



MADISON
PUBLIC
LIBRARY

COMMUNITIES INSPIRING LIBRARIES

2016 A Strategic Plan
for Eastside Growth





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Photo credit: Shanna Wolf

Letter from the Director

A public library is a tremendous community asset that creates a space that is welcoming to all. It can be transformative to individuals and families who would not otherwise have access to essential services and resources. It is a critical investment in furthering equity. Madison Public Library has always embraced these values.

These values have brought Madison Public Library national recognition for its programs, design and service to the city. The recently renovated Central Library has received numerous design and service awards. The Library's programming efforts were recognized with a 2015 Wisconsin Innovation Award. In 2016, Madison Public Library was awarded a National Medal by the Institute of Museum and Library Services, the nation's highest honor given to museums and libraries. These awards would not be possible without the support and guidance we receive from our residents, so it was only appropriate to turn to them first when planning for Madison Public Library's future.

We believe that the best plans are those made *with* the people we serve, not just for them. This is why we could not create a strategic plan for the expansion of the Library's eastside facilities and services without consulting our most vulnerable communities first. Participants identified a host of issues that framed our priorities for location and services.

By keeping literacy at the core of what we do, enabling lifelong learning, and prioritizing personal interactions with our patrons and partners, the Library can have a significant impact on our struggling neighbors and empower them to address their needs. As an anchor institution, we play an active role in reducing social and economic disparities among Madison's communities of color and low-income families. For every struggle our residents face, Madison Public Library is up to the challenge of helping to overcome them.

Moving forward, the planning process has given us a way to focus our efforts to lift up all communities and to communicate those impacts more effectively. This plan represents an important step in creating a culture of community engagement and equitable delivery of services within Madison Public Library.

Greg Mickells

Director, Madison Public Library

Executive Summary

Madison Public Library has the honor of serving a rapidly growing city with a love of libraries. Our services have long expanded out of our buildings and into schools, clinics, detention centers, parks, and community centers. The demand for services continues to climb and it has become clear that we have outgrown our existing facilities. Since our last addition to the system in 2000 with Alicia Ashman Library on the west side, Madison has welcomed nearly 40,000 more residents and is expected to welcome 100,000 more in the next thirty years.

Understanding our need to grow, neighborhood groups and community leaders have approached the Library with suggestions, requests, and even land donations. The factors in siting new libraries have become much more complex, due in part to more limited municipal resources, operational costs, rising land prices, communications infrastructure, overlapping neighborhood and area plans, and more acute social needs both within and along the urban periphery.

This is why in 2014, after discussions began in earnest to relocate the eastside's beloved Pinney Library three blocks away to a planned mixed used development, Madison's Common Council asked the Library to address how to serve the whole eastside with a strategic plan.

The planning process was driven by a robust conversation-driven community engagement program called *Tell Us: Communities Inspiring Libraries*. With the goal of amplifying the voices of vulnerable communities, we identified key stakeholder groups who are routinely underrepresented in local public participation efforts. Over 330 people of all ages and backgrounds gathered at over 50 small conversations around the city to complete the story that Census data and library surveys could not tell. Their input defined the roles the Library will prioritize in planning for more equitable growth through facilities, services, and programs.

COMMUNITY PRIORITIES

Social Forum: Habits, attitudes, and relationships define one's outlook and shape the community around us. More than a quarter (26%) of the community needs and issues identified by participants revolved around the quality of relationships and interactions with others. The Library provides space and staffing to enable positive social interaction: its facilities provide neutral ground, flexibility, and safety, while Library staff members serve as connectors and facilitators for the community.

Civic Innovator: Of all community needs and issues, 11% of responses referred to civic life. Building a network of informed communities, addressing barriers to engaging in public life, and fostering a new generation of local leaders are top priorities for residents. The Library must promote civic literacy and help break down barriers that disenfranchise people.

Holistic Health Advocate: Access to affordable, quality healthcare is a struggle for many residents. Awareness of and access to resources, navigating the insurance marketplace, effective communication with providers, and maintaining a healthy lifestyle are pieces to this puzzle. The Library must promote health literacy and develop key partnerships with local government, non-profit, and private organizations to connect residents to services they need.

Economic Engine: Economic struggles top the list of concerns of many groups, with jobs and cost of living getting the most mentions. The Library must emphasize workforce development, neighborhood advocacy, and financial literacy in its mission to help residents and area businesses achieve economic stability and resilience.

These community priorities shown below framed the search for possible sites for a new eastside library. In addition to weighing infrastructural needs, we used this framework to rebuild our site criteria tool, making racial equity a heavy factor in facility siting decisions. After determining which areas of the eastside were underserved by Madison Public Library, we analyzed sites within the underserved areas for their ability to meet those technical and social criteria. This land use and equity analysis led to a three-part site recommendation.

Short-term (0-5 years): Our first priority is closing the eastside service gap by constructing a new library, the tenth in our system, in northeast Madison. Reindahl Park shows the most potential for serving the most people in need while taking advantage of key adjacencies and keeping a strong, visible civic presence.

Cultural Platform: Nearly 10% of all community needs and issues involved ideas like diversity, inclusion, and venues for cultural expression and celebration. Communities of color are destabilized by poverty at higher rates than white communities, pushing them into isolated areas and creating segregated neighborhoods. The Library must address the eastside's lack of cultural and open educational facilities by providing diverse materials, experiences, and venue space, facilitating cross-cultural educational opportunities, and cultivating diverse partnerships to maintain dynamic and inclusive programming.

Intermediate term (5-10 years): We must address the building deficiencies, economic inefficiencies, and service limitations at Hawthorne and Lakeview libraries by pursuing expansion or relocation in the next ten years. Given their success and critical roles in their respective neighborhoods, no relocation should move either library more than a half-mile from their current locations.

Long-term (10+ years): We must begin moving forward to work with the school district, city planning, residents, alders, and other agencies and organizations to develop plans for the eleventh library east of Interstates 90/94. Coordinated efforts to shape the urban fabric as Madison expands will result in more just, healthy, and vibrant communities.

As Madison Public Library moves forward with opening the new Pinney Library and planning a new northeast library, we must establish baseline data to track our progress in meeting community goals and making social impact. This plan also lays out potential outcome measures that address those community goals.

Most importantly, we recommend a continued public process to shape these future projects, refine our programs, and create new partnerships. The conversation has just begun!

Introduction

OUR MISSION

Madison Public Library provides free and equitable access to cultural and educational experiences. We celebrate ideas, promote creativity, connect people and enrich lives.



OUR VISION

Madison Public Library: your place to learn, share, and create.

Growing Stronger and Strategically

Over the next 35 years, Madison expects to welcome 100,000 new residents and 70,000 new jobs. The city's eastside will absorb much of that growth and become more dynamic, dense, and diverse. What does that mean for Madison Public Library? What specific capacity requirements do we need to address in order to meet the unique needs of a changing community?

In 2014, the Common Council charged Madison Public Library with the task of creating a strategic plan for eastside growth. We seized the opportunity to take stock of our capacity to serve our growing community and ask:

- **Who** are we serving? **Who** is underserved?
- **How** do we understand our neighborhoods' particular needs while being open and inclusive to all?
- **Where** should we locate future Madison Public Libraries to maximize service?
- **What** criteria will determine this?

The Library could not answer any of these questions without starting with the experts: Madison residents of all ages, regardless of library cardholder status. We sought a candid, open-ended, and accessible method that would allow us to hear unheard voices and build new relationships. *Tell Us: Communities Inspiring Libraries*, or *Cuéntenos*, is the community engagement program and tool we developed to gather feedback from our neighbors.

Over 330 people came together across the city in 52 small groups to participate in *Tell Us*. Using a method as simple as conversation, we were able to get to know our neighbors in a way that wasn't possible through library user statistics or Census data. Simply listening to people's biggest concerns and hopes provided a wealth of data that revealed common values and goals.

These common values and goals framed the priorities guiding this strategic plan. By looking at library usage data, land use analysis, and demographic data within this framework, we were able to derive appropriate sites for a new library, as well as recommend staffing needs, facility improvements, and measures of success.

This publicly driven framework will continue to guide the Library's future decisions around programs, partnerships, services, and siting. Our city will also continue to grow, which means these conversations are not over. We look forward to growing with our community and always finding new ways to help people learn, share, and create.

Why Public Libraries Matter

The Social Impact of Transformation

“Are libraries even necessary these days?”

Despite the near consensus of libraries’ intrinsic and material benefits, we still hear this question all the time. How would the general public answer this question?

Madison residents know the value of their libraries; over 2 million visitors walked through our doors in 2015. A 2008 Wisconsin study even put a dollar amount to this value, estimating that our state’s public libraries yield \$4.06 for every dollar invested.¹ National studies show that the majority of Americans (90%) value their libraries, with low-income residents, Hispanics, and African-American being most likely to report that library closures would impact their lives.²

Our answer to the question above is simple. Libraries are necessary because of the social impacts they have on their communities. Moreover, the *magnitude* of their impact is only possible because of the assets libraries bring: rich community expertise, visibility and presence, and commitment to the public interest.

We are connectors

The explosion of information and technology has created the illusion of unlimited resources. Library workers teach the public how to access, navigate, and discern information (i.e. information literacy). Moreover, they truly shine as connectors to community resources. In addition to books, Madison Public Library provides the following services:

- Early childhood development
- Youth and teen supports
- Senior services
- Lifelong learning
- Health and well-being resources
- Workforce development
- Financial literacy and tax help
- Digital literacy
- Research
- Community building and civic engagement
- Recreation and Social forum
- Entrepreneurial support
- Safe space
- Arts and culture
- Technology access and instruction
- Government service navigation

We are embedded in the community

Libraries are a physical presence in their neighborhoods, providing public space for learning, safety, and connection, but library workers are increasingly out in other forums, reaching diverse audiences where they live, work, and play to eliminate barriers to educational opportunities.

We are trusted

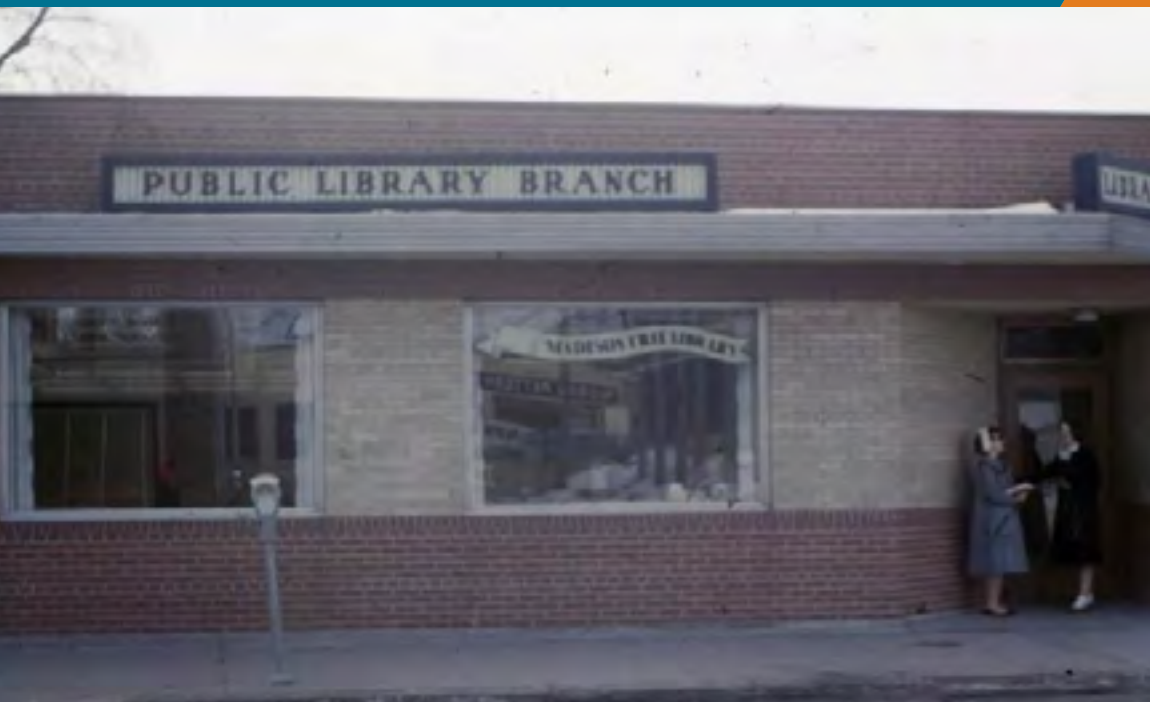
Libraries provide neutral space, welcome all residents, advocate for and protect privacy, and fight for the public interest.

We transform

Libraries' unique position in their communities as a resource provider, educator, facilitator, and partner enable immediate and long-term growth. At Madison Public Library, our community engagement work has shown that residents welcome deep transformation and wish to address some of our most challenging issues with more community connections, more space, more education, more opportunities, and more compassion. We welcome the challenge.



Our Past: Evolution of Madison Public Library



*Hawthorn's second location
(Madison Public Library archive)*

**“The library brings all kinds of people together.”
- *Tell Us* participant**



Rendering of Pinney facing Cottage Grove Road. (Ruedebusch Development & Construction)

**“A library outranks any other one thing a community can do to benefit its people. It is a never failing spring in the desert.”
- Andrew Carnegie**



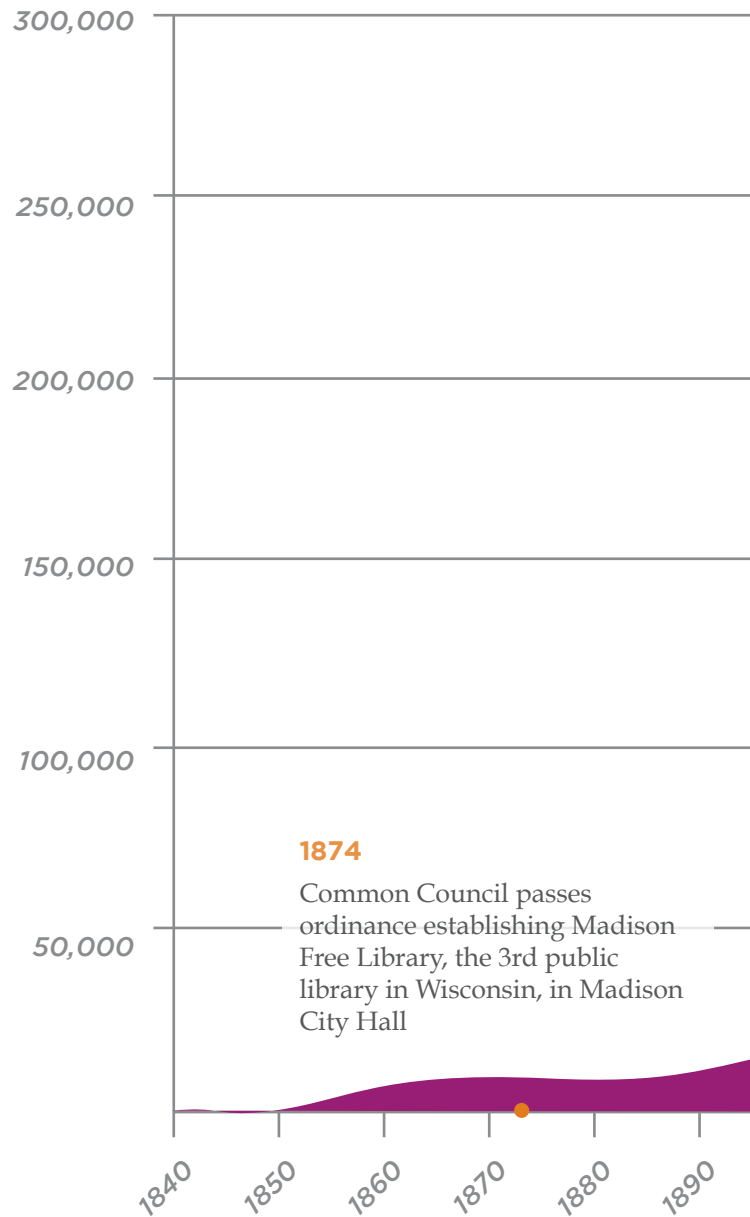
Lakeview's original Northport location (Madison Public Library archive)

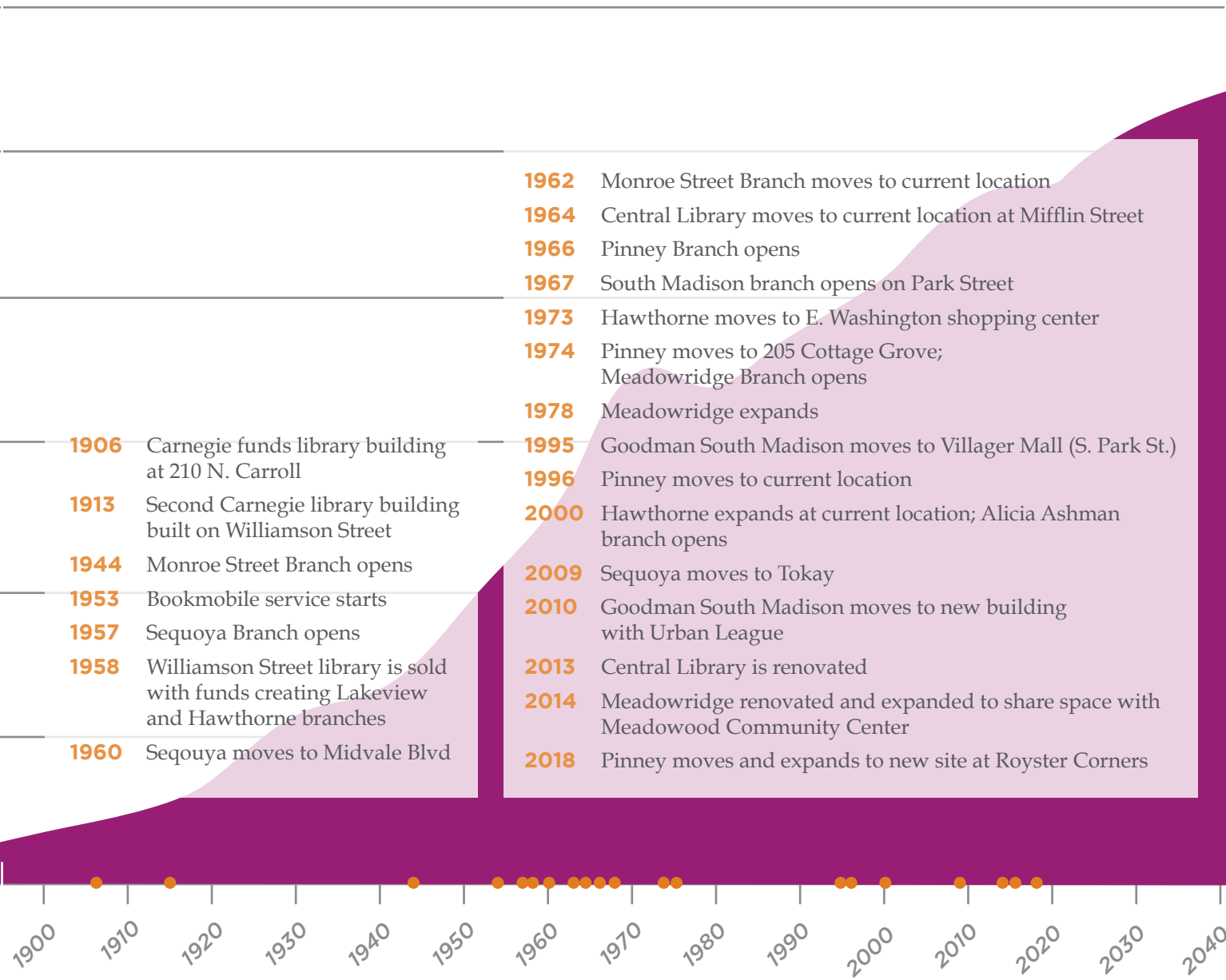
Madison Population Growth versus Library Growth

Before Madison's Common Council passed the ordinance establishing the creation of a public library in 1874, the public library's predecessor, the Madison Institute, was a private, subscription library for elite men. The trajectory from private, exclusive, and single-service oriented to public, inclusive, and multifaceted has been long and eventful, but we are not finished growing and improving.

The timeline to the right shows Madison's population history and projected growth alongside the expansion of library facilities. We have a chance to fill a very big need in Madison's eastside and the chance to plan with the public and not just for them.

We can see that the rhythm of major expansions respond to population growth, most notably during the decades of the post-WWII boom. While we have expanded, renovated, and moved locations, the eastside has not seen a new library in 50 years despite steady population growth.





Evolution of Service

While our physical footprint has remained more or less the same since 2000, Madison libraries have been anything but static. In a leap from our historic focus on books, our core services now encompass seven areas covering everything we currently do, from the behind-the-scenes technical work to the bold ways we engage with the city.

Collections
and Content

Patron
Experience

Community
Spaces

Internet and
Technology

Classes, Events,
and Programming

Community
Partnerships

Online
Services

We track the numbers behind so much of what we do because it's essential for fiscal planning and reporting purposes to local, state, and national entities. For instance, in 2015, Madison Public Library had:

- Over 2 million visitors
- Over 700,000 internet logins
- Nearly 4 million checkouts
- Over 18,000 meeting room reservations
- Over 126,000 program attendees

To some extent, we can measure the reach of some of our services, but can we assess the impact these experiences have on the community? More importantly, what do these numbers tell us about who isn't coming into our facilities, checking out materials, attending programs, or using our technology? What do these numbers say about the value and impact our offsite programming and outreach have? These measures, while helpful in communicating usage, do not speak to the quality of experience or the lasting impact on our community.

Evolution of measures

Our services have evolved to meet community needs, but our metrics have not. How do we measure the social impact of our work? Most people understand inherent value of the library³, but how can we measure and communicate the impact of our programs and resources?

This plan is a product of the Library's new approach to participatory planning. Driven by community needs and goals, we have derived key priorities and areas of impact that will inform decision-making processes for facility siting, capacity, services, programs, and partnerships.

In addition, the public process also shed some light on how individuals perceive change. Not only did the public process inform our work of transforming the community, it also gave us some insights on how to measure our progress along the way.

Our Present

“Community is the continual process of getting to know people, caring and sharing responsibility for the physical and spiritual condition of the living space.”

- Melvin H. King

**Educator, writer, and
community organizer**



City Context

Madison consistently places highly in national rankings, indices that typically factor in education, income, housing, transportation, open space, festivals, et cetera for years. Only recently⁵ have national metropolitan rankings⁴ emerged that measure equity and inclusion, putting Madison in a much different light.

When inequality and social disparities are factored in, Wisconsin and Dane County rate poorly, showing that many minority groups here experience a vastly different quality of life. Wisconsin Council on Children & Families' 2013 Race to Equity Baseline Report was a wake-up call for many in the Madison area. The data showed what many have experienced for so long: across all indicators – housing, income, school performance, arrests, incarceration, health, mobility, and others – residents of color, African-Americans in particular, in Dane County fare substantially worse than their white counterparts.

In addition, the 2016 report “Struggling for a Better Life” on the state of Latino workers in Dane County found that Latinos here are routinely exploited due to citizenship status, lack access to health care, face unsafe work conditions, and experience wage theft and harassment.

It is under these unacceptable conditions that Madison Public Library finds it necessary to reassess its decision-making strategies to create a more equitable approach to planning and service delivery so that Madison is livable for all its residents.

The municipal climate has made it easier for the Library to carry out this work. The City of Madison responded to the Baseline Report's findings by launching the Racial Equity and Social Justice Initiative in 2013 with the aim of eliminating racial and social inequities in city government by applying critical impact analyses to operations, community relations, and budgetary and policy decisions.

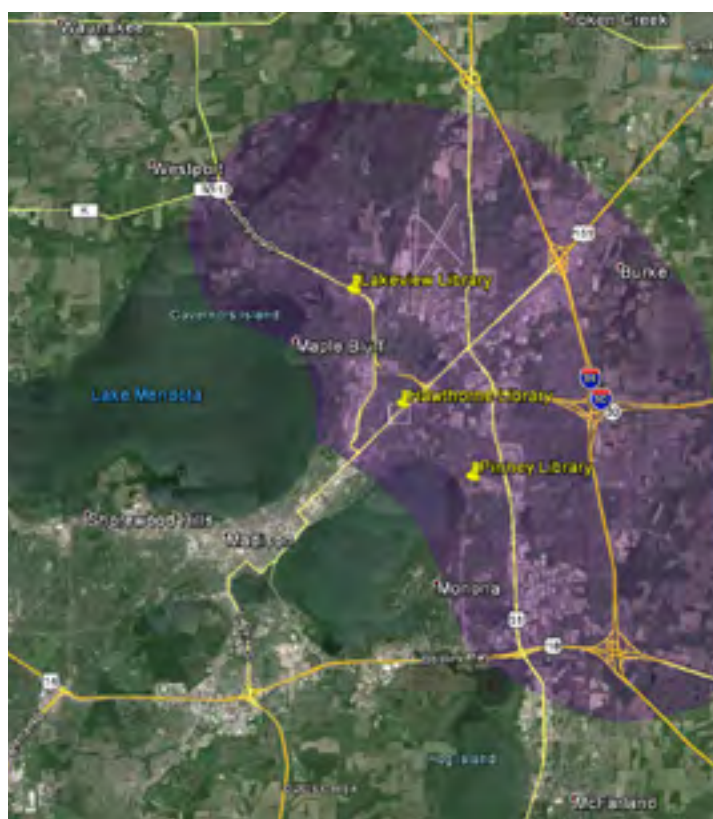
Madison Public Library is committed to reducing barriers and closing the achievement gaps for our

communities of color. As a participant in the Racial Equity and Social Justice Initiative, we are pleased to have the support from the City to carry out this work and continually refine our process as the community needs.

