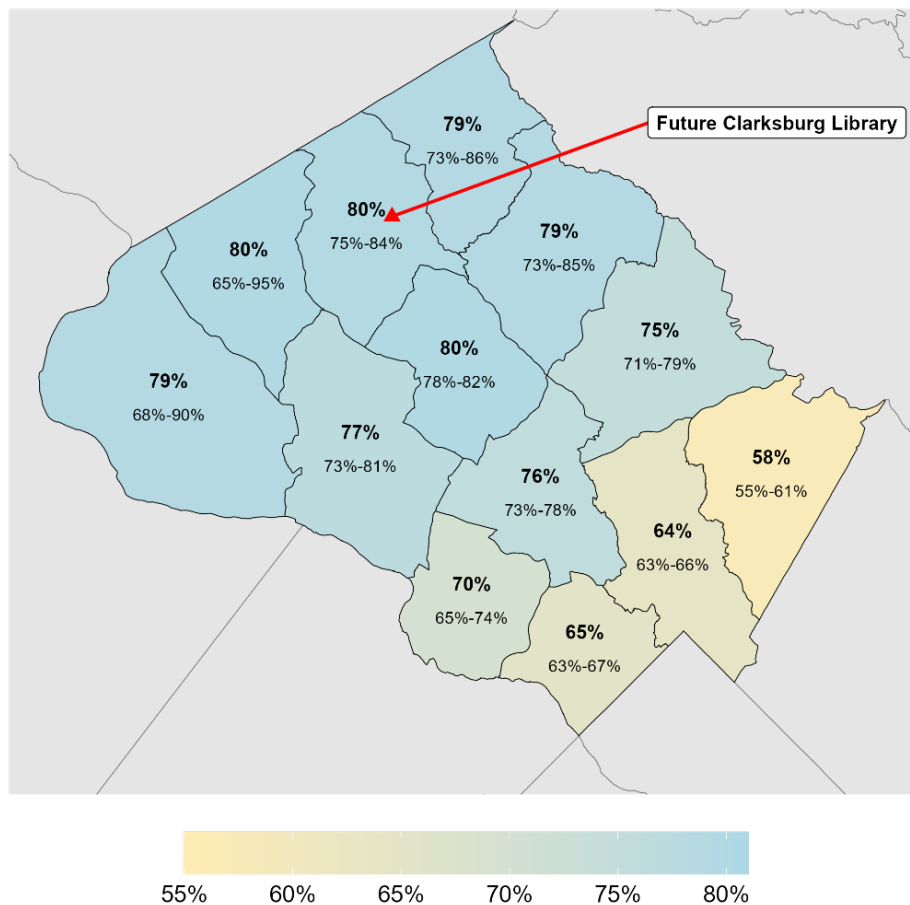
Project-related employment could raise household incomes for County residents through increased wages and job opportunities.

Beyond this, OLO does not expect the Bill to substantially affect residents in terms of other priority indicators.

¹² U.S. Bureau of Economic Analysis, [RIMS II](#).

¹³ Using a "Bill of Goods" approach would require a great deal of information unavailable to OLO—for example, knowing the specific inputs that would be used in the planning, design, and construction of the Clarksburg Library project and local industries involved in the supply of goods and services required to complete the project.

Figure 1. Percentage of Workers Aged 16 and Older Employed Within the County of Residence by Census Tract¹⁴



Net Impact

OLO anticipates that enacting Expedited Bill 14-25 would have a positive impact on overall economic conditions in the County in terms of the Council's priority economic indicators.

As previously discussed, If LSBRP applies to the project, local businesses could receive at least \$8.4 million in contracts over the course of the Clarksburg Library project. Participating businesses would likely experience increased revenues and business incomes. In addition, spending on the library's construction would indirectly benefit other County businesses by stimulating additional local economic activity.

Furthermore, OLO anticipates that a substantial portion of the project's workforce may be County residents. Project-related employment could raise household incomes for County residents through increased wages and job opportunities.

¹⁴ U.S. Census Bureau, *American Community Survey, 5-Year Estimates (2023)*, Table B08007, "[Sex of Workers by Place of Work--State and County Level](#)," accessed January 3, 2025. For details on how the Census measures an individual's place-of-work, see "Journey to Work" section in "[American Community Survey and Puerto Rico Community Survey 2022 Subject Definitions](#)" (U.S. Census Bureau, 2022); and questions 30 and 31 in the "[2024 American Community Survey Questionnaire](#)" (U.S. Census Bureau).

DISCUSSION ITEMS

Not applicable

CAVEATS

Two caveats to the economic analysis performed here should be noted. First, predicting the economic impacts of legislation is a challenging analytical endeavor due to data limitations, the multitude of causes of economic outcomes, economic shocks, uncertainty, and other factors. Second, the analysis performed here is intended to *inform* the legislative process, not determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the Bill under consideration.

CONTRIBUTIONS

Stephen Roblin (OLO) prepared this report.