Eastside Context

Study Area

For the purposes of library planning, we define Madison's eastside as all neighborhoods east of the Yahara River. Our three libraries east of the isthmus serve all neighborhoods, even those in neighboring jurisdictions, east of the Yahara River. This plan covers this whole area shown in purple in order to look at how neighboring towns' libraries affect our service areas and which areas will be incorporated into the City of Madison in the future.



Demographics

The eastside, home to over 96,000 residents, skews younger, more diverse, and of lower income than the city as a whole. The percentage of the population of color is slightly smaller than that of the city's, but the

rate of growth is much higher, meaning the eastside has gained residents of color at a higher rate than the rest of the city.

TABLE 1
Demographic Characteristics

	Eastside ⁶	City of Madison
Youth Population		
Population under 5	7.1%	5.9%
Population under 18	20.8%	17.8%
Elderly Population		
Population over 65	11%	10%
Origin and Language		
Non-English Speaking Households	5.2%	6%
Foreign Born	6.7%	10.7%
<i>% Change in Foreign Born from 2000-2014</i>	120%	36.5%
Poverty		
Families Living in Poverty	10.2%	9.8%
<i>% Change from 2000-2014</i>	112%	98.9%
All people living in poverty	14.5%	19.6%
<i>% Change from 2000-2014</i>	166%	53%
Race and Ethnicity		
White	82.6%	79.2%
Black/African American	8.1%	7.2%
Asian	3.9%	8.1%
American Indian/Native American	0.3%	0.3%
Some other race	1.7%	1.7%
Two or more races	3.4%	3.5%
Hispanic, any race	6.6%	6.6%

Growth limitations and infrastructure barriers

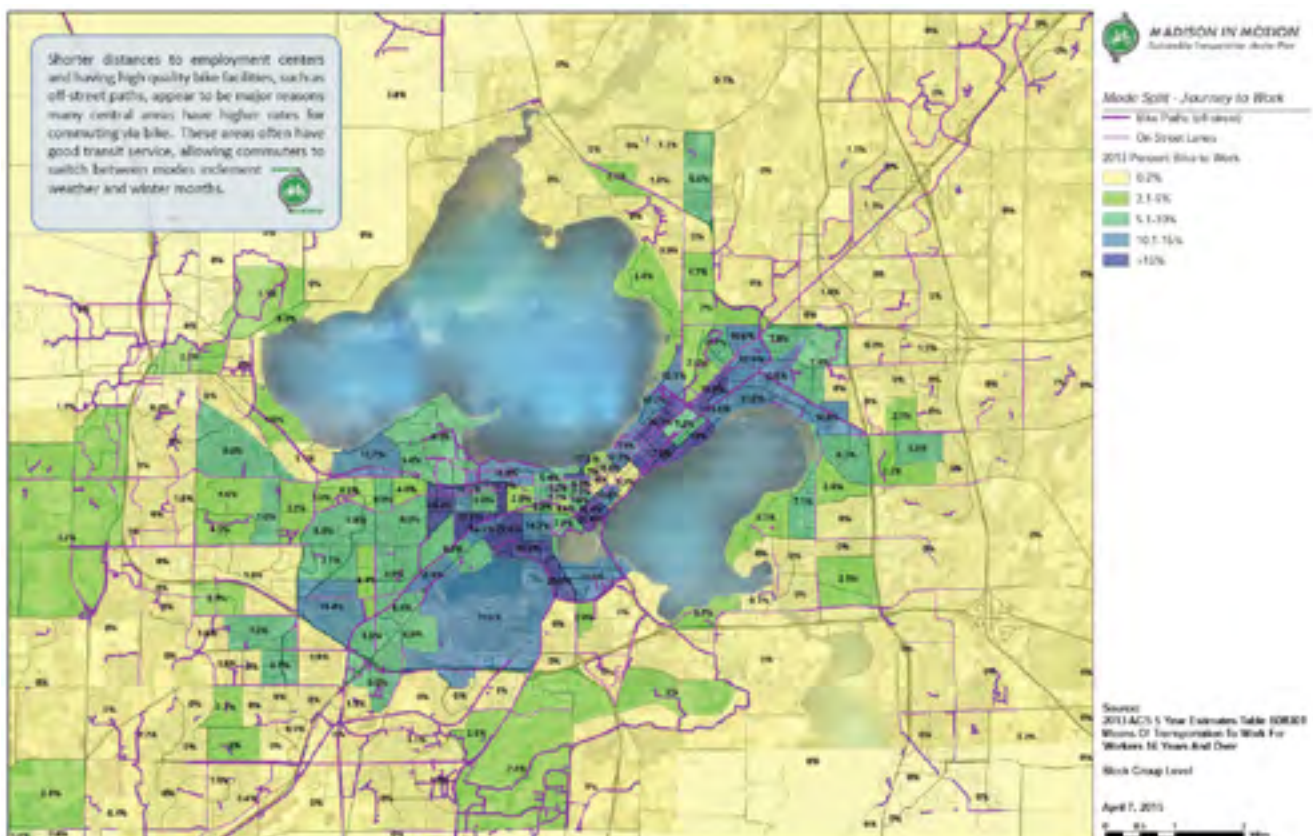
The eastside has several challenging barriers that break up the region. Infrastructure like the airport, State Road 30, Highways 51 and 151, and Interstates 90 and 94 creates illusions of adjacency but complicate access for residents.

Transit and connectivity

Due in part to the infrastructure barriers mentioned above, the eastside has limited trail and sidewalk connectivity, as well as limited bus service. The map below, created for the City of Madison's transportation plan, shows the percentage of residents who bike to work.

The map indicates that more people commute by bicycle in areas with continuous bike paths and on-street lanes. The vast majority of eastside neighborhoods, where there is very low connectivity in eastside bicycle infrastructure, have low bike commuting numbers.

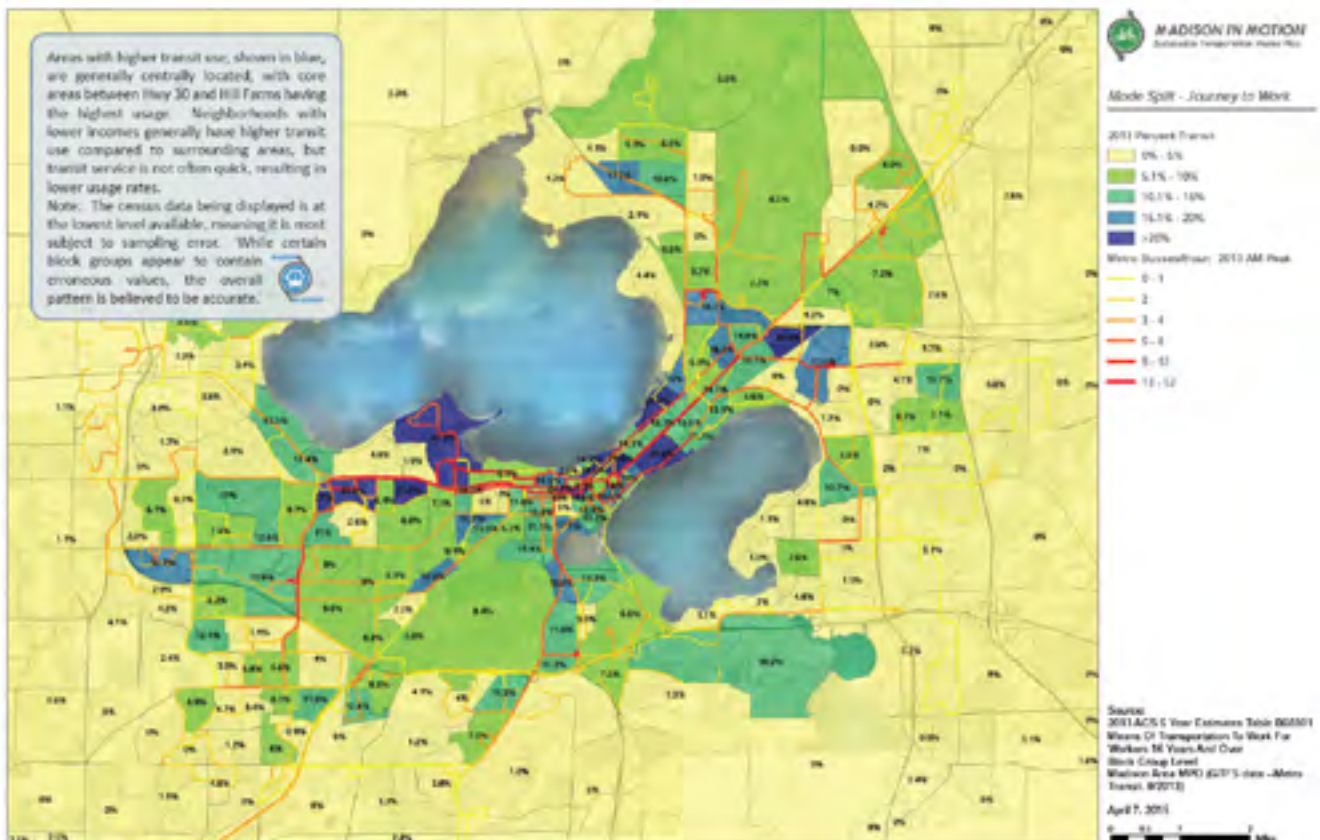
Journey to Work: Percentage of residents who bike to work and trail connectivity



The map below shows the percentage of residents who commute by bus. Again, eastside residents use transit with less frequency as there is also a much lower availability of bus routes. Most eastside neighborhoods have fewer than 2 buses per hour during peak time. The northeast neighborhoods show much more dependence on transit than the southeastern areas.

Understanding transportation patterns and barriers is critical to planning for equitable library service delivery. We wish to take advantage of existing transit infrastructure when locating a new library in order to be accessible to as many people as possible. However, we will also work to increase accessibility in surrounding neighborhoods by taking part in local planning discussions and, most importantly, empowering local community members to advocate for their best interests.

Journey to Work: Percentage of residents using transit and bus frequency



Housing Burdens

Table 1 showed that the eastside area's growth in families facing poverty has eclipsed the citywide rate. The eastside is home to more homeowners than the rest of the City, but those homeowners are burdened by unsustainable housing costs. Table 2 shows that more eastside homeowners spend upwards of half of their income on housing than the average Madison homeowner.

TABLE 2
Housing Burdens

	Eastside ⁶	City of Madison
Housing and Housing Security		
Renters	41.9%	50.7%
% Cost Burdened ⁷ Renters	32%	33%
% Extremely Cost Burdened ⁸ Renters	26%	30.7%
Homeowners	58.1%	49.3%
% Cost Burdened Homeowners	29.8%	31%
% Extremely Cost Burdened Homeowners	11.7%	9.6%

Implications for the library

The Library is sensitive to cost-of-living issues our community members face. It is paramount that Madison Public Library addresses the eastside's public service gaps with full understanding of the structural limitations, projected growth patterns, and economic disparities. As a catalyst for social change, the Library aims to spur successful, sustainable growth while remaining accessible to as many residents as possible.

Library Engagement



Getting out of the library to connect with our neighbors did not start with the eastside planning process. Madison Public Library staff has a long history of deep involvement in multiagency projects and neighborhood efforts in the eastside and beyond. This section highlights a sample of three recent partnerships of varying scope that have deepened our understanding of the community and improved our ability to serve our neighbors.

In the City

Neighborhood Resource Team Involvement

The City of Madison's Neighborhood Resource Teams (NRTs) are a place-based initiative rooted in racial justice, responsive government, and relationship building. The NRTs are made up of City staff across all agencies who, in addition to their respective departmental assignments, serve with the common goal of solving problems, making positive change, and empowering communities.

Each NRT serves a specific neighborhood identified by need and request from local residents. One of the essential functions these teams serve is to gather and share information about trends and concerns within these high needs areas. The NRTs have helped amplify the voices in these neighborhoods, getting residents' requests into departmental budgets and producing tangible improvements, like added bus lines, park equipment, and traffic calming measures.

Library staff's involvement with other team members, like emergency responders, social workers, school district personnel, has helped us better understand the Library's role in Madison's civic infrastructure.

This coordinated effort has produced many (as of yet) unquantifiable benefits to Library operations, including:

- Implementation of local schools' good behavior programs
- New outlets to publicize family events and workforce development programs
- Need-based program development informed by local social service providers
- Relationship with law enforcement to create preventative, not punitive, solutions for high needs patrons
- Maximizing the Library as a resource for information and research related to community development

- Insight into how Library policies and procedures may impact the most vulnerable populations

Most neighborhood library supervisors have taken leadership roles in the NRTs, pushing Madison Public Library to reimagine service areas outside of the traditional 5-minute drive radius. Above all, as a platform for communities with the least access to city services, NRTs have helped us craft more inclusive and accessible Library programs and services.

In the Neighborhood

Allis/Whitehorse Walkability Study

In addition to its role as a social and civic support, Madison Public Library also recognizes its role in shaping the built environment of its neighborhoods. In preparation for their upcoming relocation, Pinney Library staff took a step back to look at local school-age children's current commutes and after-school destination choices to inform the design and programs for an expanded youth and teen space.

In the spring of 2015, Madison Public Library staff partnered with UW Madison professor Carolina Sarmiento's community based research (CBR) class to look at barriers keeping nearby school-age kids from walking or biking to Pinney Library. Library staff wanted to understand the infrastructural, social, and/or logistical barriers that keep them from independently accessing the library as a community resource or social space.

Library staff and the UW students worked with a fifth grade class from Frank Allis Elementary, a half-mile south of Pinney, and an eighth grade class from Whitehorse Middle School, one mile north of Pinney, to create mental maps of their days. The fifth graders took a field trip on foot to the library, where the UW students talked with them about the experience.

The students' input opened up an array of discussions and interventions for Pinney Library staff to collaborate with the community to build a neighborhood library and surrounding infrastructure that work for our youth.



Examples of Neighborhood Scale Interventions

Health	Work with Streets and Planning on pathway plan between area schools, community centers, and libraries to promote safe, active, and independent mobility
Placemaking	Engage area students in pathway plans to determine what makes a pathway safe and fun Coordinate with area community organizations to create path landmarks
Safety	Assess all crossings on routes from schools to Pinney and work with MMSD and Streets to determine where traffic calming interventions are necessary
Engagement	Host conversations with area families to talk about walking/biking concerns Work with librarians and volunteers to create more offsite programming at schools and community centers to build relationships with students with limited after-school options
Access	Work with Metro to discuss public transportation options between library to surrounding neighborhoods

In the Home

Parents as First Teachers

Hawthorne Library has enjoyed countless benefits from its eastside location on East Washington Boulevard right next to the Madison Dane County Public Health office and clinic. The adjacency has made robust cross-promotion and programming possible over the years.

While adjacency is powerful, targeted and coordinated services are even more powerful. Library staff jumped at the chance to team up with Public Health to reach critical audiences outside our respective doors. The Library saw incredible mutual opportunity in reaching a population in a space we couldn't traditionally access: low-income mothers of babies and toddlers in their own homes.

The resulting partnership is the Parents as First Teachers program. Madison Public Library youth services staff teamed up with Madison Dane County Public Health's Nurse/Family staff to promote early literacy practices and provide baby books during home visits.

Library staff trained the nurses and clinicians making the visits and provided the materials (books and other info) while Public Health staff incorporated literacy strategies into their clients' check-ups.

The 2015 pilot project was a success. Madison Public Library and Madison Dane County Public are developing plans to replicate it in other neighborhoods, produce more Spanish-language materials, and explore more joint initiatives.

The Library is proud to bring a signature service, early literacy development, directly into people's homes. This program is helping us make some progress in key goals:

- Eliminate barriers to essential early literacy services
- Empower parents by helping them connect bonding activities to child development milestones
- Spread awareness of literacy as an indicator of health and well-being
- Develop new community feedback mechanism through partnership with Public Health staff

Tell Us/Cuéntenos: Communities Inspiring Libraries

- QUESTION 3 -

WHAT LOCAL ORGANIZATIONS OR GROUPS DIRECTLY IMPROVE YOUR quality of life?

What makes them effective at helping?

- QUESTION 4 -

WHAT ARE THE THREE biggest issues FACING YOUR COMMUNITY?

How do they personally affect you?

How do you see these issues affecting your friends and neighbors?

CAPTURE AS MUCH OF THE CONVERSATION AS YOU CAN.

LOOK FOR THE CONNECTIONS PEOPLE MAKE BETWEEN IDEAS.



tell us

COMMUNITIES INSPIRING LIBRARIES

Madison Public Library invites everyone to join the conversation to help us get to know our community better. Our city is growing and changing every year, and so are people's needs. In order to better serve you, we want to hear about your goals and the issues that matter most to you.



MADISON
PUBLIC
LIBRARY

madisonpubliclibrary.org



tell us

COMMUNITIES INSPIRING LIBRARIES

Thank you for hosting!

This is not another survey!

We are asking for a seat at your table to talk about things that matter to you. These are questions designed to spark a conversation between neighbors, friends, and family in a familiar setting. Let the "own living room" meeting happen in your notes.

Why should you participate?

Your feedback will set the tone for future improvements in Madison Public Library services. We will follow up with all participants throughout the year to let you know how we put your ideas to work and give you more opportunities to make your voice heard.

How does this work?

The notes are the Library's only way to know how your attendees describe their goals, values, and priorities. Please send the conversation notes and Roll Call back to us after you've hosted a Tell Us session. You can drop it off at any Madison Public Library location, email it to us at tellus@madisonpubliclibrary.org, or mail it to us at:

Tell Us/Cuéntenos

Madison Public Library • 201 W. Mifflin St. • Madison, WI 57303

Encourage your attendees to host their own
tell us session!

In order to create a framework for expanding library capacity in terms of facilities, staffing, and programs, we had to start with some basic values in order to get to the details. This is why our planning engagement program, *Tell Us/Cuéntenos*, focused on community issues and not on specific things people want to see in a library.

The title sums it up. People told us how they experience the city. They told us their concerns. They told us what they want to accomplish.

Methodology

Inspiration

We designed *Tell Us* to make participation as free of barriers as possible. This required getting out of the library and rethinking traditional public feedback tools to hear new voices.

The *Tell Us* process draws heavily from deliberative dialogue methods. We avoided a prescriptive method or anything with checkboxes. The primary intent was not to see what people wanted in a library, but to hear what people were concerned with on a personal and daily basis. Secondly, we wanted participants to know that the conversation would not end with *Tell Us*; the method had to establish new relationships to keep the exchange going.

The Harwood Institute also provided tremendous inspiration with public engagement strategies outlined in its “Turning Outward” philosophy. Its work with the American Library Association to train library professionals on intentionality and community-driven programming showed a way to allow our staff to continue the work begun with the *Tell Us* process.

Stakeholder Identification

Traditional feedback strategies tend to amplify the voices of the most engaged and privileged members of the community. We intentionally focused on our community’s most vulnerable populations. Using equity as a goal and guide for all our decisions, we used a combination of anecdotal, qualitative and quantitative information about local demographic dynamics and issues in public libraries to identify the communities least represented in our libraries and in our city.

Target populations

We made the *Tell Us* tool widely available to our advocates and patrons at all neighborhood libraries and on our website, while we spent the majority of our time outside of the library working with individuals and organizations to reach the following populations:

Youth (school-age)	Elderly	People of color
Low-income	English learners	Working families
LGBTQ	Disabled	Immigrants

Development

Taking traditional barriers to public participation into consideration, we had several requirements for the guide:

Accessible	Personal
Portable	No multiple choice answers
No device or internet connection necessary	Conversation format
Available in 4 languages	Each group or individual’s input uniquely reflective of their experience.
Comfortable	Fun
No officials present	Open-ended
No experts needed	Venue-flexible
Short enough to be manageable Long enough to elicit productive conversation	Good for social gatherings Bright and enticing packaging

The guide, in booklet form, consisted of an introduction, instructions, questions for the group with room to write and prompts for the note-taker, follow-up questions for the host/note-taker, and a sign-in section with minimal demographic and contact fields. The roll call page helped us track the age, gender, race/ethnicity, ZIP code, and card status of our participants. The booklet was designed to contain the notes from the conversation and came in its own self-addressed envelope for easy return.

Implementation

Tell Us ran from April 2015 through December 2015. Participants held conversations at a variety of venues, from people’s homes to classrooms, libraries, community centers, and workspaces.

Staff followed a tiered system to roll out the program. We took a three-pronged approach to getting the community conversations rolling.

Host	We hosted <i>Tell Us</i> sessions at all eastside libraries, inviting patrons and library advocates to experience the <i>Tell Us</i> process.
Visit	Our staff planner visited community centers, assisted living facilities, neighborhood non-profits, and schools to form small groups and facilitate dialogues.
Share	We asked participants at all <i>Tell Us</i> sessions to share the experience with their other networks. We learned that word of mouth is the most powerful source of information about local affairs for many residents, so making this a shareable experience was an essential piece of the program.



52
CONVERSATIONS
among
338 participants

50%
were
LIBRARY CARD HOLDERS

32
AVERAGE AGE
ranging from 8 to 84

TABLE 3
Race and Ethnicity of Participants and Local Residents

Race/Ethnicity	Percent of Madison population ⁹	Percent of Eastside Madison population ¹⁰	Percent of Tell Us Participants
White	79.2%	82.6%	39%
Black/African-American	7.2%	8.1%	16%
Asian	8.1%	3.9%	1.4%
American Indian/Native American	0.3%	0.3%	3.5%
Other	1.7%	1.7%	0.9%
Two or more	3.5%	3.4%	4.5%
Hispanic, any race	6.6%	6.6%	16% ¹¹
Declined to answer	-	-	19%

Anatomy of *Tell Us*

The choices behind the question number, formulation, and order were very deliberate in order to keep the conversation open, stimulating, and productive. None of the questions mention the word ‘library’ in order to keep the discussion about community issues.

Questions

1 What are the communities represented in this room?

This first question serves three purposes: to serve as an icebreaker, to challenge assumptions, and to give participants a variety of lenses through which to consider the proceeding questions about community.

2 What do you need to feel supported by your community? What does a strong community look like?

This gauges what people value most highly in community. After listing the groups they belong to in Question 1, Question 2 makes participants think about whether or not they feel supported in these communities. In this process, people tended to list qualities they need, though not everyone reported experiencing them currently. For some, this was a reporting exercise; for others, this was an aspirational question.

3 What organizations or groups directly improve your quality of life? What makes them effective at helping?

This gets groups thinking about the organizations or groups that actually provide the kind of support described in Question 2 and meet other critical needs. This is a useful way to link people’s sense of personal well-being to their ability to turn to a variety of sources for support.

Responses helped us understand the sectors of the community people tend to rely on the most and to explore opportunities to cluster or coordinate.

4 What are the three biggest issues facing your community? How do they personally affect you? How do you see these issues affecting your friends and neighbors?

At the halfway mark of the conversation, this prompts participants to reflect on issues that affect them most on any level that is most relevant to them.

5 What are some ideas to address these issues? Who would you trust to work on carrying these out? What can your community do to help resolve these issues?

While Question 4 could really get groups into a heated discussion, this question presents an opportunity to cool things down and let participants propose solutions. Our goal was not to get specific ideas, but to understand people’s social problem-solving values. Who do we think is ultimately responsible for creating change? What is our own role as individuals or as a community? What is the most realistic or functional way to make a difference?

6 How would you know things have gotten better? Where would we be if we took a couple steps in the right direction?

To end the discussion on a positive note, we wanted people to define what progress looks and feels like. This question was designed to help us craft locally relevant outcome measures.

Data Analysis

We designed the inquiry to build four different frames for organizing the input. After entering all responses into a database, Library staff reviewed all data sets and created categories and subcategories that adequately covered the content of the responses. All responses were subsequently coded and analyzed for major trends.

Frame	Tell Us Question
Personal Affiliations	1
Community Needs	2,4,6
Support Network Type	3
Solution Type	5

Personal Affiliations

In the interest of maintaining the diversity of responses, we created 17 different categories of community types. People were most likely to identify by where they are from or where they live; what they do or used to do for a living; what they like doing in their spare time; their heritage; and what/where they study or what degree/training they have.

Groups provided an average of 13 different communities to which they belonged. This is a powerful

reminder about the importance of intersectional services and programs and appealing to people's multiple communities.

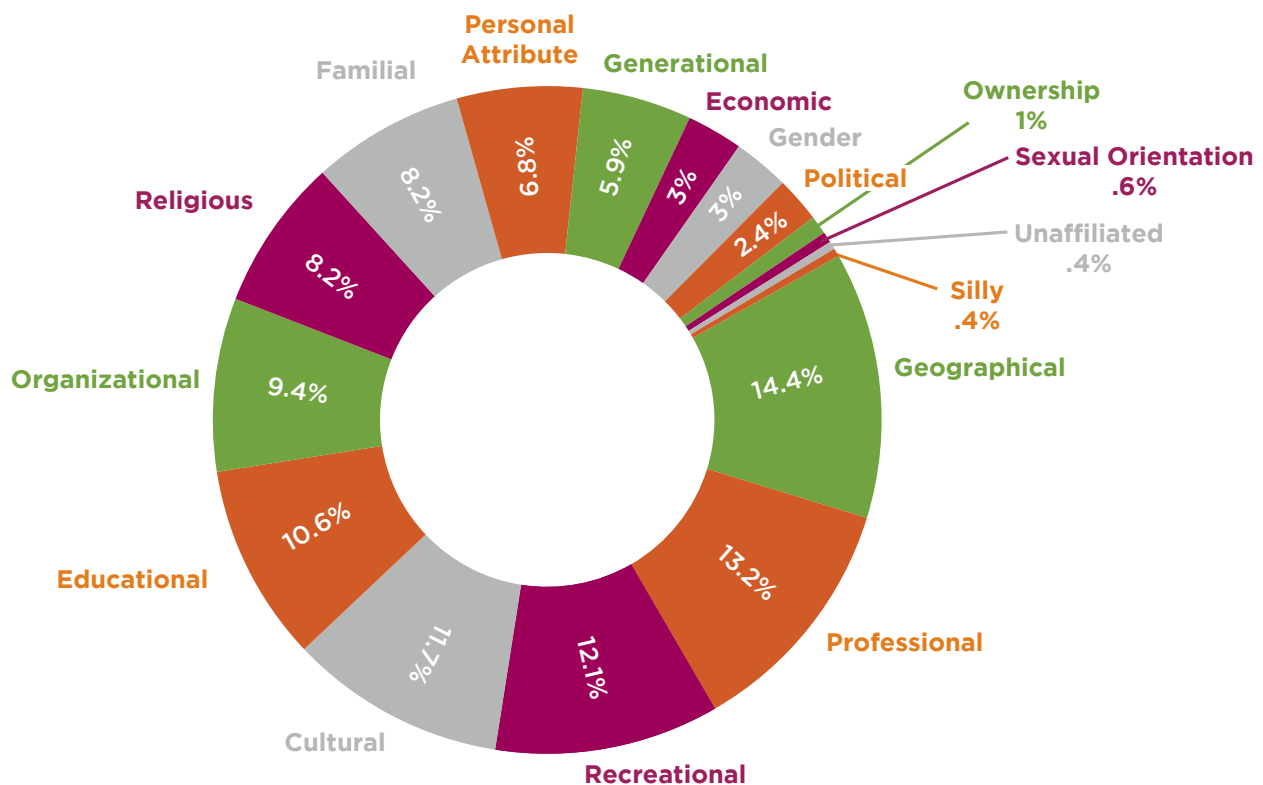
Community Needs

The responses to questions 2, 4, and 6 all describe how people experience community under different conditions: ideal (2), current (4), and improving (6). In a non-sequential manner, people described for us what exactly they need to feel supported, what issues they and their families and neighbors face, and what signs of progress would look like.

All responses fell under four general categories: Social, Basic Infrastructure, Economic, and Environment. People's social needs (e.g., healthy relationships, respect, places to congregate, feeling safe, diversity, and justice) were at the forefront of the conversations.

This pattern does not mean that environmental, economic, or basic infrastructural needs are any less necessary. The deliberative dialogue method is all about the connections between topics; this process showed us that the quality of our interactions and our ability to connect with others is our most reliable indicator of personal well-being.

Personal Affiliations by Percentage of Responses





Community Need Categories by Percentage of Responses per Question

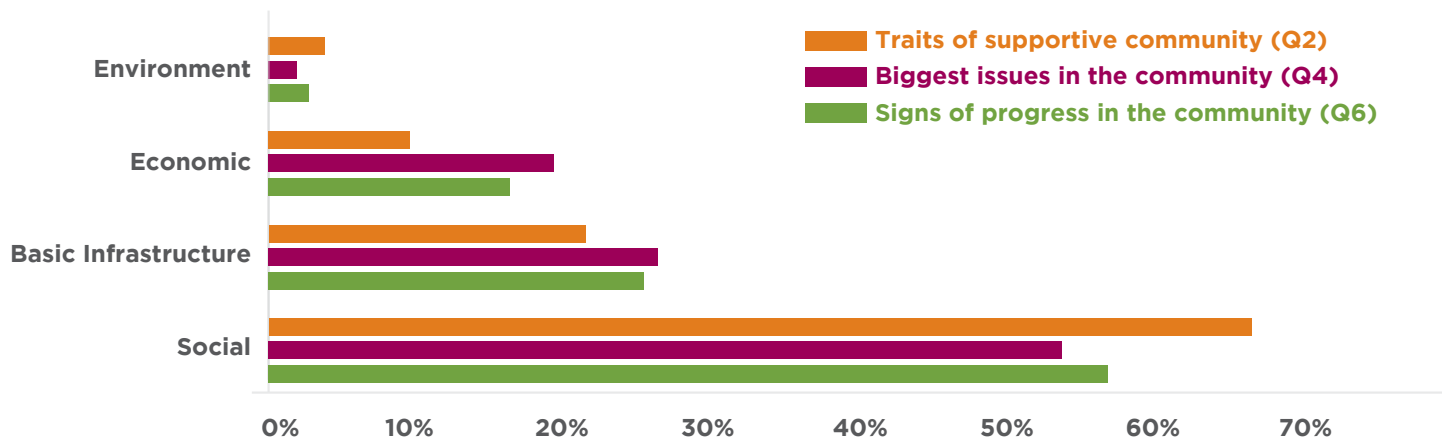


TABLE 4

Community Needs Categories and Subcategories

Social	Basic Infrastructure	Economic	Environmental
Culture	Food	Jobs	Environmental Health
Safety	Shelter	Wages	Wildlife
Civic	Clothing	Training	Open Space
Space	Health	Cost of living	
Behavior/attitudes	Education	Consumer convenience	
Art/Entertainment	Sanitation		
Religion	Communications		
Relationships	Transportation		

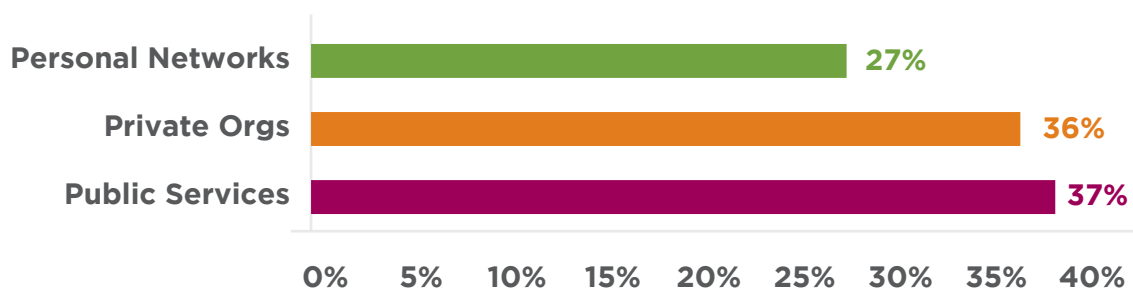
Each response was also assigned to more detailed subcategories (see Table 4) under the four main categories. The three most common subcategories of responses were Behavior/attitudes, Relationships, and Civic. On the positive side of the spectrum, the 'behavior/attitudes' subcategory describes behaviors like generosity, kindness, and respect, while on the negative side, it covers deeply rooted social ills like racism, homophobia, sexism, ageism, and ableism.

Support Networks

By asking participants to list organizations that directly impact their quality of life, we wanted to understand people's awareness of their community resources and see to whom they turn on a regular basis.

The responses fell into three main categories of sources: Personal Networks, Private Organizations, and Public Services. Public services and private organizations were nearly tied with the number of mentions.

Support Network Categories by Percentage of Responses



This is noteworthy given the weight of responses in the “Social” category in questions 2, 4, and 6. This means that while people identify strong communities and measure progress by their quality of relationships, attitudes, and culture, public services like health, education, food assistance, parks, emergency response, and other government functions play the biggest role in setting our quality of life. Private organizations, such as non-profits, faith-based charities, or local businesses, are a very close second to filling in gaps of need.

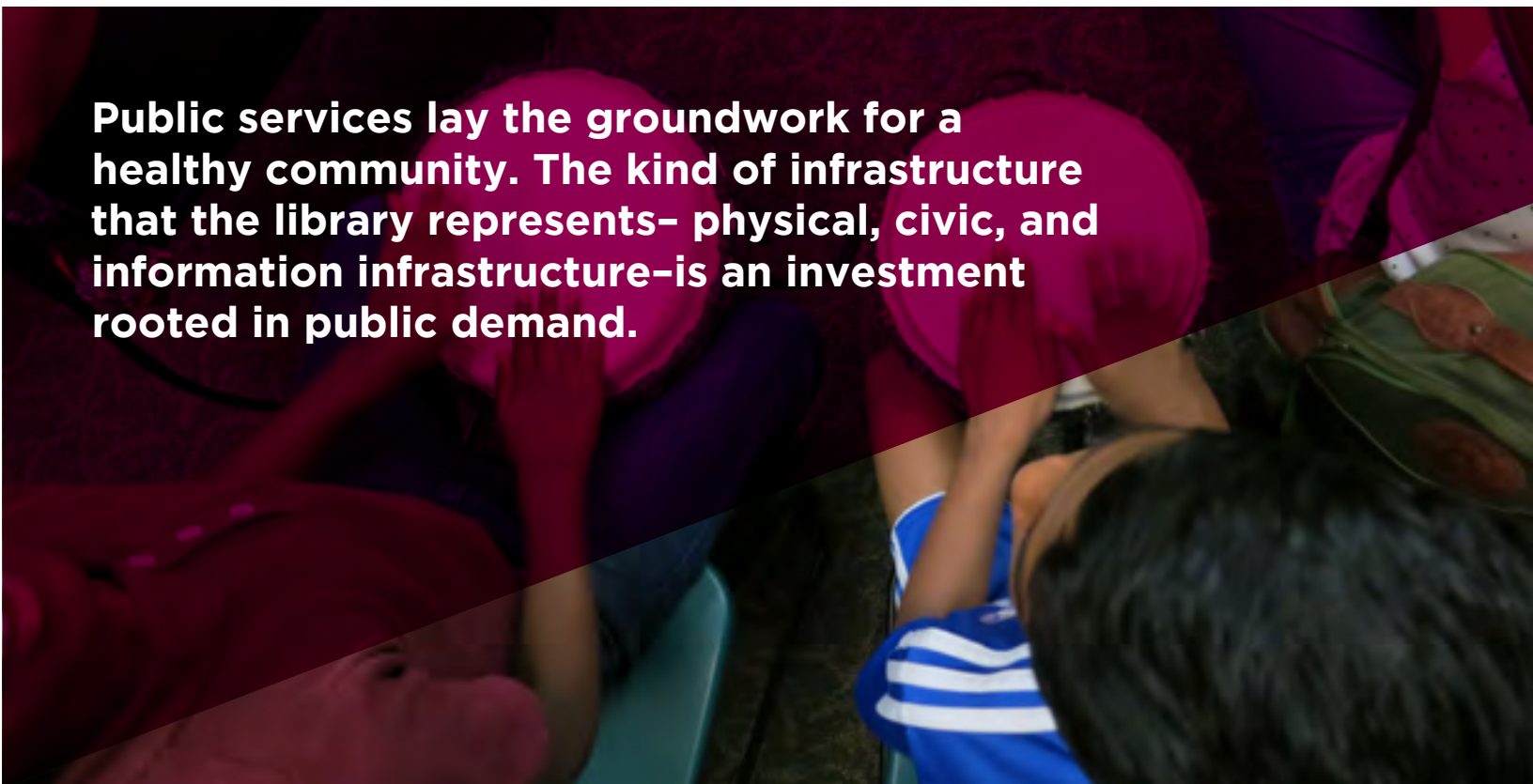
Each response was assigned to more detailed subcategories (listed above) under the three main categories. The three most common subcategories of responses were Basic infrastructure (providing items and services listed in the “Community Needs” category of the same name in questions 2, 4, and 6), Advocacy/service (i.e. non-profits and charitable organizations), and Public space. While some elements of basic infrastructure can be provided by private entities, (like food sold in stores, clothes from a religious charity, or mental health services from a non-profit provider, etc.) each subcategory code was assigned according to the source of the support as identified by the participant. Answers could be assigned more than one category or subcategory.

Lastly, these responses shed some light on the mutual reliance of community resources. Just as residents rely on a diverse mix of sources of support, Madison’s network of public and private service providers work in tandem whether it is intentional or not. Pursuing a model of strategic partnerships to deliver services would have a more profound effect on the community by serving more people and reflecting local values.

TABLE 5
Support Network Categories and Subcategories

Personal Network	Public Service	Private Organization
Family/friends	Basic infrastructure	Business
Cultural	Public space	Advocacy/service
Neighborhood	First responders	Religious
Recreational	Government	Employers
Collegial		

Public services lay the groundwork for a healthy community. The kind of infrastructure that the library represents— physical, civic, and information infrastructure—is an investment rooted in public demand.

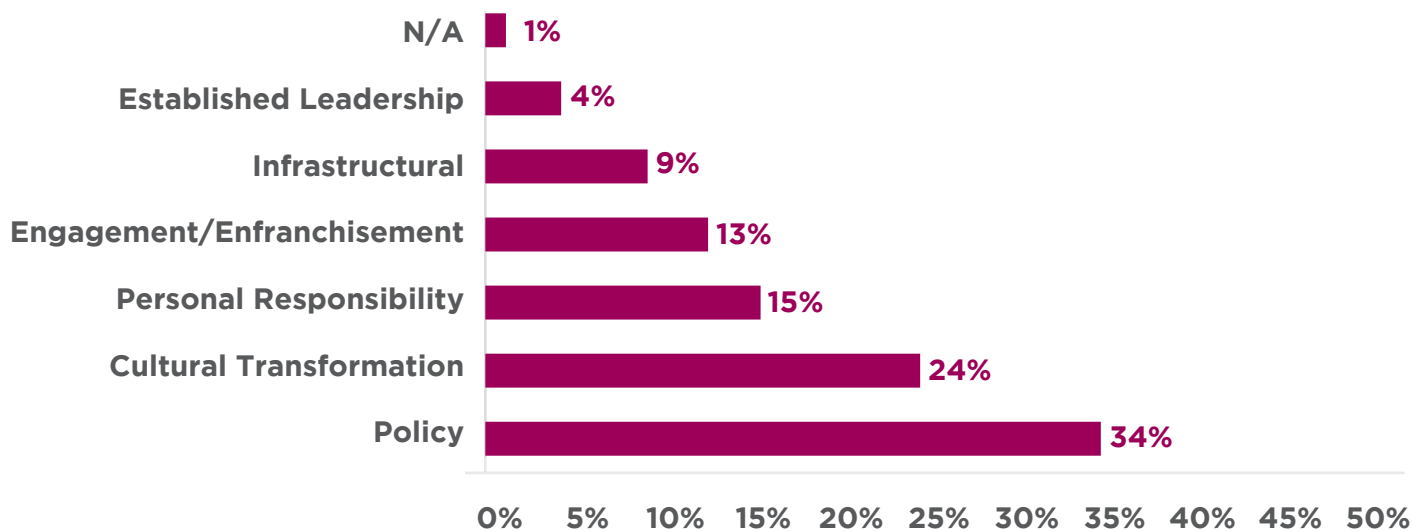


Participant Solutions

While no participant cracked the code for finding a single concrete solution to all our complex social problems, there was tremendous benefit from discussing what we are capable of today and what we must work toward.

Responses generally fell into six solution types: Policy, Cultural Transformation, Personal Responsibility, Engagement/Enfranchisement, Infrastructural, and Leadership. Over a third of all responses offered policy recommendations (specific rules or programs) to address previously mentioned issues (e.g. needle exchanges, higher minimum wage, and green building requirements).

Solution Type Categories by Percentage of Responses



The second most popular category of response, Cultural Transformation, requires deep, fundamental change on a wide scale (e.g. “stop perpetuating negative stereotypes,” “more creativity – people are afraid to be themselves,” etc.), while Personal Responsibility, or things individuals can do right away (e.g. “getting out of our comfort zone,” “being nice to a neighbor”), took a distant third place.

Responses under the Engagement/Enfranchisement category specifically referred to civic engagement and issues of representation and oppression. These often fit under the Cultural Transformation category, as well. The recognition of low voter turnout, low volunteerism, and general apathy is linked to a lack of trust, feelings of neighborhood disinvestment, lack of reliable information, and a lack of access by design. If someone wanted to speak out or get involved, where would they go? Even if one knew how to get involved, how would one ensure that their voice is heard?

Lastly, solutions pointing to established leadership were the least popular. The context provided by answers to the subquestion “Who would you trust in carrying these out?” showed an overall lack of trust in elected officials at all levels, most commonly those above the local level.

In sum, participants like seeing a direct and specific action, appreciate ambitious goals of social change, distrust elected leaders, and recognize their own part to play. This is a reminder that the Library must share its goals and impact with the community and must find new ways to connect residents with the tools to participate in and lead civic life.

Priorities, Values, and Goals

How community conversations lead to a framework for library growth?

We translated the most frequently mentioned community needs from the *Tell Us* conversations into five critical roles that Madison Public Library must prioritize in planning for new facilities, programs, partnerships, and services for Madison’s eastside. The resulting five community priorities represent issues that weigh most heavily on residents.

Each community priority takes an “equity first” approach and is followed by specific ways Madison Public Library can serve the needs of Madison’s eastside. Each priority is accompanied by values to guide service delivery and social impacts to guide outcome measures. These values and impacts also come directly from the *Tell Us* conversations.

1. Social Forum

Madison Public Library has embraced its role as a social hub for the community, but has more work to do to become a more intentionally inclusive space and to communicate the benefits of that service. The demographic transitions taking place on the eastside are noteworthy; there are higher numbers of vulnerable populations, such as older adults and families with young children, that are geographically, culturally, or financially isolated from public services.

Values	Social Impacts
• People-first approach	• Exposure to diversity
• Intergenerational experiences	• Building empathy
• Spontaneous interactions	• Strengthen neighborhood ties
• Inclusion and accessibility	• Facilitate mentorships
• Safety	• Harm prevention (e.g. weather exposure risks for the homeless)
• Versatility of public space	

2. Civic Innovator

There are many factors that determine one’s participation in public life. Race, language, income, and neighborhood are just a few examples and the library has an opportunity to help level the playing field. Civic engagement in the 21st century requires much more than issuing a press release and holding a public meeting. As information professionals and community connectors, the Library must reorient its role in civic life to provide equitable service for positive change.

Values	Social Impacts
• Civic engagement and education	• Information and media literacy training
• Amplify unheard voices	• Increase diverse neighborhood representation in city issues
• Combat disenfranchisement	• Creation of leadership opportunities
• Action oriented	• Increase volunteerism
• Safe space for dialogue	• Connect residents to advocacy opportunities
• Leadership development	• Enabling citizenship for immigrant residents
• Accessible information	

3. Holistic Health Advocate

Access to and quality of health care is a major concern for residents. Furthermore, the interrelated factors that affect our health, like the built environment, natural resources, relationships, economic status, trauma, diet, and habits are complex. As information professionals, libraries can assist in making health literacy a priority for our most vulnerable populations. Health literacy is the ability to navigate the medical system, understand health terminology and processes, and make informed decisions about one's well-being.

Values	Social Impacts
• Health literacy	• Ability to self-advocate in medical arena
• Environmental literacy	• Connecting active outdoor play and literacy
• Mental health awareness	• Natural resource awareness
• Self-care empowerment	• Connection to mental health resources
• Neighborhood connectivity	• Healthier communities

4. Cultural Platform

As Madison absorbs more growth and becomes denser, Madison Public Library must support its communities of color by providing a platform for expression, education, and celebration. Traditional "public" space and open educational institutions like museums and libraries have not been truly inclusive for immigrant, indigenous, or other communities of color (Coffee, 2008). When it comes to combating racism and prejudice, neutrality is not an option. The Library must use its space and resources to increase culturally diverse and relevant educational and recreational opportunities for the community.

Values	Social Impacts
• Diversity and inclusion	• Bilingual literacy
• Combat racism and prejudice	• Language preservation initiatives
• Appeal to people's multiple communities	• Cross-cultural education
• Inclusion of "invisible minority" groups	• Youth and family engagement
• Multicultural design	

5. Economic Engine

In addition to hosting job fairs and teaching computer classes, Madison Public Library helps thousands of people every year fill out job applications and create resumes. Throughout these community conversations, the subject of jobs rarely came up without a qualifier, like "good" or "stable." The consensus is a wish to thrive instead of merely staying afloat.

Values	Social Impacts
• Basic needs first	• Housing resource connections
• Sustainable economic growth	• Living wage jobs created/obtained
• Youth employment opportunities	• Professional mentorships
• Recognize all educational goals	• GED, Certification and Associates graduations
• Universal internet access	• Wireless internet delivery to low-income neighborhoods
• Small business support	• Business permits and licenses obtained
• Close skills gap	• Training opportunities
	• Skill matching

Tell Us Summary

Madison residents have articulated a desire for a stronger social fabric, more robust public infrastructure, and economic stability. They believe that public services lead the way, but that only a mix of community resources can fully serve our neighborhoods, providing a strong basis for more coordination and partnerships. Lastly, they have shown a preference for action-oriented solutions, while identifying a desire for long-term transformational change.

The recurring themes from the *Tell Us* conversations gave us five priorities to inform future decision-making around growth and services. Working from a community-driven and equity-centered framework will help the Library facilitate the change residents want to see in Madison.



From Values to Sites: Land Use Analysis

Establishing service areas

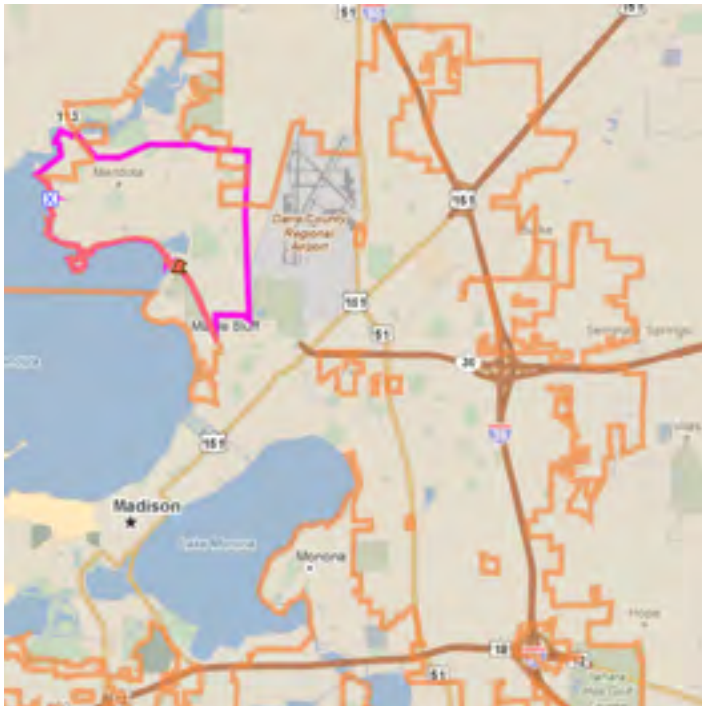
Neighborhood library service areas are not fixed. They are determined by multiple factors, but residents' needs and circumstances ultimately shape them. We present two different ways of visualizing our current eastside neighborhood libraries' service areas:

- 1. Check-out patterns:** The areas bounded by the bright polygons represent the areas where residents check out materials with the most frequency. These boundaries were determined by mapping snapshots of check-out data from 2013 and 2014 to find usage patterns.
- 2. Drive time:** The blue overlays on the aerial maps show the areas theoretically accessible by a 5-minute drive to and from the neighborhood library.

There are notable caveats to using these service area definitions, but ultimately, these maps reveal where overlaps and gaps in eastside library service exist, as well as where the built environment poses barriers and where it does not.

LAKEVIEW LIBRARY

Check-out map



Key adjacencies and characteristics

Open space: Warner Park, Cherokee Marsh

Community centers: Warner Park, Kennedy Heights, Vera Court

Schools: Lakeview ES, Gompers ES,

Facility size: 9,355 ft²

5-minute drive map



Lindbergh ES, Mendota ES, Black Hawk MS, Sherman MS, Shabazz HS

Visitors per year¹³: 130,000

Households making less than \$25,000/yr¹²: 26.2%

Limitations

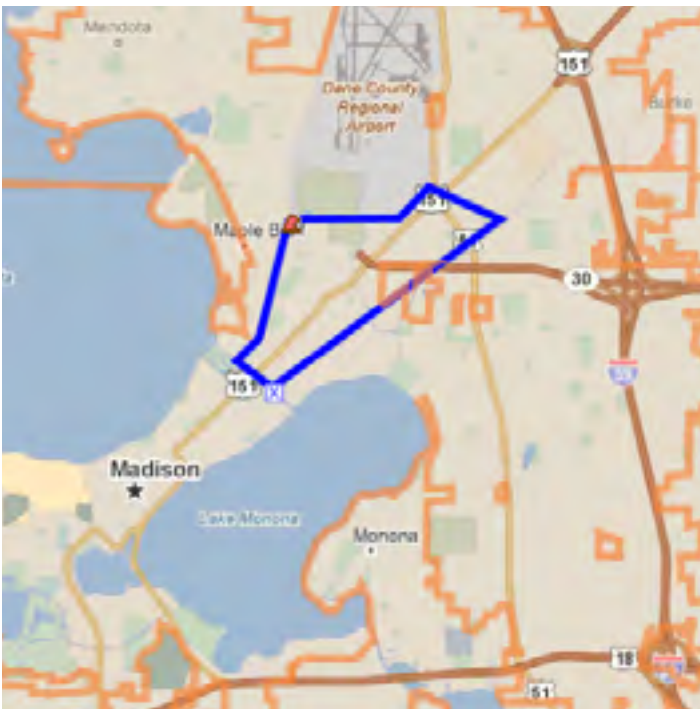
It is important to keep in mind that service areas vary. Visualizing them in any single way has certain limitations, so it is crucial to look at both, while keeping the neighborhoods' unique characteristics in mind.

The **check-out maps** are only based on one specific activity at the library. There are many library patrons who do not check out items, yet regularly use and depend on the library for other things, like special programs or resources like internet access. Additionally, several library programs take place outside of the library walls, expanding our service areas on any given day. Some libraries draw from a smaller radius of users, which can be attributed to a variety of factors like neighborhood density, library size, or average neighborhood income.¹²

The **five-minute drive time overlays** were calculated using a standard 35 MPH speed and do not account for high traffic. They also do not account for major barriers or restricted access areas, like waterways and airports, distorting the truly drivable area. However, it is a useful measure for those who have access to vehicles, a population that varies from neighborhood to neighborhood, depending on density, income, and access to transit. More suburban locations, like Pinney Library, tend to draw from a larger area partly because more people primarily travel by a car, while neighborhood libraries situated in higher density areas with more reliable access to several bus routes draw visits from smaller areas.

HAWTHORNE LIBRARY

Check-out map



Key adjacencies and characteristics

Open space: Worthington Park, Starkweather Creek trail

Community centers: Salvation Army, Goodman, East Madison

Agencies: Public Health Madison Dane County Office and Clinic

Facility size: 10,060 ft²

5-minute drive map



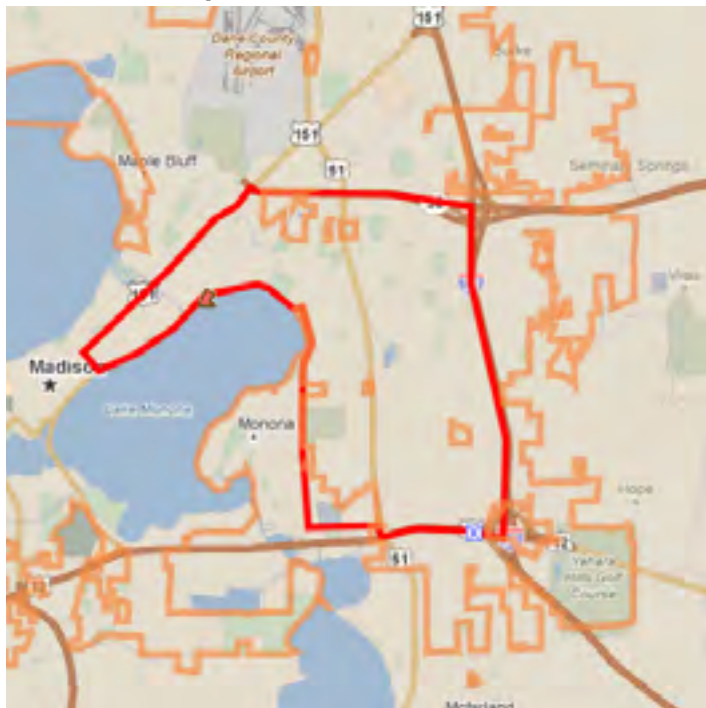
Schools: Hawthorne ES, Emerson ES, East HS, Holy Cross Lutheran School

Visitors per year: 171,000

Households making less than \$25,000/yr: 26.7%

CURRENT PINNEY LIBRARY

Check-out map



Key adjacencies and characteristics

Open space: Olbrich Park and Gardens, Starkweather Creek trail, Capital City Bike Trail

Community centers: YMCA

Schools: Allis ES, Marquette ES, Lowell ES, Schenk ES, Kennedy ES, Nuestro Mundo

Facility size: 11,200 ft²

5-minute drive map



Glendale ES, Elvehjem ES, Whitehorse MS, Sennett MS, O’Keeffe MS, LaFollette HS, Monona Grove HS

Visitors per year: 297,700

Households making less than \$25,000/yr: 16.7%

PINNEY LIBRARY (Royster Corners)

Check-out map: TBD

Key planned adjacencies (in addition to current adjacencies)

Community centers: Madison School & Community Recreation facility

Housing: Moderate-density developments

Business: Neighboring Royster Corners commercial tenants, Garver Mill redevelopment

Projected visitors per year: 440,000

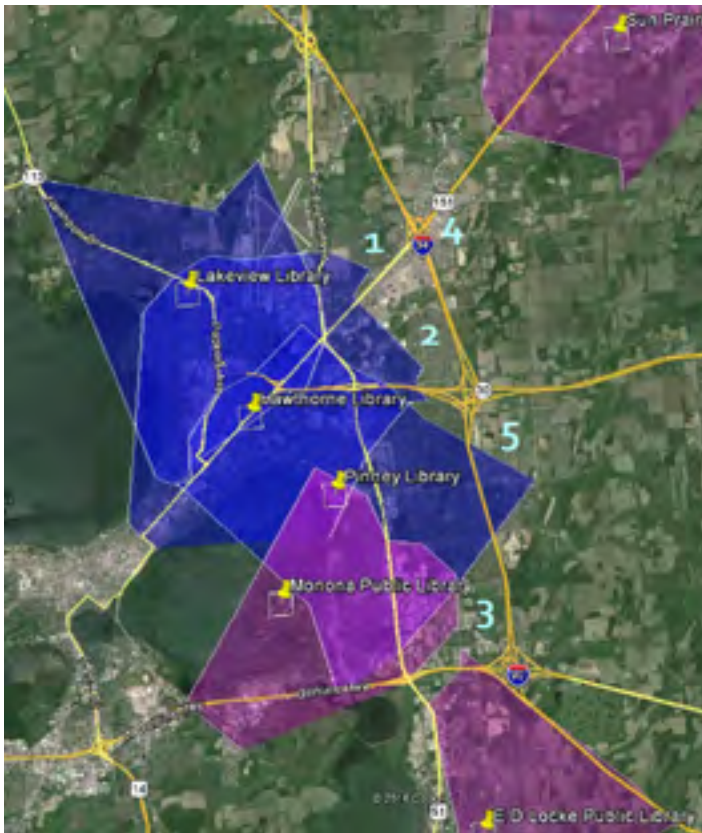
Facility size: 21,338 ft²

5-minute drive map



Visualizing the Underserved

Five-minute drive map with neighboring libraries



- Madison Public Library
- Neighboring public libraries

The spread of the underserved areas, numbered above, presents a challenge to siting new library facilities. Which location would provide maximum benefit to the most people with minimum barriers?

In addition to population, library siting takes other key factors in mind:

Schools and school-age population

Employment centers

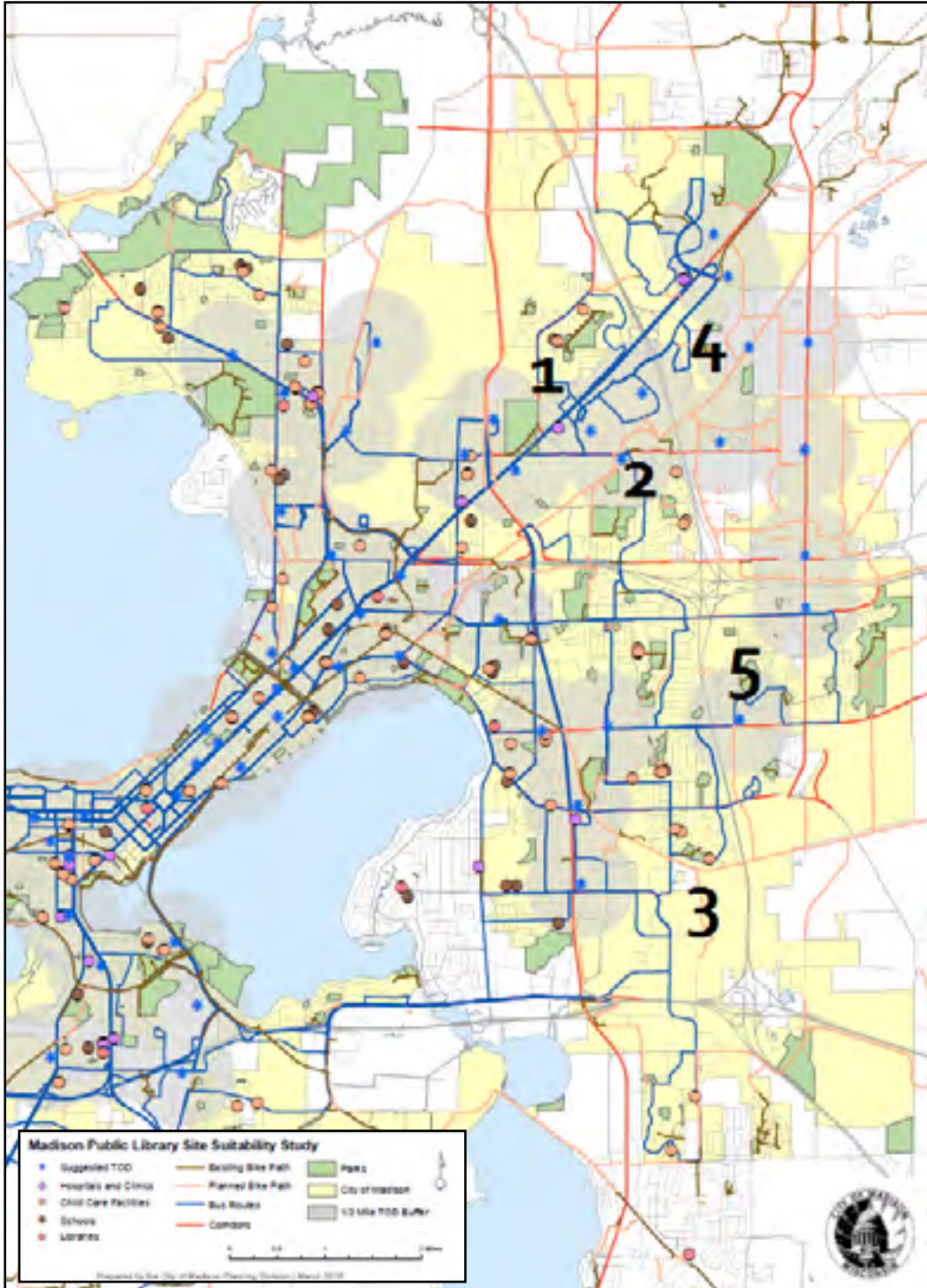
Transit access

Visibility

Library staff looked at local and regional plans to see what other developments use these same factors in siting. We found that Transit Oriented Developments (TODs) were a helpful way to assess the eastside’s underserved areas for growth.

Transit oriented developments also take most of these factors into consideration in order to create complete, accessible communities. TODs are areas designed for compact walkability and access with transit stops as the center.

Planned Transit Oriented Development (TOD) Buffer Map



The map above shows a 1/2 mile radius around each planned Transit Oriented Development (TOD), as identified by the City of Madison Department of Planning, Community & Economic Development. It also shows key neighborhood assets, like schools, libraries, healthcare facilities, parks, and child care centers. The

numbered areas correspond to the underserved areas identified on page 37.

Please note that not all planned TODs east of I-90/94 are currently within city limits and are planned according to annexation schedules.

TABLE 6

Underserved Area Characteristics

Area	Population ¹⁵	Density	Notes ¹⁶	Priority
1	5,654	2,440/ mi ²	High diversity, high poverty area; only eastside MMSD school site (Sandberg ES) outside of a Madison Public Library 5-mile drive area; high transit dependency. Near two parks, higher education campus, child care centers, health care facility, and planned Portage Road TOD	High
2	5,206	2,125/ mi ²	High diversity, high poverty area in major employment center Near several green spaces, child care centers, health care facility, and four TODs	High
3	6,302	1,600/ mi ²	Still within high usage service area of Pinney Library; relatively low poverty and low transit-dependent population No plans for added density	Low
4	9,115	550/mi ²	Very low density; mostly commercial and agricultural uses; includes lands to be incorporated into City of Madison by 2036. Major long-term growth planned	Low
5	7,081	824/mi ²	Very low density; environmental corridor; area not fully in city limits, low poverty Long-term city and county growth planned	Low

This preliminary look at existing service areas and planned developments has given us two high priority areas to consider: the Sandberg Elementary neighborhood (area 1) and the East Towne Mall neighborhood (area 2).

Areas 4 and 5, though marked low priority due to their current population and lack of critical adjacencies to support a library, will be explored because of future plans for added density and transit access.

Of the three low priority areas, we eliminated area 3 from the site search for two main reasons:

The check out map indicates that while the area is just outside of the 5-minute drive area, the residents show high usage activity at Pinney and relatively easy access to Monona and McFarland libraries. Secondly, there are no plans for significant added density or transit infrastructure, making it unlikely that this area will meet our basic population and adjacency criteria.

Site Scenarios

In order to find specific sites to analyze within the four remaining underserved areas, we looked at sites that have either been proposed to the Library in the past or at planned neighborhood developments identified by the City of Madison Department of Planning and Community and Economic Development.

Reindahl Park/Portage Road



Locating a library in Reindahl Park was proposed in 2014 and briefly discussed by Parks and Library staff before the library planning process began. Library staff wanted to make sure all eastside areas were analyzed for service reach and that all prospective sites were thoroughly evaluated. Since this area emerged as the only neighborhood with an elementary school outside of a library service area, we revisited Reindahl Park as a site to evaluate using the new criteria.

Madison Public Library has enjoyed countless benefits from key adjacencies at other locations that have yielded high-impact programs (e.g., Hawthorne Library with Public Health Madison Dane County, Meadowridge Library with Meadowood Community Center), making a compelling case to plan for similar partnerships at the new location.

East Towne Mall



In 2014, the Library was approached by a donor with a parcel just south of East Towne Mall to donate. The particular parcel did not meet crucial accessibility or infrastructural criteria, but the general area appealed to the Library because of the regional draw, diverse demographics, and potential to become a more active and walkable area.

We do not have a particular site or address in the following scenario. However, since Area 2 is slated to host up to four different transit oriented developments (TODs), we treated the whole area bound between Stoughton Road, E. Washington Boulevard, I-90/94, and Highway 30 as a site with the assumption that location would be prominently situated in the heart of a TOD.

Reiner Road



With five TOD sites identified in Area 4, the Library chose to look at the southernmost site on Reiner Road along Highway 30 due to the scale of the high density development planned and because its 5-minute drive area did not overlap with Sun Prairie Public Library service area.

Grandview Commons



The City of Madison is party to a 2007 agreement with a development company to receive property on Sharpsburg Drive solely intended for the construction of a new Madison Public Library. Amended twice to revise terms and extend the deadline for construction, the agreement gives the Library until December 2018 to take actions toward construction or else the property reverts back to the original owners.

With the new Pinney Library slated to begin construction at Royster Corners in 2017, the feasibility of locating a new library at Grandview Commons has been called into question. This site analysis evaluates the infrastructural, social, economic, and cultural factors of a library at Grandview Commons and to recommend next steps for the Library and property donors.

Site Criteria

Madison Public Library developed a scoring tool prior to the formal planning process that evaluated potential sites by their adjacencies and infrastructure (See Appendix). The Tell Us input, however, helped us address social infrastructure needs and equity, creating an updated set of criteria.

Each site was evaluated using the Site Suitability Goals. We consulted local and regional plans for current and future land use and accessibility questions, as well as current Census counts and local projections for population counts. Each goal consists of five criteria relating to the Community Priorities identified by the *Tell Us* data.

Each criterion merits between 0 and 2 points. The criteria in italics are equity factors and carry an extra point, making each equity-driven criterion worth a maximum of three points. The following site scenarios show both the total score and each site goal score. The maximum number of points a site can achieve is 55.

Site Suitability Goals						
	Site Capacity	Demographics	Infrastructure	Sustainability	Economic Development	
Community Priorities	Social Forum	Maximum density (current and projected)	Near K-12 facilities and child-care centers	Ability to address natural or infrastructural barriers preventing access for adjacent neighborhoods	Minimal adverse impact on neighborhood	Near major employment center(s)
	Civic Innovator	High visibility	Generational mix	Room for potential expansion	Easy access to previously isolated neighborhoods	Near non-profits/other community agencies
	Holistic Health Advocate	Near green space or natural feature	Near uninsured populations	Transit, trail, and sidewalk access	Infill, not greenfield development	<i>High poverty population</i>
	Cultural Platform	Near mixed use centers	<i>High diversity</i>	Complements nearby cultural facilities	High rate of population growth	<i>Near minority-owned businesses</i>
	Economic Engine	<i>Transit access</i>	<i>Higher than average unemployment</i>	Location on current or planned MUFN line	Potential for renewable energy source	Alignment with city development goals
	Points possible	11	12	10	10	12

TABLE 7

Site Snapshots by Select Socioeconomic Measures¹⁷

	SITE 1 Reindahl/ Portage	SITE 2 East Towne Mall	SITE 3 Reiner Road	SITE 4 Grandview Commons
% Under 18	22.3%	24.1%	23.9%	20.1%
% Poverty	9.2%	12.1%	4.5%	5.4%
% Unemployed	6%	7.2%	3.5%	2.5%
% Non-white population	19.8%	30%	18%	6.4%

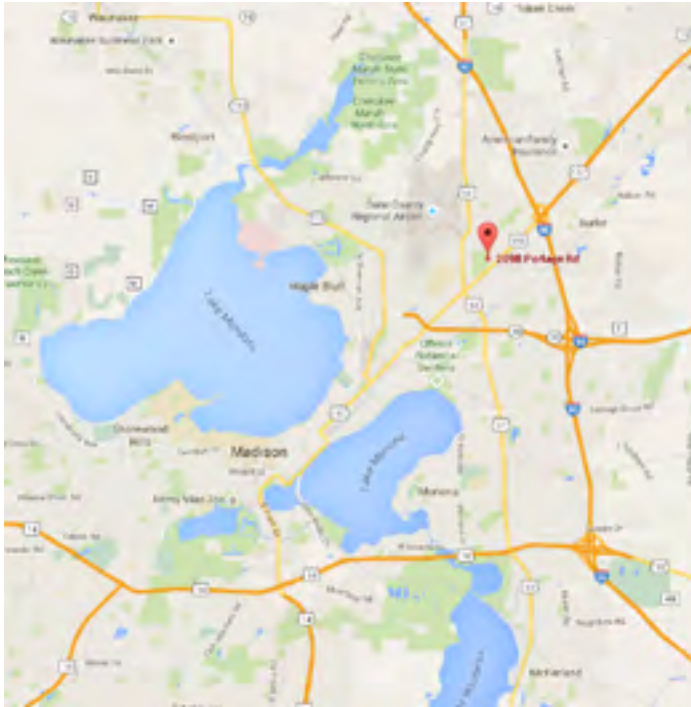
To assign scores for the equity-informed criteria, we looked at broad measures of vulnerable populations – children, communities of color, the impoverished and unemployed. It is important to stress that the Library serves all residents of all ages, cultures, and means. Keeping equity at the forefront of planning and implementation means weighing the needs of populations with the fewest resources and least representation.

Ground was officially broken on March 27, 2009, for the new South Madison Branch Library.



Portage Road/Reindahl Park

Site Context



Eastside Context

- High poverty tract
- Moderate population growth
- On future express bus route
- High foreign born population
- High transit use

Neighborhood Context

- Low residential density
- Near parks
- Near Sandburg Elementary and Madison College
- High diversity
- High 0-5 population
- Low 65+ population
- High regional visibility
- Mix of businesses
- Many neighboring agencies and non-profits
- Near East Madison Community Center

Site 1 | Portage Road/Reindahl Park

Site Suitability Goal Scores

Site Capacity	10
Demographics	9
Infrastructure	8
Sustainability	7
Economic Development	12

TOTAL SITE SCORE 46

Site Summary

The surrounding population density and high visibility factored into this site’s high score, but its edge on the equity-centered criteria pushed this site above the rest. The area is growing, has a high share of foreign-born residents, communities of color, and families in poverty. There are also several childcare facilities within a half-mile radius, improving local families’ access to early literacy resources. Lastly, a library at this site would be a short walk from Sandburg Elementary, a 71% non-white and 71% low-income student body at Sandburg Elementary¹⁷ and currently the only eastside MMSD campus outside of a Madison Public Library service area.

Community Priorities Discussion

	Advantages	Disadvantages
Social Forum	<p>This stretch of East Washington is already a destination for families for shopping, park usage, dining, and medical needs. The addition of educational programs and public space contributes very well to the mix.</p> <p>Several child-care centers within walking distance to site.</p>	<p>New library may contribute to rate of new commercial and residential developments in the area, driving up rents and putting more burdens on low-income residents.</p>
Civic Innovator	<p>Huge potential to engage highly diverse neighborhood in local advocacy by providing space, resources, and facilitating dialogue.</p>	<p>May still be difficult to connect with underserved neighborhoods east of I-90/94</p>
Holistic Health Advocate	<p>Ability to co-locate with other agencies would serve multiple public needs.</p> <p>Adjacency to planned park and ride and TODs will ease access and promote active living.</p> <p>Location at park more desirable for more active outdoor programming and environmental education.</p>	<p>No opportunity to renovate existing structure – new construction less “green” than infill.</p> <p>Additional facility at park could reduce green space</p>
Cultural Platform	<p>Prominent location along East Washington corridor adds high visibility.</p>	<p>Lack of nearby cultural facilities may make creating professional partnerships difficult.</p>
Economic Engine	<p>Proximity to Madison College and regional employers has potential for training and education for area workers.</p> <p>Access to fiber optic line positions us as a technology hub.</p> <p>The high number of residents of color and lack of businesses registered with the state’s Disadvantaged Business Enterprise (DBE) database shows opportunity for targeted outreach and entrepreneurial training.</p>	<p>Ability to pursue 100% renewable energy powered structure uncertain.</p>

East Towne Mall Area

Site Context



Eastside context

High poverty
 High diversity
 Moderate population growth

Bounded by highways, interstates, train tracks
 Major employment center
 High transit dependency

Neighborhood context

Current connectivity issues
 Major bike and pedestrian improvements planned

Uncertain site availability
 Low visibility
 "Big box" mixed use
 Multiple future TODs

Site 2 | East Towne Mall Area

Site Suitability Goal Scores

Site Capacity	7
Demographics	8
Infrastructure	6
Sustainability	8
Economic Development	11

TOTAL SITE SCORE 40

Site Summary

This area and the possible sites around potential transit oriented developments meet many of our equity-driven goals, but it poses several infrastructural barriers and much uncertainty about future commercial uses within the area. The library does not offer the neighborhood contained within its highway borders, but would prevent wide visibility or accessibility for the larger eastside community.

Community Priorities Discussion

	Advantages	Disadvantages
Social Forum	Provides highly needed community services and public space to residents in a high commercial (and private) use area.	Several infrastructural barriers between whole area (no specific site) and surrounding schools.
Civic Innovator	Location in neighborhood isolated by highways would boost sense of place. High potential for neighborhood place-making through Library presence	Not a highly generationally diverse population. Lack of visibility from main corridors could keep visit numbers low.
Holistic Health Advocate	Planned bike and pedestrian facilities will make site more connected and active. Potential for commercial remodel follows urban infill best practices.	Uncertain if co-location with other public agencies is possible in commercial infill scenarios. Safe crossing of East Washington Boulevard, Stoughton Road, or I-90/94 for pedestrians a major issue
Cultural Platform	Would provide critical space and resources for a growing, highly diverse and isolated neighborhood.	Lack of nearby cultural facilities may make creating and maintaining partnerships with art & culture groups difficult. Uncertainty of the future configuration of East Towne Mall businesses could limit Library design options and audience exposure.
Economic Engine	Lots of commercial, medical, and non-profit partners in the immediate vicinity. Much potential for technical and educational assistance for high poverty, high rate of unemployed populations.	Far from fiber optic backbone cable. It would be a big expense to link in without other educational or government facilities to share the line.

Reiner Road

Site Context



Eastside Context

Largely agricultural
 Excellent highway access
 Bounded by other jurisdictions

Currently in Sun Prairie school district
 Targeted for major future growth

Neighborhood Context

Very low density	Moderate diversity	No nearby schools
Low poverty	Low unemployment	Low path and trail connectivity
Few public services or amenities	No transit access	

Site 3 | Reiner Road

Site Suitability Goal Scores

Site Capacity	7
Demographics	7
Infrastructure	5
Sustainability	6
Economic Development	6

TOTAL SITE SCORE 31

Site Summary

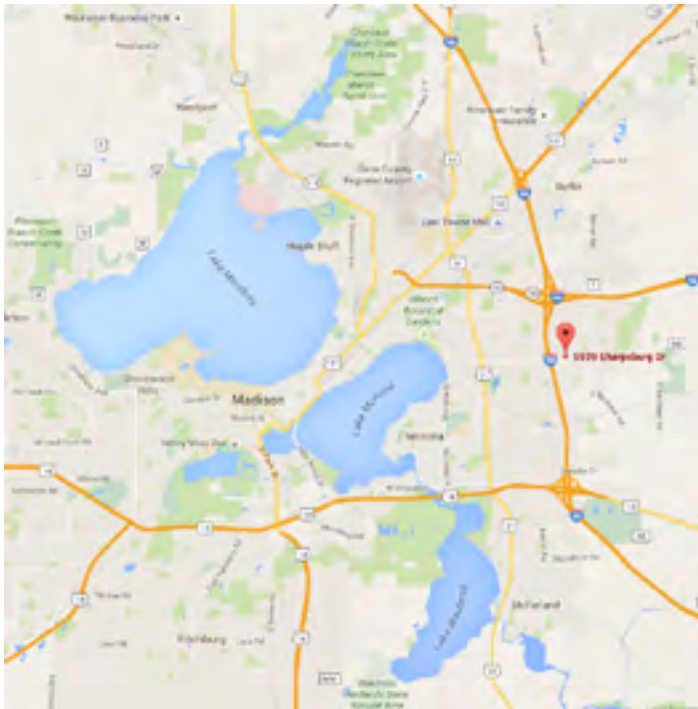
This corner of Reiner Road will undergo tremendous change in the next generation. It scored well in many areas due to the potential in future conditions articulated in the Northeast Neighborhoods Development Plan. While this neighborhood has already experienced a 70% growth in population since 2000, it is still largely agricultural and currently does not have the density nor necessary public infrastructure (transit, fiber optic, adjacent services) to support a library. As Madison extends its eastern boundary and more people locate east of I-90/94 in the next the generation, it will be a site to watch for library service needs.

Community Priorities Discussion

	Advantages	Disadvantages
Social Forum	Excellent opportunity to create public space “from scratch” in a new development.	Density needed to maintain library facility will not be achieved for several years. No nearby planned MMSD campus
Civic Innovator	Will bring civic infrastructure from city core to urban periphery.	This location does not serve the current transit-dependent populations west of the interstate. No nearby agencies or organizations for partnerships
Holistic Health Advocate	Trail connectivity and transit plans will make area more walkable and accessible to all.	Number of affordable housing units required unknown – are vulnerable populations being considered in this development? No current bus service
Cultural Platform	Could provide unmatched City platform for cultural events and programs east of the interstate.	Density and diversity needed to maintain library facility will not be achieved for several years.
Economic Engine	In line with city goals to create complete communities with public services, commercial uses and dense housing.	Uncertainty about timeline, tenants, adjacencies at this time. Far from fiber optic backbone cable. It would be a big expense to link in without other educational or government facilities to share the line.

Grandview Commons

Site Context



Eastside Context

- Low poverty tract 6 min. drive from Pinney
- Recent growth Easy I-39/90 access
- On future express bus route Low transit dependency

Neighborhood Context

- Low density -Low diversity -Few businesses
- Near parks -Moderate 0-5 population
- No schools east of I-39/90 -High 65+ population -Sparse agencies & non-profits

Site 4 | Grandview Commons

Site Suitability Goal Scores

Site Capacity	6
Demographics	3
Infrastructure	5
Sustainability	6
Economic Development	5
TOTAL SITE SCORE	25

Site Summary

The average distance between MPL locations is 5.5 miles. In very dense areas with high poverty and major barriers that distance tends to shrink (e.g. Hawthorne is 2.7 miles from Lakeview). Grandview Commons is in a neighborhood with relatively low infrastructural and economic barriers and is 2 miles from Pinney’s new Royster Corners location. It also cannot adequately connect the rest of the Library’s underserved neighborhoods via bus, bicycle or pedestrian trails, so it would not solve the problem of closing service gaps. Without the necessary density, transit connections, or scale of need or major barriers that other neighborhoods face, a library at this location would not be an equitable or efficient use of public funds.

Community Priorities Discussion

	Advantages	Disadvantages
Social Forum	Adjacency to shopping center and green space.	Inadequate density needed to maintain library facility. Still within the Pinney service area by both check-out and five-minute drive measures. No nearby planned MMSD campus.
Civic Innovator	Will maintain integrity of civic infrastructure from city core to urban periphery.	Does not serve the current transit-dependent populations west of the interstate.
Holistic Health Advocate	Great adjacency to farmer's market and other green space.	No nearby health or childcare facilities.
Cultural Platform	High growth in surrounding neighborhoods (which are closer to Pinney, Monona, and McFarland libraries).	Low diversity index. Moderate growth forecast for Grandview neighborhood.
Economic Engine	Mix of commercial uses and local employers along Cottage Grove Road corridor.	Low unemployment and low transit dependency.

Our Future: Recommendations



*“The only thing that you
absolutely have to know, is
the location of the library.”*

- Albert Einstein

Sites to Consider

SHORT TERM (0-5 YEARS)

Reindahl Park/Portage Road



This northeast site meets a top criterion for a major capital expenditure, which is having the necessary population density for service. Every other advantage this site has is just as critical. Primarily, with neighboring Sandburg Elementary as the only eastside MMSD school outside of a five-minute drive area from a library, this site took particular priority. With additional equity factors mentioned in the site scenarios and the infrastructural convenience—highly visible placement, array of transit options, ability to locate multiple agencies, share green space, and complement future growth and development—this site meets the Library’s goals for equitable service.

At this site, the Library is also poised meet the demands from the *Tell Us* process to serve as a Social Forum, Civic Innovator, Holistic Health Advocate, Cultural Platform, and Economic Engine by providing:

- Much needed public space and educational opportunities for an urban area short on public services
- Tools and expertise to empower residents to advocate for sustainable and equitable growth as the eastside continues to grow and change in the coming years

- A cultural platform for the growing international community and communities of color residing along the Portage Road, East Washington, and Interstate corridors
- Partnerships with Madison Parks and key eastside health facilities to provide health and environmental literacy resources and a safe space to learn, share, and create
- Role of catalyst in economic growth at all levels while serving as a connector between exurban, suburban, and downtown employers and the residents in between.

Partnerships

On a major corridor next to a major eastside park, this site has highest potential for both co-location with and proximity to multiple agencies and organizations.

This advantageous location and subsequent partnerships would address the dearth of public services in the northeastern neighborhoods.

Next steps:

2016-2017

- Introduce Reindahl Park Library into 5-year Capital Improvement Plan (CIP)
- Amend agreement with DJK Real Estate, LLC to incorporate findings from the the Library's strategic plan, move up deadline for property to revert.
- Meet with title holders and City attorney to discuss deed restrictions, land costs, and any necessary transactions.
- Explore interagency siting and design needs
- Create green space and tree canopy mitigation plan

2017-2019

- Determine committed partners for colocation
- Prepare detailed site analysis to explore building and facility orientation and other requirements
- Work with community leaders to inclusive public process to determine service model
- Finalize any required zoning or land use changes to accommodate library and other planned uses

2020-2021

- Procure architect
- Coordinate participatory design process
- Develop concept and schematic plans
- Private fundraising

The exacting requirements of constructing a new public facility and the competing needs of multiple partners make construction completion in five years an ambitious goal. We estimate a six to seven year goal for completion, with an opening date of 2022 or 2023.

INTERMEDIATE TERM (5-10 YEARS) Expansion of Hawthorne and Lakeview



5-minute drive map of all eastside MPL libraries with Reindahl Park addition

Why build a new library before expanding current eastside libraries?

With the sheer spread of areas outside of our current service area, the most equitable plan of action is to establish service for as many previously underserved people as possible.

Expansion vs. Relocation

The current locations of Lakeview and Hawthorne Libraries work very well for their surrounding neighborhoods. However, their facilities are not ideal for three main reasons:

1) Rental costs

Both libraries are currently under lease. Similar in size to Goodman South Madison, which the Library owns, Hawthorne costs twice as much to run and Lakeview nearly three times as much because of rent and taxes. City ownership is much better for economic sustainability, so options for buying a permanent location should remain open.

2) Size

Both libraries lack the space to offer the full range of services and programming (e.g. teen space, technology instruction, etc.) In order to serve as more effective Social Forums, Civic Innovators, Holistic Health Advocates, Cultural Platforms, and Economic Engines, these two locations need more space to offer the kind

of square footage per capita offered at the new Pinney, Sequoia, or Ashman (see Table 8 on pg 63).

3) Upcoming neighborhood changes

The redevelopment of the East Washington and Sherman/Northport corridors may bring substantial change to current development and storefront configurations. Should opportunities arise to move and/or expand in the vicinity of the current locations, the Library should consider expansion to better serve the community by providing more interactive and inclusive services. For example:

- Increased technology and instruction
- Community kitchen or food pantry capacity
- Creative flex space for Bubbler activities
- Foreign language collections reflective of surrounding community
- Flexible office/consulting space for community providers
- More dedicated space for teens

What would a good opportunity to move or expand look like?

If the new location would better meet the service goals listed above, plus maintain all current site advantages, stay within a half-mile of the current site, enable agency co-location, and entail ownership, then that opportunity should be considered.

Hawthorne Library Service Area¹⁹ with Key Adjacencies



The red boundary represents Hawthorne's primary service area. The blue boundary shows Pinney's service area and the purple area is where the two service areas overlap. Hawthorne is conveniently nestled in between the area elementary schools, community center, and potential Marquette/East Washington TOD site.

Current site advantages

- On major thoroughfare
- Regular and frequent bus service
- Adjacency to Public Health
- Vicinity of Salvation Army community center
- Walking distance to two elementary schools



Preferred Area of Relocation for Hawthorne Library



The overlay shows the 0.5 mile area that would be suitable for Hawthorne's relocation within the next ten years if expansion at the current location is not possible. Moving further west along East Washington encroaches on the Pinney service area. A library at Reindahl would be just over two miles northeast of the planned TOD, so moving further east than the overlay area would not be an efficient use of resources.

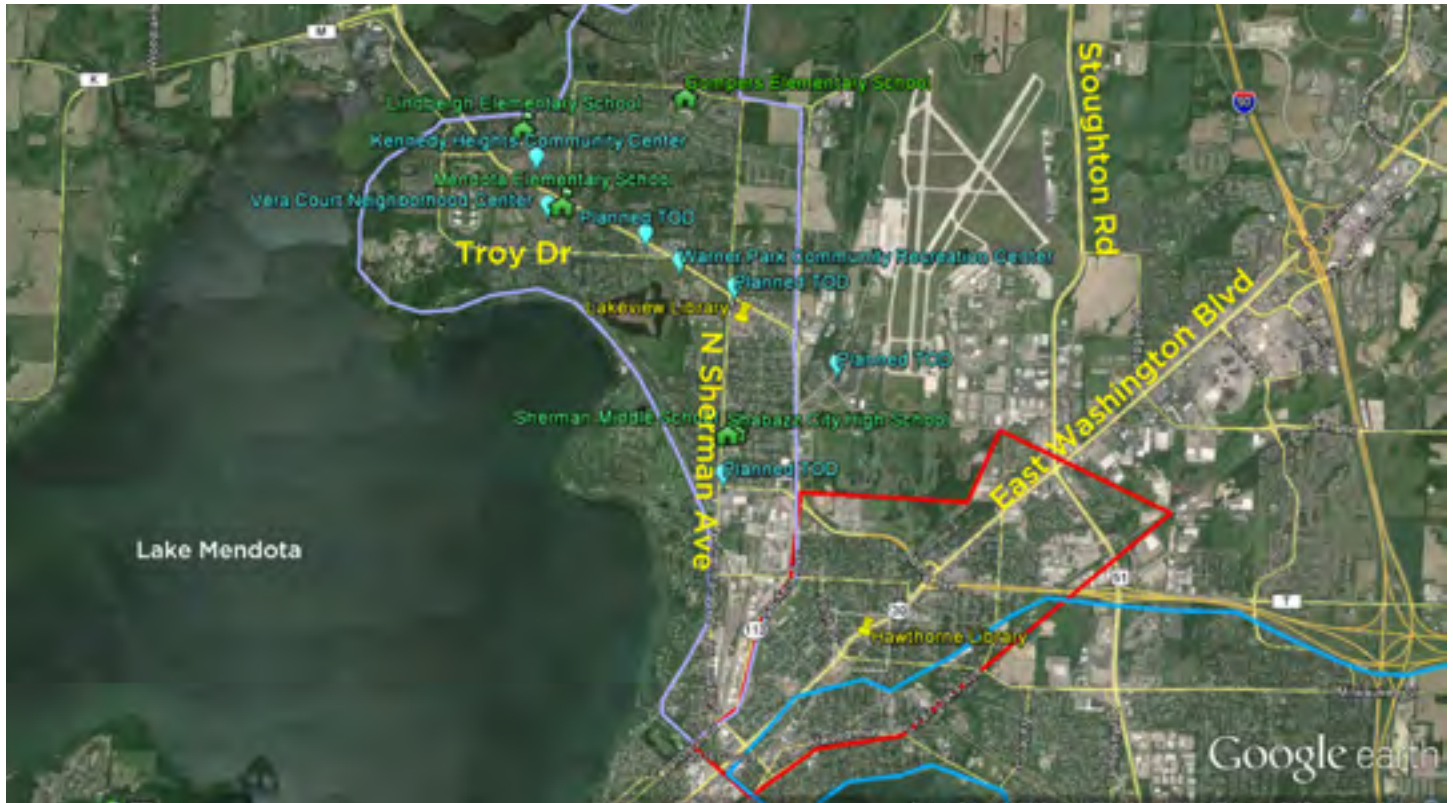
Goals for moving within preferred area

- More prominent street facing orientation
- More interaction with neighborhood green space
- More ease of coordination with community center at the Salvation Army
- Near multimodal safe crossings of East Washington
- Stay on same side of street as the future TOD
- More space for expanded programming and interagency collaboration
- Lower facility operating costs
- Fewer maintenance issues (plumbing, flooding, etc.)

Next steps

- Continue community dialogues to discuss Hawthorne-specific space and service needs
- Attend all neighborhood and corridor planning meetings
- Stay informed of East Washington Business District discussions and plans
- Work with property owner to discuss renovation timelines or condominium purchase options
- Work with fellow tenant Public Health Madison Dane County for timeline for moving
- Get Hawthorne Library expansion or relocation on five-year CIP by 2018

Lakeview Library Service Area with Key Adjacencies



The purple boundary shows Lakeview's primary service area in relation to the neighborhood schools. Again, the red boundary represents Hawthorne's primary service area and the blue boundary shows Pinney's service area.

There is a concentration of elementary schools in the far north end of the area that are very well served by Vera Court and Kennedy Heights community centers. Mendota Elementary will also soon pilot a new community school model, expanding public space and community facilities for the neighborhood.

Lakeview is well situated between Warner Park and the area's high school and middle school. Its current location is marked as a site for a future TOD.

Current site advantages

- On major thoroughfare
- Regular bus service
- Serves five public schools
- Vicinity of three community centers
- On site of future TOD
- Adequate parking

Preferred Area of Relocation for Lakeview Library



The white overlay shows the 0.5 mile area that would be suitable for Lakeview's relocation within the next ten years if expansion at the current location is not possible.

At the corner of two major northeast corridors, Sherman Avenue and Northport Drive, Lakeview Library is very well situated in the context of the neighborhood. However, in the context of the site, it sits very far back from the street. Expansion and redesign at its current location would be ideal, though the possibility of sharing green space and facilities with Warner Park via expansion at the community center is appealing for the same reasons we recommend a new library at Reindahl Park.

Goals for moving within preferred area

- More prominent street facing orientation
- Stay on same side of street as TOD
- More interaction with neighborhood green space
- More ease of coordination with Warner Park Recreation Center
- Access to multimodal safe crossings of major streets
- More space for expanded programming and interagency collaboration
- Lower facility operating costs

Next steps

- Attend all neighborhood and corridor planning meetings
- Work with property owner to discuss renovation timelines and condominium purchase
- Work with Madison Parks and community to assess feasibility of expanding Warner Park Recreation Center for library site
- Get Lakeview expansion or relocation on five-year CIP by 2020

LONG TERM (10+ YEARS) Reiner Road TOD



As the City of Madison starts to incorporate more lands east of I-90/94 in the next generation, Madison Public Library must watch population projections and neighborhood plans as they become closer to realization.

Advantages

At this point, there are too many uncertainties and limitations to commit to any specific sites, but there are advantages to identifying feasible areas now.

- Commitment to City development standards by prioritizing density, walkable communities, making public services close and accessible
- Could prompt key local and regional organizations to plan for future siting

Should development and population trends proceed as forecast, the site at Reiner Road just north of Highway 30 would have the kind of density, mix of uses, communications infrastructure necessary for the construction of a new neighborhood library.

Next steps

- Work with Madison Metropolitan School District as they plan for new eastside campuses
- Stay informed of plans for future Sun Prairie library branches to reassess service area boundaries
- Stay informed of any changes to neighborhood plans and construction progress
- Work with residents and local organizations to watch for areas developing pockets of poverty and need across the larger eastside to consider other feasible sites.

Facility Sizes

Library staff will take future population, partnerships, program, and services into account to determine the final square footage for the new northeast library, as well as any eastside library improvement projects.. The planned Pinney facility will be the new standard-bearer with the largest area per capita, 0.61 ft², and the basis of our calculations.

The new library could be between 16,500 ft² and 23,400 ft² depending on whether the area is based on current or projected population. The projected citywide growth of 42%²⁰ by 2050 was applied to the service area to derive the projected population. The new northeast library will serve the four-tract area identified (pg. 38) as underserved.

Current population	27,000 ²¹	2050 Population	38,340
Approx. facility size	16,500 ft ²	Approx. facility size	23,400 ft ²

Other factors could affect the facility size, including co-usage and service model. If Madison Public Library located with any partnering agencies, the space requirements could vary considerably. If the new library were to focus more heavily on services requiring smaller space requirements (e.g. technology) than on those requiring more space (e.g. large physical collections and seating areas), that would also make a difference.

Recommendation

Above all, a new neighborhood library should reflect the needs of its neighbors. The service model discussion should be brought to the community after Library staff and potential partners create thorough and feasible service model scenarios.

TABLE 8
Current Madison Neighborhood Library Facility Sizes

Neighborhood Libraries	Arrangement	Square footage	Square feet per capita ²²
Alicia Ashman	Condo	11,829	0.5
Goodman South Madison	Condo	12,010	0.41
Hawthorne	Lease	10,060	0.3
Lakeview	Lease	9,355	0.43
Meadowridge	Lease	10,736	0.25
Monroe Street	Own	2,300	0.1
Pinney - Current	Lease	11,200	0.33
Pinney - Planned	Condo	21,338	0.61
Sequoya	Condo	20,010	0.46

New Northeast Library Operations

Staffing

As the dynamic role Madison Public Library plays in the city and region increasingly takes staff out of the library and brings more groups into the library, we must ensure that all staff members are adequately supported to provide the best customer service possible. We recommend a robust staffing model to make any potential shared space and offsite neighborhood programming as impactful and engaging as possible.

Community Needs

An equity-driven staffing model requires adequate staff to provide more robust one-on-one service to make real progress on addressing issues like neighborhood safety, technology access, workforce development, intergenerational engagement, and educational supports. To do this, the new library will require:

- Personnel to staff Sunday and evening hours for family and student support
- Full-time youth and family services librarian
- Full-time teen librarian
- Social service providers or liaisons
- Bilingual staff at all levels
- Technology and workforce librarians – full time staff devoted to managing technology access and instruction, partnerships, and workforce development programming.

Assumptions

- More reliance on full-time positions and less on hourly positions creates more stability and fewer scheduling problems for Library staff
- The number of staff is based on having one full-time employee (FTE) per 1,000 square feet. Our neighborhood library average²³ is 1 per 964 sq. ft.
- The calculated 2021 salary (\$57,412) and wage (\$13.10) are based on current averages with annual 2% cost of living increases.

TABLE 9

Staffing Needs and Salary Expenditures

Position	FTEs	Estimated annual salaries (2021)
Librarian	5.5	\$315,791
Library Assistant	4.5	\$258,375
Clerk	4	\$229,667
Page I/II	7.5	\$217,244
Other ²⁴	2.5	\$143,541
Total	23.5	\$1,164,618

Facility

A beautiful, sustainable, and functional facility built to last several generations must also keep costs low. Owning our own facility and sharing a building or campus with one or more public agencies will have a significant cost savings not only in terms of city expenditures, but also in residents' time and transportation costs.

Community Needs

The *Tell Us* process revealed a strong need for more accessible resources – referring not just to adjacency, but availability and relevance. For library services, this translates to hours and services that accommodate working families. For library facilities, it means the social space provided must be available to and usable by underrepresented cultural groups, especially “invisible minority” groups like immigrant and Native American communities.

Directly complementing the needs for future staffing models, the facility needs to emerge from the public process are:

- Sunday and evening hours for family and school support
- Teen space
- Large, flexible social spaces
- Food preparation amenities
- Technology lab
- Culturally inclusive design
- Maximum accessibility for people of all abilities

TABLE 10

Estimated new library operational costs with select MPL comparisons

	Sequoia (Owned)	Meadowridge (Leased)	MPL average	New Library (Owned)
Square Footage	20,010	7,755	10,660	23,400
2014 Facility Expenditures	\$161,867	\$151,757	\$118,274	-
2014 Facility Cost to Operate per sq. ft.	\$8.08	\$19.57	\$11.56	-
Estimated 2021 Facility Cost to Operate per sq. ft.	\$9.83	\$23.81	\$14.06	\$14.06
Estimated 2021 Facility Expenditures	\$196,993	\$184,647	\$149,880	\$329,000

City Sustainability Goals

- Renewable energy powered
- Onsite storm water management systems and upkeep

Operational Costs

Taking all of the above needs and goals into consideration, we calculated future operational costs using the maximum per capita facility size and the current average facility cost to operate.

Sequoia and Meadowridge facilities for their unique characteristics that the new library may share. Sequoia has the approximate square footage of the planned library and is owned, not leased. Meadowridge is leased and is much smaller, but also shares space and programming with another agency (Meadowood Community Center). The third column shows the average current and projected operating costs for all Madison Public Library locations (excluding Central) for local perspective. The estimated cost per square foot for the new library uses the midpoint between the 2021 average costs and Sequoia’s 2021 costs.

Scenario Assumptions

- Larger buildings have smaller per sq. ft. cost because of certain scale efficiencies.
- The Library will purchase, not lease, the new facility. Rent and taxes were not calculated into 2021 estimates.
- 2021 estimates figure in an annual 4% increase to best approximate cost of living increases and energy prices.

Recommendation

To be a Social Forum, Civic Innovator, Holistic Health Advocate, Cultural Platform, and Economic Engine for the northeast neighborhoods and the larger east-side, this new facility must have a staffing model that can adequately facilitate community connections, provide reference and instruction, and provide onsite and offsite program support without compromising the delivery of any single service. The physical building and grounds must meet the City’s sustainability goals while providing ample, flexible space for gathering, collaborating, and learning.

Measuring Success

Just as the *Tell Us* community input shaped how Madison Public Library assesses future locations for libraries, it also helped define Library goals and will affect how we measure outcomes. The *Tell Us* tool asked participants to identify types of solutions and signs of progress, providing a strong basis of locally relevant measures for the Library and its partners to track.

Solution types

Over a third of people (34%) named a policy measure (such as a regulation or program) to address a specific problem. Almost a quarter (24%) of responses called for a cultural transformation, requiring deep, fundamental changes in attitudes and action for all citizens. The top three subcategories of responses dealing with cultural transformation (behavior and attitudes, civic, and safety) tell us that people want to see deep change in how people treat each other and in the level of engagement the average person has in public life.

Defining progress

We also asked participants to tell us what would progress look like. Over half (57%) of residents identified changes in the social sphere – such as changes in behavior, engagement, and safety – as indicators of progress. A quarter defined progress as seeing an expansion and better quality of basic community infrastructure, with health, education, housing, and transportation topping the list.

What do these findings mean to Madison Public Library as we set new goals and design new ways of measuring our impact on the community?

- **Madison residents want action.** Not only did participants turn to specific policies to address issues, but they trust local institutions and members of the community over traditional elected leaders to carry them out. As a trusted community institution, Madison Public Library must recognize its leadership role to boldly carry out its mission and consistently communicate our impact and accomplishments.
- **Madison residents value a people-first approach.** Nearly every suggested solution and marker of progress was tied to a better quality of life on an interpersonal level. For example, reaching community goals like “stop bullies,” “more capacity for service providers to combat substance abuse,” or “more opportunities for multicultural learning” takes investment in people, not just technology or buildings.
- **Madison residents expect transformation.** Libraries have always transformed lives; the growth and diversification of library services along the years have simply given us more ways to change lives. In addition to finding ways to quantify social impact on a regular basis, Madison Public Library must take the long-view on this and identify strategic long-term measures to track that go beyond annual counts for budgets and reporting.

SHORT-TERM RECOMMENDATIONS

Many of the “inputs” in the preceding table are programs or services Madison Public Library already provides; others are ideas for new ones based on the community input. The *Tell Us* framework provides new ways to organize, visualize, and communicate the impacts of our work. Before any new buildings are designed or new programs created, there is plenty of work we can do to start telling the Library’s story.

- Establish base-line data for key programs to begin tracking progress
- Create communications plan to share news and progress with diverse residents
- Create “Measures” page on the Library website to display
- Traditional usage data
 - Social impact measures
 - Community stories
 - Annual reports

LONG-TERM RECOMMENDATIONS

Madison Public Library must evaluate its unique contributions to the community through a comprehensive economic impact study to ensure future investments to close social disparities. The 2008 study on return on investment (ROI) of Wisconsin public libraries is close to a decade old and does not adequately account for the value of additional services offered at urban library systems like Madison Public Library.

ROI studies are critical in evaluating social policy. They are complex projects usually left to academics, as they are beyond a public agency’s capacity and budget, but they offer one of the most promising ways of getting at the true value and outcomes of investments in social equity in the long term (Norman-Major, 2011).

With the help of University partners, Madison Public Library should pick critical signature programs to track on a long-term basis, such as:

- Early literacy intervention
- Participatory learning through the Bubbler
- Workforce development strategies
- Digital inclusion efforts

TABLE 11

Using Community Framework to Measure Social Impact

Priorities	Outcomes	Inputs	Indicators	Data Sources
What are the roles we play?	What are our goals?	How do we get there?	What do we measure?	Who measures this?
Social Forum	Increase understanding and tolerance	Community conversations	Attendance and feedback	MPL
		Exhibits and screenings		MPL
	Create safer communities	Evening and weekend programs	Program attendance	MPL
			Neighborhood incident reports	Madison Police Dept.
		Harm prevention and safe haven resources	Number of service provider consultations	MPL/Partnering agency
			Visits on below freezing days compared to local homeless census	MPL/City of Madison Community Development
	Improve student performance	Robust teen programming	Behavior issue reports	MMSD
			Graduation rates	MMSD
		Summer reading	3rd grade reading scores	MMSD
		Early literacy intervention	Pre-K readiness scores	MPL/Partnering agency
	Foster resilient communities	Disaster response plan	Creation/existence of plan # of trainings # of partners	MPL/Partnering agencies
		Support group accommodation	# of groups/attendees	MPL
		Develop network of community partners	MPL asset map growth - # of partners, diversity of partners	MPL
Civic Innovator	More engaged residents	Youth advisory programs	Number of participants	MPL
			Number/description of projects	MPL/Partnering agency
		Build corps of library volunteers	Number of volunteers and volunteer hours	MPL
		Pop-up townhalls	Voter turnout	City clerk
	More ways to get involved	Digital engagement tool development (code camps, classes)	Attendance and feedback	MPL
			Number of apps created	MPL
			Number of coding languages taught	MPL
			Number of media projects produced (e.g. podcasts, songs, videos, etc.)	MPL
		MPL representation at neighborhood celebrations	# of events, neighborhoods, giveaways, signups	MPL
	More women and people of color in leadership	Leadership trainings	Program attendance and diversity of speakers	MPL

Priorities	Outcomes	Inputs	Indicators	Data Sources	
What are the roles we play?	What are our goals?	How do we get there?	What do we measure?	Who measures this?	
Holistic Health Advocate	Healthy communities in body and mind	Active commute resources (Bicycle facilities and maintenance programs, Metro ticket vending)	Transportation surveys	Census	
			Bus pass sales	Madison Metro	
			Mental health service provision and education	Number of service provider consultations	MPL/Partnering agency
			Health fairs and well-checks	Attendance and feedback	MPL/Partnering agency
		Foster environmental stewardship	Activities and events	Attendance and feedback	MPL
		Local ecology labs	Direct project details (e.g. # of trees planted, food harvested, pounds of compost created)	MPL/Partnering agency	
Cultural Platform	Elevate eastside arts landscape	Bubbler space and programs	Attendance and feedback	MPL	
			Performance space	Attendance and feedback	MPL
				# of genres performed	MPL/Partnering agency
			Intergenerational programs	Average age/range of attendees	MPL
		More integrated communities	Skillshare resources (e.g. service or tool library for neighborhood)	# of interactions	MPL
				Qualitative feedback	
			Multicultural marketing and communications	# of languages	MPL
				# of digital, print, radio, and physical outlets	MPL
		Preservation of culture	Oral history recordings	# of stories captured	MPL
			Multilingual storytelling	# of cultures represented	MPL
			# of languages spoken	MPL	
	Host cultural events		Attendance and feedback	MPL	
				Attendance and feedback	MPL
			# of clans/tribes/countries represented	MPL	
Economic Engine	Close the digital divide	Technology access and instruction	Attendance and feedback	MPL	
				Wifi coverage map # of hotspots	MPL
				# of students reporting access	MMSD
		Economic stability for families	Food pantry access/ community meals	# of families helped # of meals served	MPL
				Financial literacy programs	Attendance and feedback
		Job fairs	Attendance and feedback # of new hires	MPL/Partnering agency	

Priorities	Outcomes	Inputs	Indicators	Data Sources
What are the roles we play?	What are our goals?	How do we get there?	What do we measure?	Who measures this?
			Decrease in unemployment	Department of Labor
		GED and Certification courses	# of graduates and participants	MPL
			Increase in average income/ Decrease of population in poverty	Census
		Resume writing workshops	Attendance and feedback Job placement	MPL
	Sustainable eastside investment	Small business resource tools: databases, training, permit guides, etc.	# of individuals and businesses assisted	MPL
			# of professional development training hours	MPL/Partnering agencies
			# of eastside business permits granted	Economic Development
			# of local DBE/MBE registrants	MPL/Economic Development
			Diversity of businesses assisted by sector	MPL
	Diversity in STEAM fields	STEAM programming	Attendance and feedback	MPL
			Diversity of instructors	MPL



Conclusion



Madison Public Library is on an exciting trajectory. In our 140+ year history, we have gone from exclusive to inclusive, passive to active, fixed in our buildings to out in the neighborhoods. The evolution continues. We are proud to do what we do very well, but we always strive to be better. Creating a plan for library growth was a chance to align our principles of service with the goals of the community through an equity-driven participatory process.

The participatory planning process has been a game-changer for the Library. For the first time, we were able to capture public input on the ground level before any plans were put to paper.

The community-driven framework guided us in assessing library locations, staff models, service models, and facility size. This led to our recommendation of new Library location in northeast Madison at Reindahl Park that can accommodate other agencies and provide more support and opportunities for eastside residents.

The same framework will also guide future program development and outcome measurement tools. Most importantly, the process itself connected the Library to the community in unprecedented way and built relationships we intend to grow.

Through the simple transformative tool of conversation, the *Tell Us* participants articulated the roles they need trusted institutions like Madison Public Library to play in order to meet their needs, reach their goals, and lift up the whole community. Building a 21st century library requires collaboration and flexibility, which means the conversation is far from over.

References



Local Plans and Reports Consulted

Madison Comprehensive Plan (2008)

Northeast Neighborhoods Development Plan (2009)

Northport-Warner Park-Sherman Neighborhood Plan (2009)

Madison Sustainability Plan (2011)

Arts and Economic Prosperity IV in Dane County, Wisconsin (2012)

Madison Cultural Plan (2013)

Performing Arts Study (2013)

Annual Report on Homeless Persons Served in Dane County (2013)

State of the Eastside (2014)

Dane County, Wisconsin: Racial Equity Analysis & Recommendations (2015)

Justified Anger: Our Madison Plan (2015)

Economic Development Plan

Madison in Motion (ongoing)

Footnotes

¹ Wisconsin Department of Public Instruction, 2008

² Horrigan, 2015

³ According to a Pew research poll, 65% of Americans age 16 and older say that closing their local public library would have a major impact on their community (Horrigan, 2015).

⁴ Recent examples: Most Livable City (Livability.com, 2015), Great Neighborhoods of America – Williamson-Marquette (American Planning Association, 2013), #3 in 50 Best College Towns of America (Best College Reviews, 2016), #1 in Livability Index (AARP, 2015).

⁵ The “Metro Monitor” tool, released in January 2016 by the Brookings Institution’s Metropolitan Policy Program, is the first national tool to factor in racial inclusion in rankings of cities’ economic health.

⁶ Eastside area figures are aggregate of 2014 Census estimates of tracts (5502500)2301, 2601, 3100, 2000, 1804, 2700, 2401, 2602, 11402, 2603, 2402, 3002, 1900, 2100, 1802, 2900, 2302, 2200, 2800, 2500, 3001, 11401, 10501.

⁷ The U.S. Department of Housing and Urban Development (HUD) defines cost burdened households as those whose gross monthly rent or mortgage is 30% or more of household income.

⁸ HUD defines extremely cost burdened households as those whose monthly gross rent or mortgage is 50% or more of household income.

⁹ 2014 American Community Survey estimates

¹⁰ See Footnote 4.

¹¹ *Tell Us* participants who used Hispanic/Latino/Chicano as sole identifiers did not indicate any other racial affiliation, so the Hispanic category here functions as a racial identifier and not as a supplemental ethnic category.

¹² Research shows that lower-income populations have smaller physical mobility ranges (Frias-Martinez, Virse-da-Jerez, & Frias-Martinez, 2012).

¹³ Based on Madison Public Library’s 2015 counts

¹⁴ 2014 Census data from aggregated service area tracts. For comparison, households making less than \$25,000 in: Madison (23.1%), Dane County (18.2%), and Wisconsin (22%).

¹⁵ 2014 Census estimate based on area tract

¹⁶ Please see appendix for supporting maps used in these assessments.

¹⁷ 2014 Census estimate based on site tract

¹⁸ Sandburg Elementary 2014-2015 Data Profile, Madison Metropolitan School District

¹⁹ “Primary service area” or “service area” in these maps refers to area with heaviest checkout activity.

²⁰ Based on projections from City of Madison Department of Planning, Community, and Economic Development

²¹ Based on 2014 Census counts of tracts in MPL’s identified underserved area: 14.01,14.02, 26.02, 26.03

²² Based on population within 2-mile radius

²³ Calculated without Monroe Street Branch, a historical outlier facility at 2,300 sq. ft.

²⁴ Denotes other professionals employed by MPL to provide essential social services in tandem with library professionals (e.g., family services liaison, social worker, neighborhood officer, etc.)

Acknowledgements

Our Participants

And to the 330+ wonderful Madison residents who participated in a *Tell Us/Cuéntenos* session: THANK YOU! Let's keep the conversation going.

Community Groups

The following organizations graciously hosted *Tell Us* sessions with their members:

A Place to Be
Bridge Lakepoint-Waunona Comm. Ctr.
Catholic Multicultural Center
Centro Hispano
CommonWealth Development Corp.
East High School
Friends of Madison Public Library
Greater Sandburg Neighborhood Assn.
Latino Support Network
Let's Eat Out!
MMSD Title VII
Mentoring Positives
Oakwood Village Retirement Community
Play 'n' Learn
UNIDOS
Warner Park Comm. Recreation Ctr.
YWCA

City of Madison

Mayor Paul Soglin
Madison Common Council
Ryan Jonely, Dept. of Planning, Community & Economic Development, Planning Technician

Madison Public Library Board

Tracy Kuczenski, President
Gregory Markle, Vice-President
Barbara McKinney, Common Council Member
James Igielski, Madison Metropolitan School District Representative
Eve Galanter, Secretary/Treasurer
Willie Glenn, Sr.
Philip Grupe
Jaime Healy-Plotkin
Megan Jackson

Madison Public Library Administration

Greg Mickells, Director

Krissy Wick, Director of Public Services

Mark Benno, Facilities Manager

Tana Elias, Communications and Marketing Manager

Marc Gartler, Supervisor, Alicia Ashman and Sequoya Libraries

Jane Jorgenson, Supervisor, Hawthorne and Lakeview Libraries

Sarah Lawton, Supervisor, Monroe Street and Pinney Libraries

Susan Lee, Business Operations Manager

Trent Miller, Bubbler Coordinator

Margie Navarre Saaf, Borrower Services Manager

Alice Oakey, Supervisor, Meadowridge Library

Janetta Pegues, Supervisor, Goodman South Library

Michael Spelman, Supervisor, Central Library

Molly Warren, Library Collection Manager

All neighborhood library staff

Research and Analysis Team

Catherine Duarte, AICP, Madison Public Library,
Library Planner (Author)

Dr. Carolina Sarmiento, UW Madison, Assistant
Professor, Walkability Study Co-Lead

Ellen Bechtol, Data Analysis Consultant

Ayanna Wilnewic, 2015 Wanda Fullmore Intern

Graphic Design

Cricket Design Works

Appendix

Tell Us discussion guide



Download a PDF of the TellUs guide at www.madisonpubliclibrary.org/tellus

Original Site Criteria

(Score each criteria 1 for lowest 5 for highest) v 1.0 April 2013	low		mid		high		
Developed by MPL Site Planning Task Force	1	2	3	4	5	MULTIPLIER	SCORE
Development Criteria: Madison Public Library Branches							
Branch/Site Name:							
Goal 1: Determine Optimal Site Capacity							
Pedestrian access						3	
Public transportation access						3	
Distance from school aged youth						2	
Ability to orient entrance to prominent public right of way						1	
Enough land for single level structure & expansion						2	
Pedestrian and bicycle safety measures						3	
Goal 2: Adequate Parking							
Number of stalls above code minimum						2	
Access to paid or free street/ramp parking						3	
Size of turning and passing lanes						2	
Drive through or potential for future drive through						2	
Drop-off lane						1	
Goal 3: Maximize Demographic Potential							
High visibility and prominence: civic destination						3	
Serves more than one neighborhood						2	
Benefits from surrounding cultural activities						2	
Complements adjacent Dane County Libraries						1	
Has or will have minimum service population						3	
Goal 4: Sustainability							
Minimal negative impact on local environment						3	
Offers solar, wind, geo-thermal opportunities						3	
Does not require soil remediation						1	
Not located on flood plain or steep grade						2	
Area surrounding site appropriate for a library						3	
Goal 5: Infrastructure							
Offers sewer, natural gas, electric, fiber optic						3	
Not situated above major easement, e.g. 3' sewer line						2	
Not under lien or legal/zoning restrictions						2	
Incorporates existing structures and landscape						1	
Allows for stand-alone structure as well as condominium						2	
Goal 6: Economic Development							
Maximizes commercial and joint opportunities						2	
Meets City Planning & Economic goals						3	
Developer has secured reliable funding						2	
Benefits from nearby employers						2	
Located near daycare center(s)						1	
TOTAL SITE SUITABILITY SCORE							

Revised Site Criteria

		Grandview Commons	Reindahl/Portage Rd.	East Towne Mall	Reiner Road*
Site Capacity	Maximum density	1	1	1	1
	High visibility	1	2	1	1
	Near green space or natural feature	1	2	1	1
	Near mixed use centers	1	2	2	2
	Transit access	2	3	2	2
Demographics	Access to K-12 and childcare facilities	1	2	1	1
	Generational mix	1	2	1	1
	Near or connects medical facilities	0	2	1	1
	High diversity	1	2	3	2
	Higher than average unemployment	0	1	2	2
Infrastructure	Ability to address natural or infrastructural barriers preventing access for adjacent neighborhoods	2	2	1	1
	Room for potential expansion	1	1	2	2
	Trail and sidewalk access	2	2	1	2
	Complements nearby cultural facilities	0	1	1	0
	Location on current or planned MUFN line	0	2	1	0
Sustainability	Structure would have no/minimal adverse impact on neighborhood	2	3	3	2
	Multimodal access to multiple neighborhoods	1	2	1	1
	Infill, not green-field development	0	0	2	0
	High rate of population growth	2	1	1	2
	Potential for renewable energy source	1	1	1	1

		Grandview Commons	Reindahl/Portage Rd.	East Towne Mall	Reiner Road*
Economic Devt.	Near major employment center	1	2	2	1
	High poverty populations	2	3	3	2
	Near non-profits/ other community agencies	0	2	1	0
	Near minority-owned businesses	1	3	3	1
	Alignment with city development goals	1	2	2	2
TOTALS		25	46	40	31

Scoring Guide

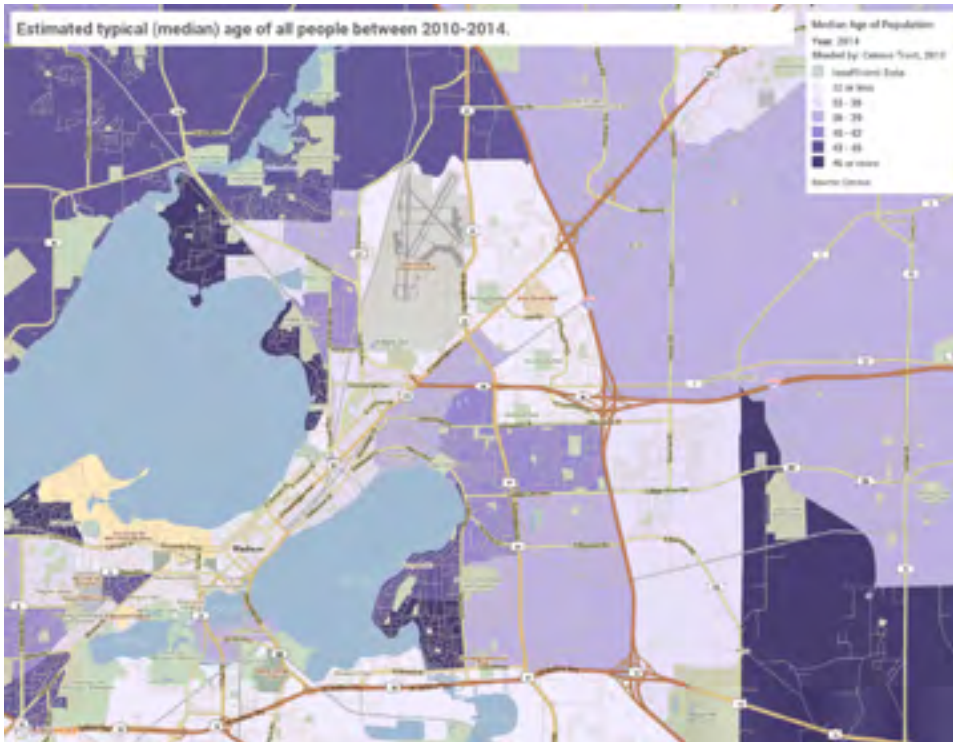
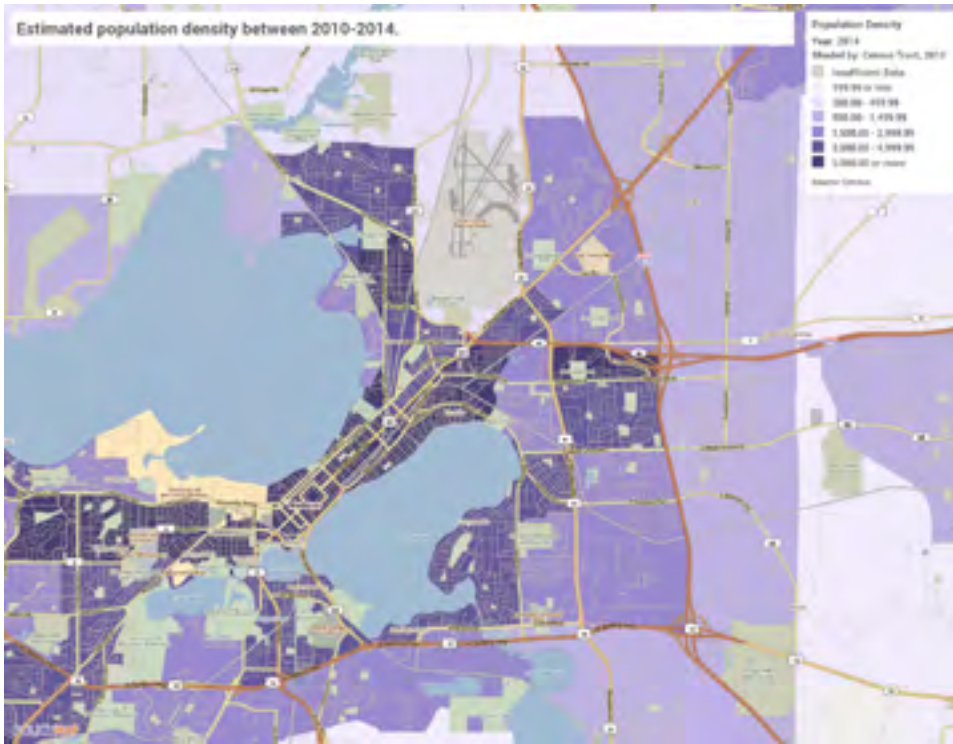
- 0 Does not meet criterion at all
- 1 Somewhat meets criterion
- 2 Fully meets criterion
- +1 Equity factor

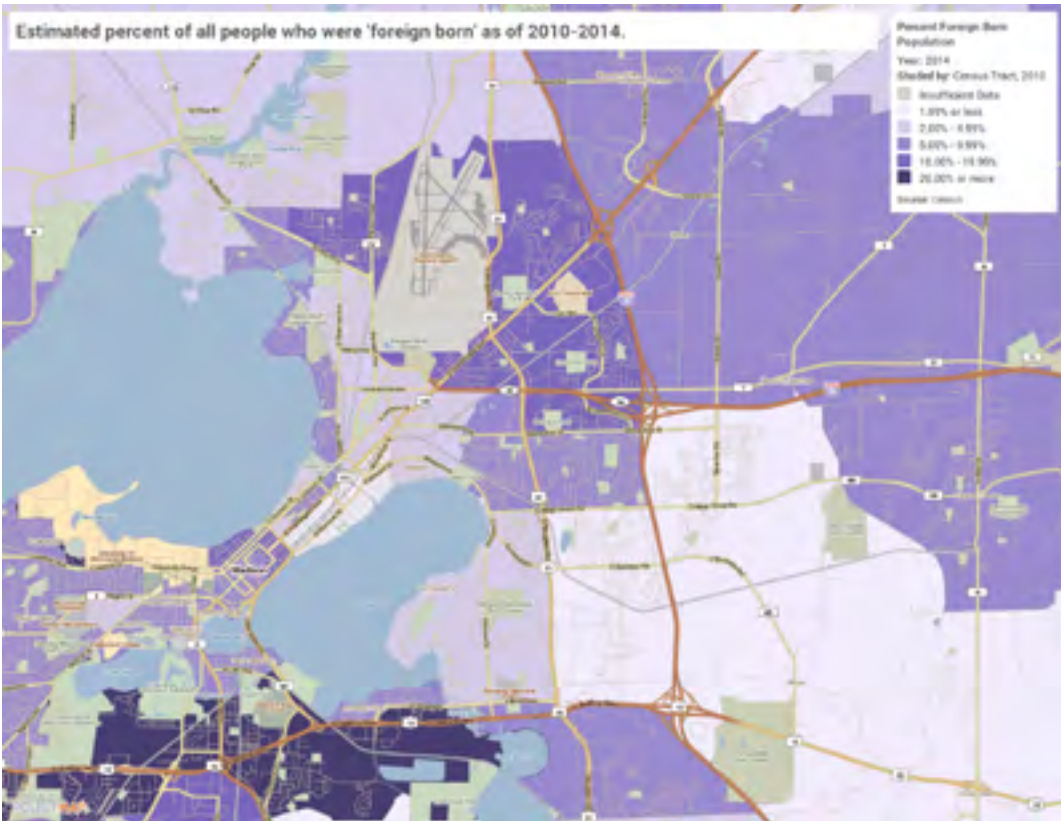
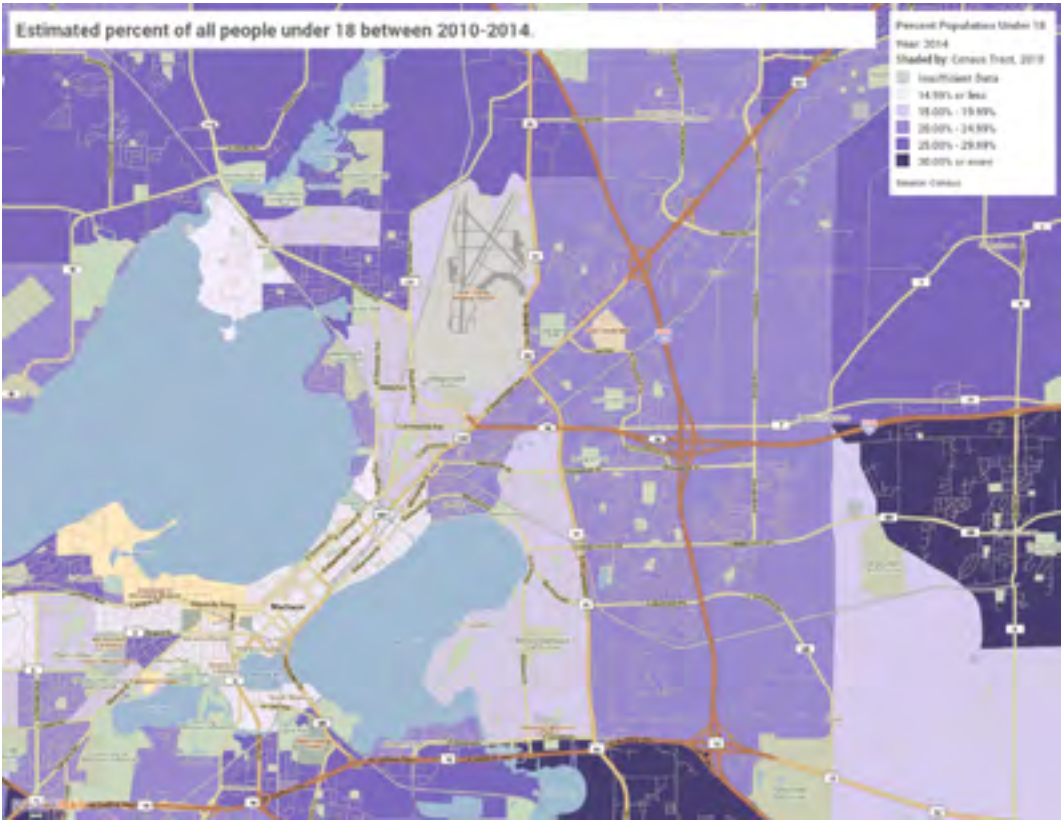
Sources Consulted

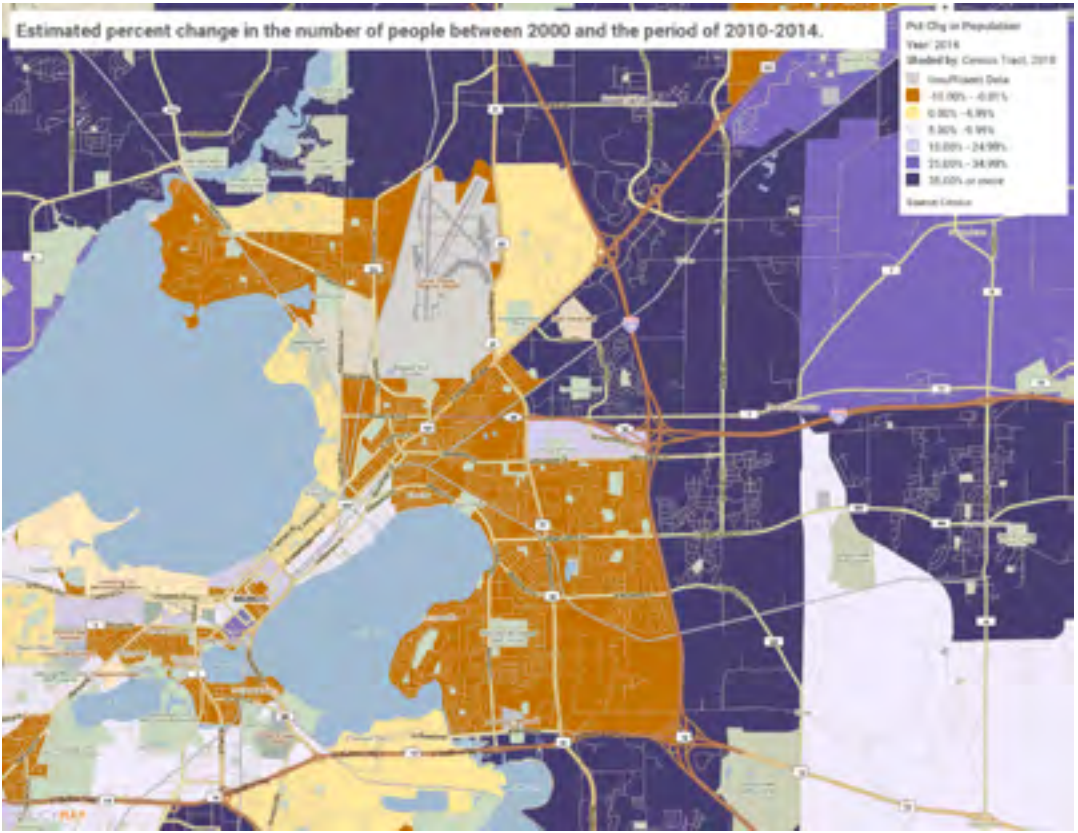
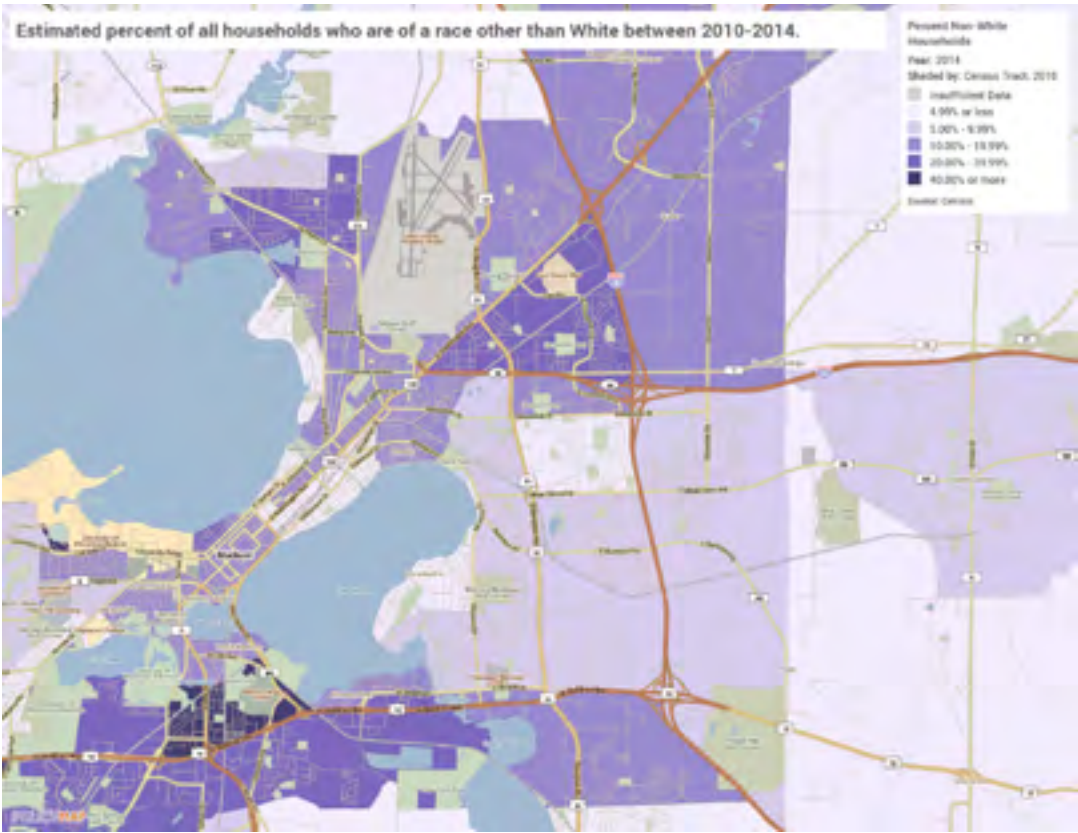
- City of Madison
- Madison Metro
- Census
- PolicyMap (Diversity Index calculation)
- WI Dept. of Administration
- MMSD
- WisDOT
- Madison Area Transportation Planning Board

Supporting Maps

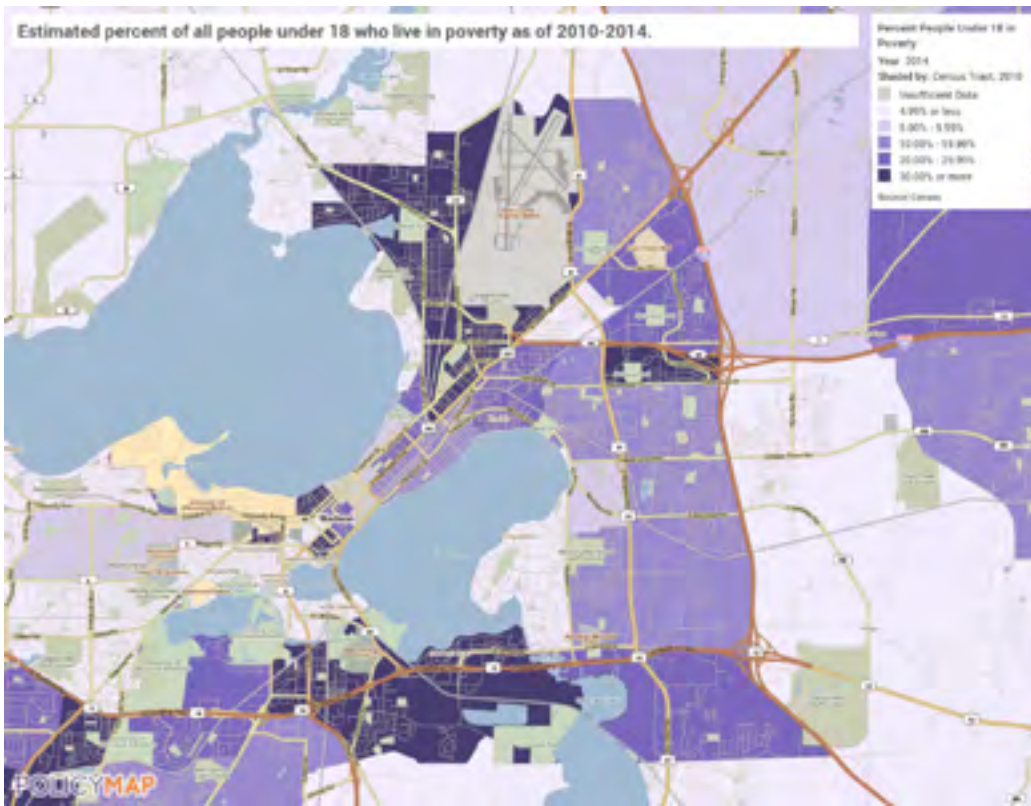
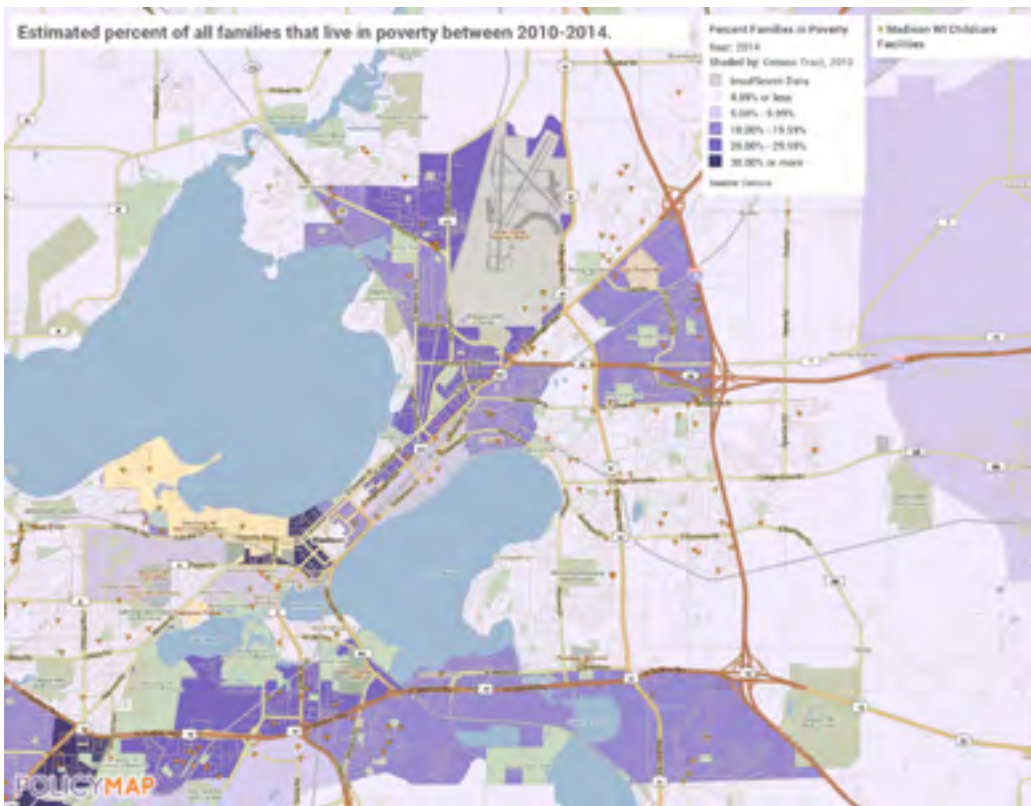
Population

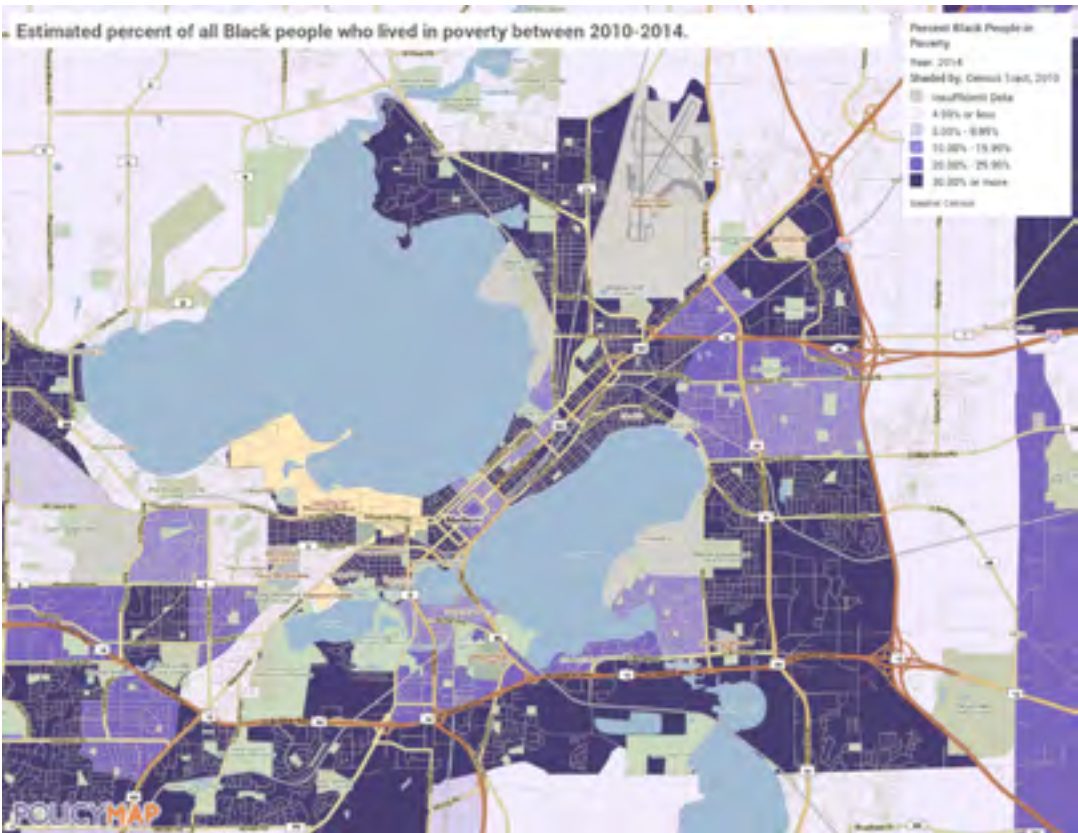
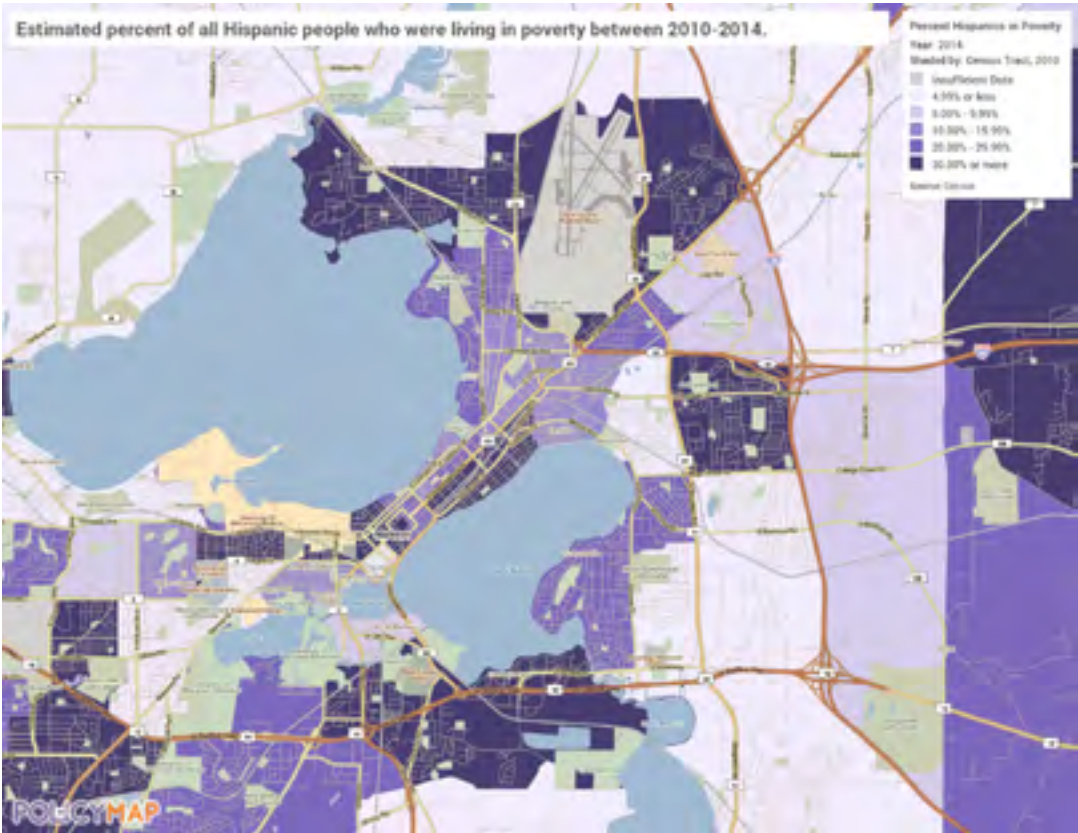




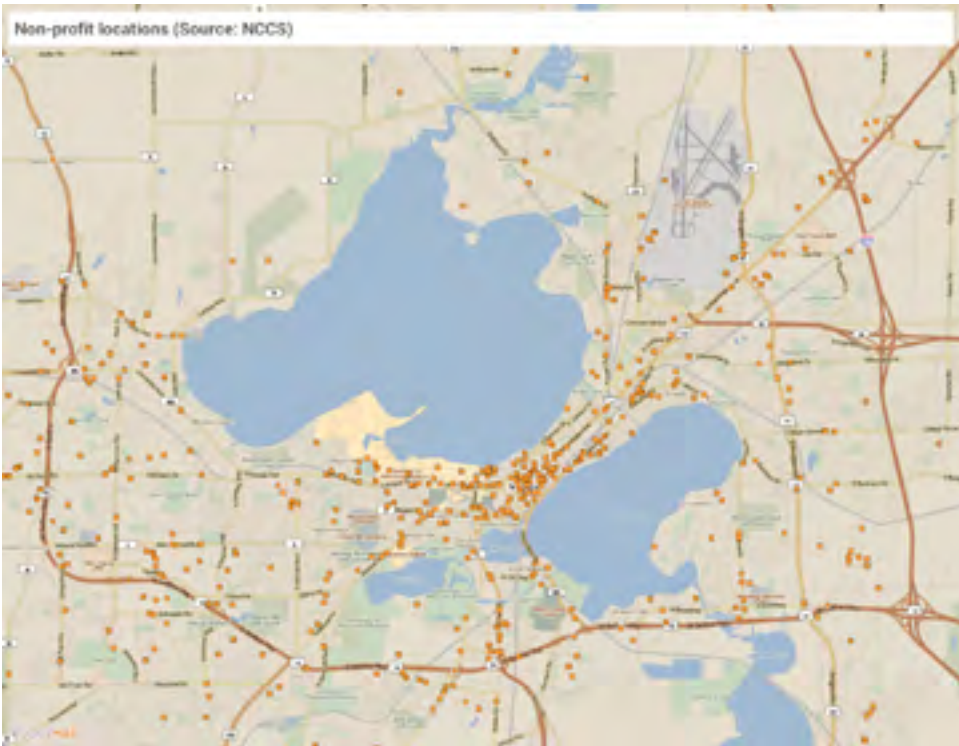


Income





Partners



Land Use

VOLUME II MAP 2-1
Generalized Future Land Use Plan
 City of Madison
 March 2012

RESIDENTIAL DISTRICTS
 LRH Low Density (6 - 13 units/acre)
 MRH Medium Density (16 - 40 units/acre)
 HRH High Density (41 - 60 units/acre)

ADDED USE DISTRICTS
 NMC Neighborhood Mixed-Use
 CMU Community Mixed-Use
 RMR Regional Mixed-Use

COMMERCIAL/DEVELOPMENT DISTRICTS
 GC General Commercial
 EC Regional Commercial
 E Employment
 I Industrial

OPEN SPACE - AGRICULTURE DISTRICTS
 P Park and open space
 A Agriculture/Forest Use

SPECIAL DISTRICTS
 SE Special Institutional
 AP Airport
 C Campus

Downtown Districts See Volume II Map 2-2

SEA Neighborhood Planning Area
 (TND Encouraged)

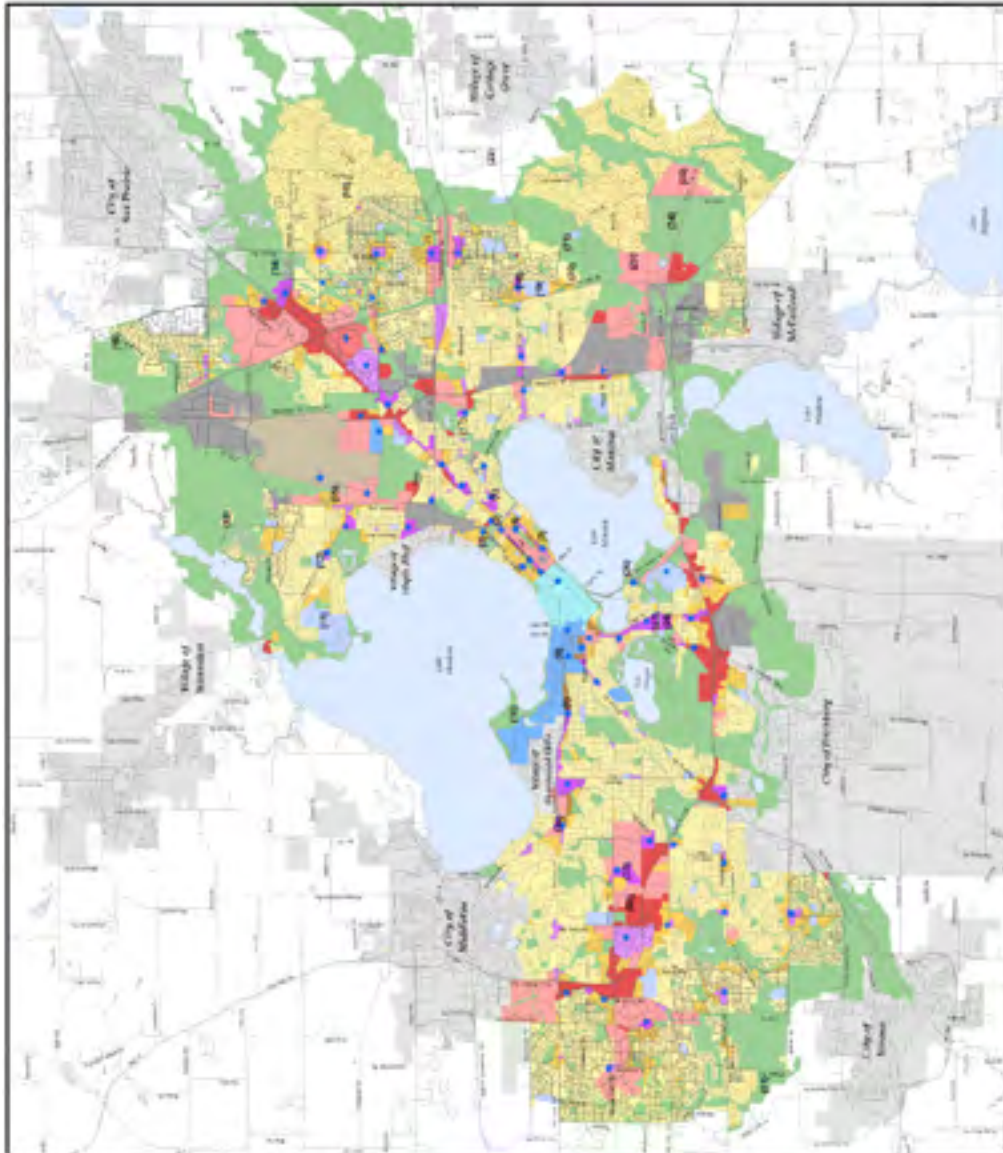
SPECIAL OVERLAY DESIGNATIONS
 TOD Transit-Oriented Development
 (Conceptual Locations)
 TND Traditional Neighborhood Development
 (May be applied to NTA and residential districts as specified in neighborhood and special area plans)
 Land Use Site Reference Number

Other Cities and Villages

Scale:
 City of Madison Department of Planning & Community & Economic Development
 Planning Division

0 1 2 Miles

City of Madison
COMPREHENSIVE PLAN



Access

Activity Centers

Activity Centers are areas likely to see significant redevelopment and investments in mixed-use, transit-oriented development. Vibrant places, geared toward pedestrians, Activity Centers require high frequency transit and parking is more likely to be structured than surface lots. Madison, with limited greenfield growth capacity combined with renewed interest in living in urban neighborhoods, is poised to see significant growth in these areas.

Sustainable Madison Transportation Master Plan

Map 13 Freeway Crossings

Legend

Existing Crossings - Adequate

- No Bicycle Facility
- On-Street Bicycle Facility
- Separated Bicycle Facility (left/right)
- Exclusive Bike Path Facility

Existing Crossings - Need Improvement

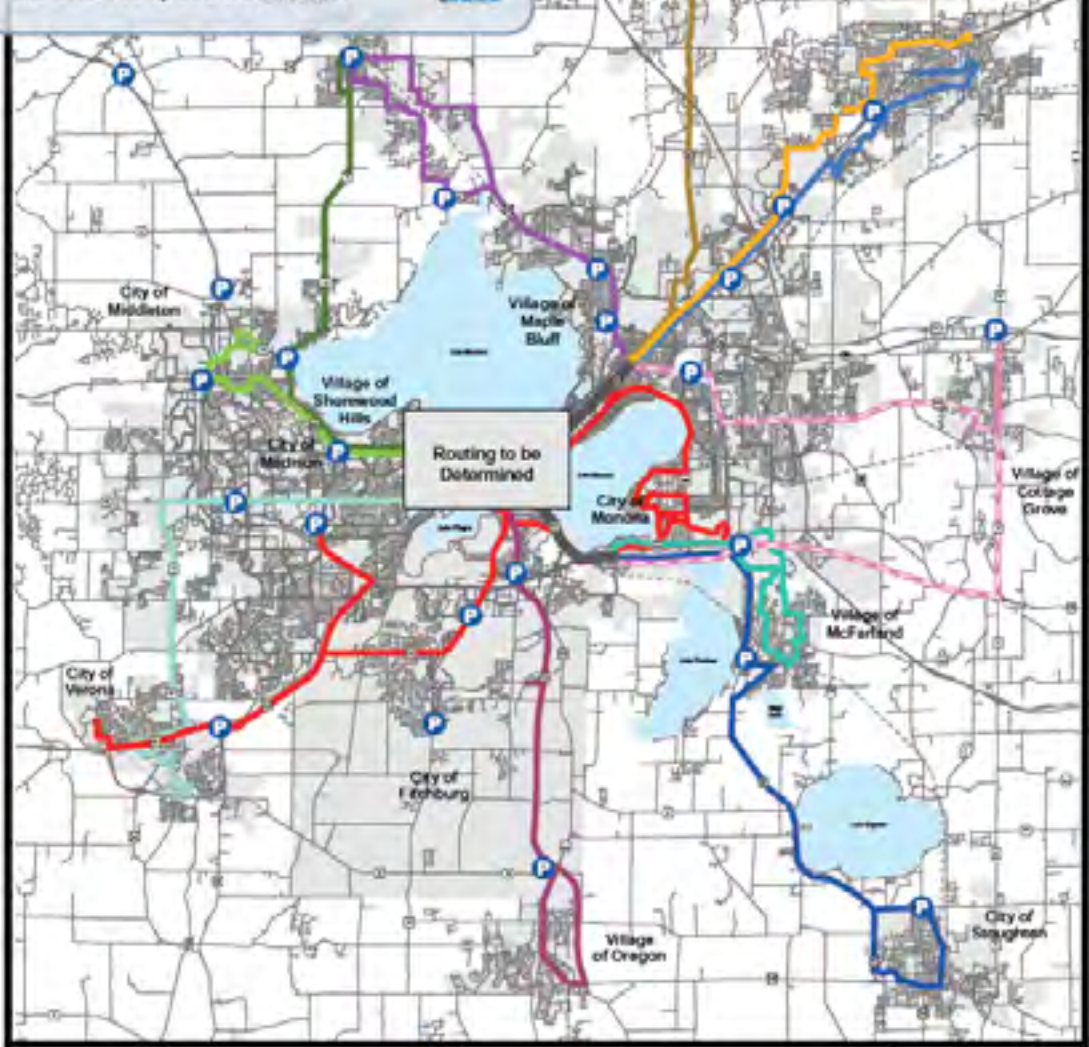
- No Bicycle Facility
- On-Street Bicycle Facility
- Separated Bicycle Facility (left/right)
- Exclusive Bike Path Facility

Future Crossings

- No Bicycle Facility
- On-Street Bicycle Facility
- Separated Bicycle Facility (left/right)
- Exclusive Bike Path Facility

Highways, often with long distances between crossings, create barriers for pedestrians and cyclists. Madison's highways were evaluated to determine where future crossings should be considered along the Belt Line, Hwy 30, 53 and 55, and I-90 and 94.

The Madison Area Transportation Planning Board (MPO) developed potential routing for future express bus service from outlying communities to central Madison. This service would generally have limited stops along the routes, concentrated at the ends, to speed travel time.



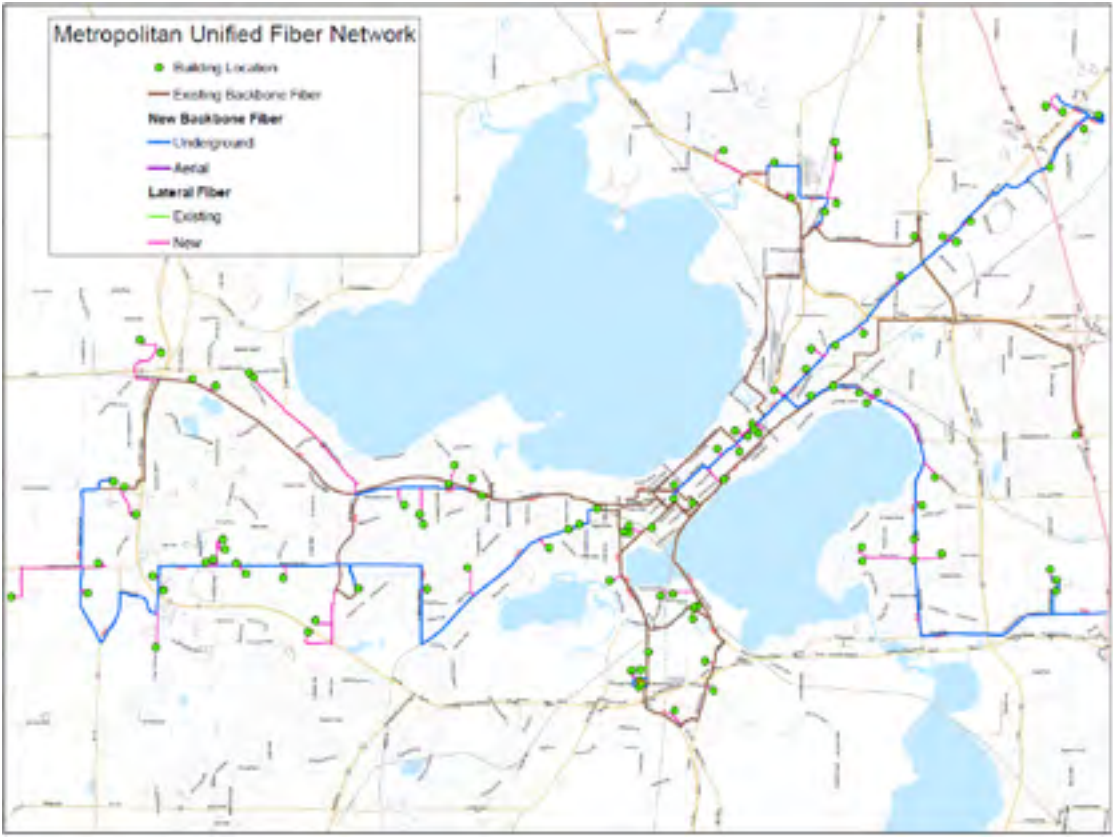
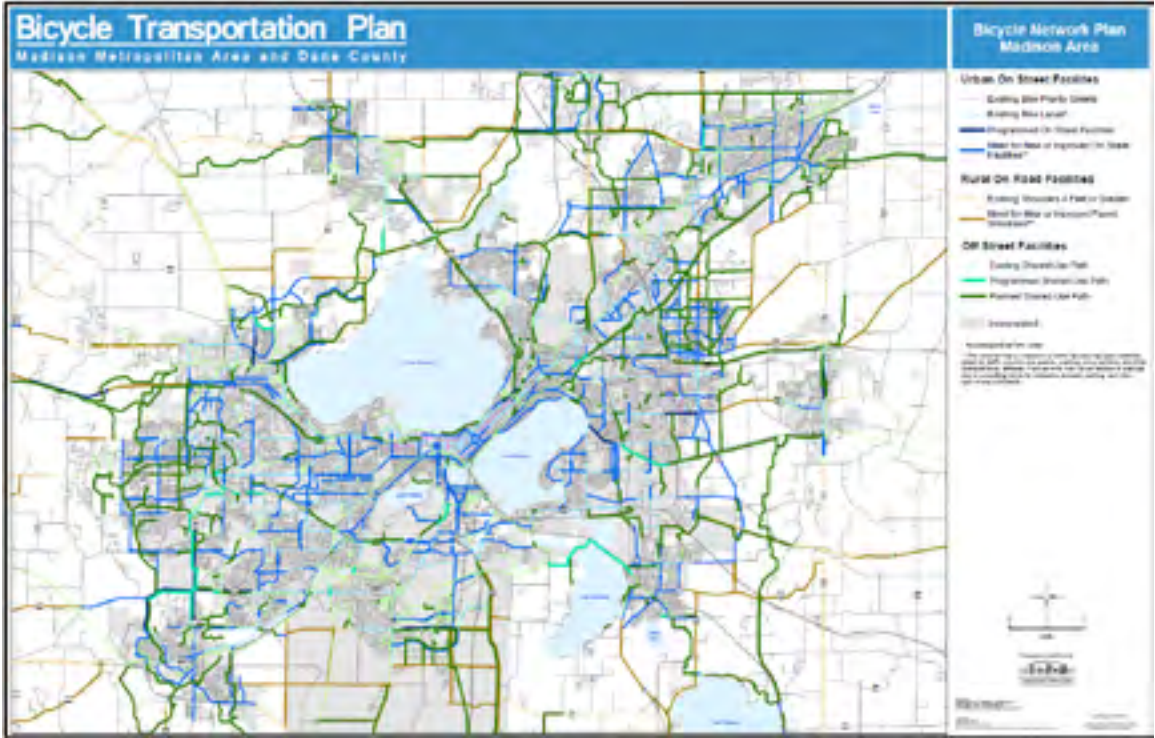
**Express Bus Routes
Madison Urban Area
Dane County, Wisconsin**

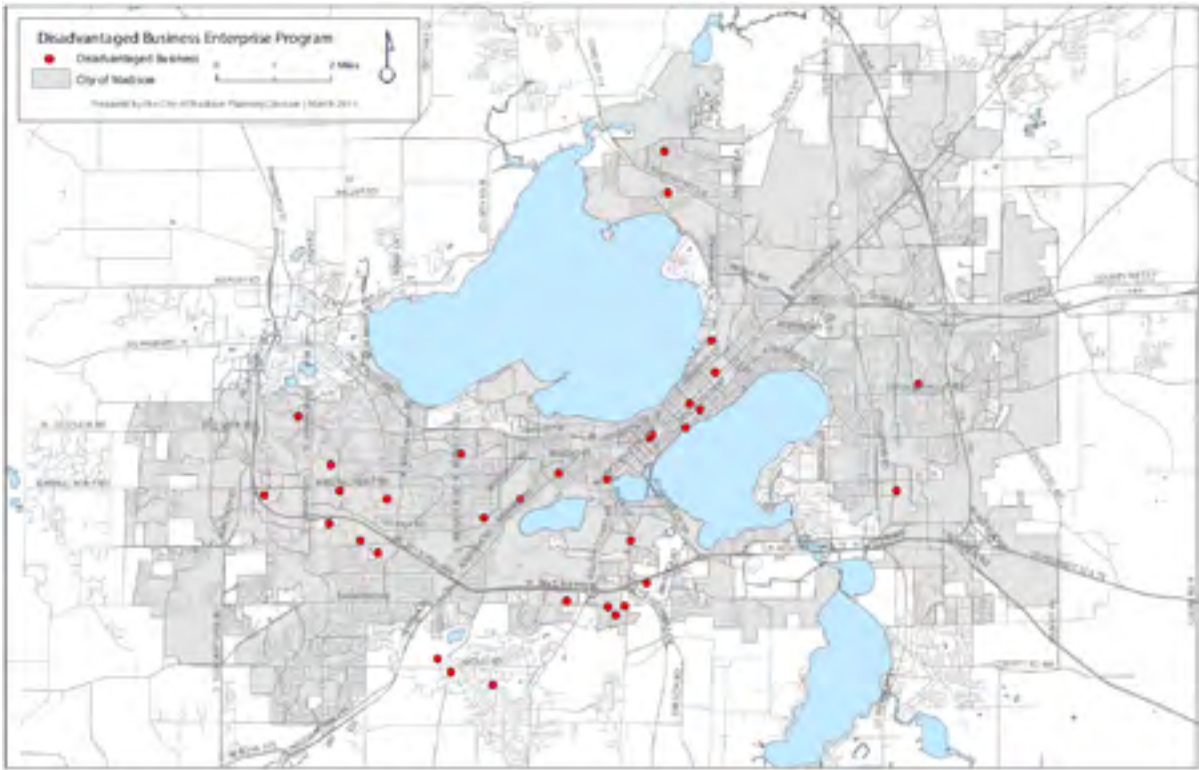
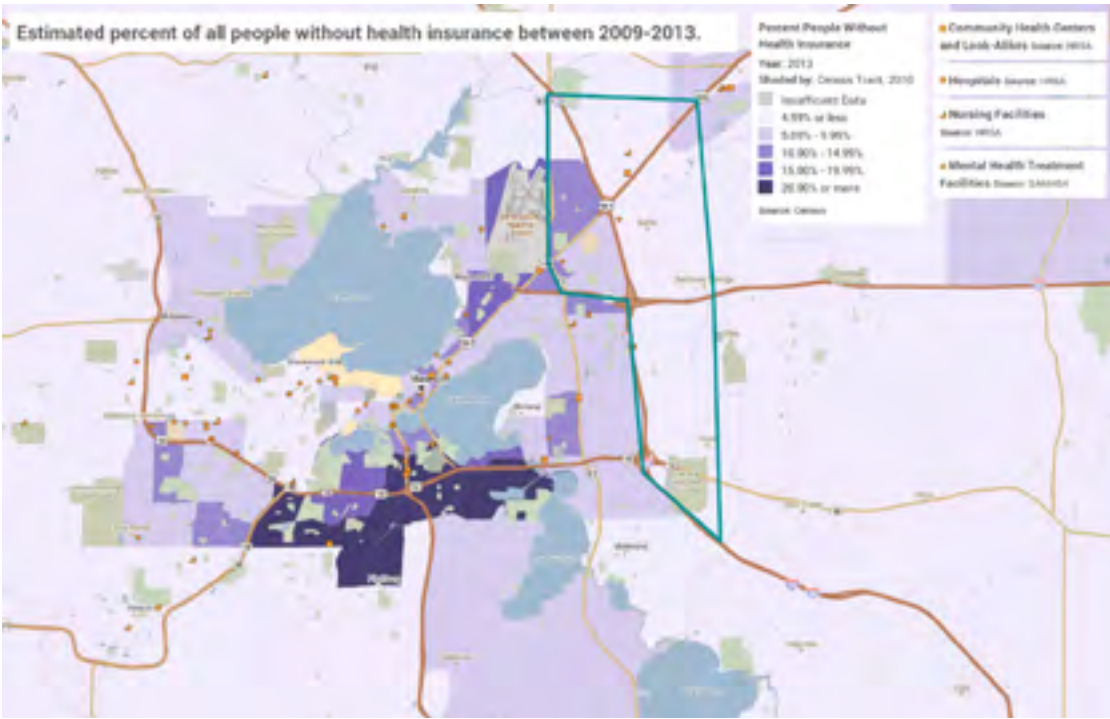
- Existing or Planned Park and Ride
- Existing Metro Bus Route (2012)
- Existing Express Route*
- * all other colors are Planned Routes

Prepared by staff to the
T · P · B
TRANSPORTATION PLANNING BOARD
Dane County, Wisconsin

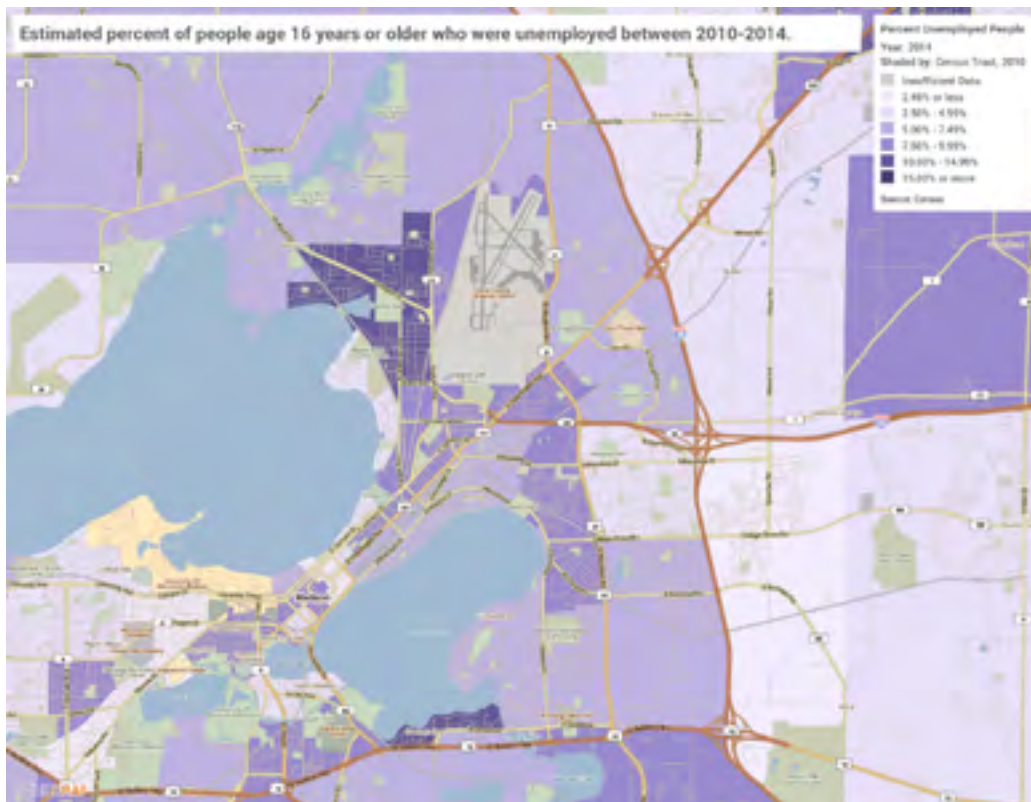


Source: 2013-2017 TDP Executive Summary



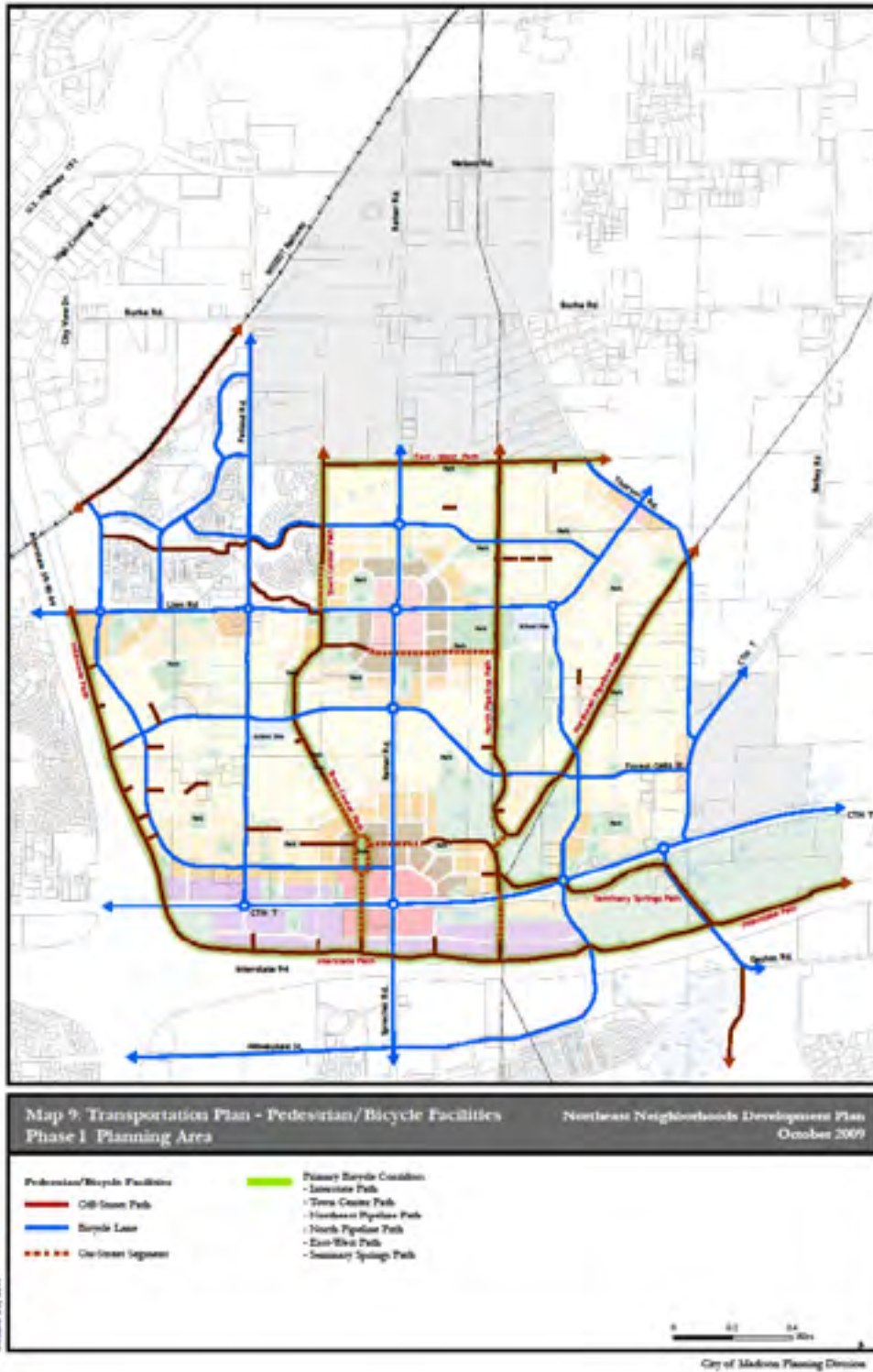


Unemployment



Reiner Road Pedestrian/Bicycle Facilities over Future Land Use

This 2009 transportation map for the study area shows long-term plans for density and connectivity in the Reiner Road area.



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