

**REPORT OF THE
LIBRARY BOARD
VIRGINIA STATE LIBRARY AND ARCHIVES ON**

**Space Needs Study
of Public Libraries
in Virginia**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



HOUSE DOCUMENT NO. 5

**COMMONWEALTH OF VIRGINIA
RICHMOND
1992**

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Preface

House Joint Resolution No. 128 of the House Committee on Rules of the 1990 session requested the Library Board to study the need for public library construction and renovation in the Commonwealth. This report presents findings and recommendations of the Board regarding the Commonwealth's need.

To insure the right of Virginia's citizens to have free, timely, and convenient access to information, library materials, and services, there is a current need for over one million square feet of public library space statewide. Nearly one million additional square feet of library space will be needed over the next decade. As private and federal funds have declined, several states have instituted public library building programs to provide matching grants to localities. It is necessary to provide a reliable avenue for funding public library construction and renovation in Virginia.

I am pleased to provide the study results documenting the great need for public library construction and renovation. On behalf of the Library Board, I would like to thank members of the Committee to Study the Need for Public Library Construction and Renovation, members of the Virginia State Library and Archives staff, and the public library directors who assisted our review. The Committee wishes to thank Susan F. Dewey, Director, Division of Debt Management; Joseph A. Niggel, Debt Manager; and the Department of Treasury staff for their research assistance.


Joseph C. Kearfott
Chairman
Library Board

November 13, 1991

Executive Summary

The Library Board concurs with the observation of House Joint Resolution No. 128 regarding "a severe discrepancy between the needs of citizens throughout the Commonwealth for access to library materials and services and existing library facilities."

Although the educational, informational, and recreational needs of Virginians are served by the public libraries that total nearly 2.5 million square feet of service and support facilities, the Library Board has identified an immediate need for over one million additional square feet of public library space to meet the current needs of the citizens of Virginia's cities, suburbs, and rural communities. Based on a survey of public library administrators, 914,507 square feet of new library space is needed to meet current public demands and an additional 922,969 square feet is needed to meet public library services over the next ten years.

Status of Virginia Public Library Facilities

In 1989, the Public Library Development Division of the Virginia State Library and Archives conducted a statewide survey of public libraries to gather information on the need for new or additional facilities. Seventy-seven of 96 libraries reported 0.37 square feet of space per capita. This is less than the standard of 0.6 square feet per capita established by the Library Board and the Virginia Library Association. Sixty-nine of the 77 libraries also reported the need for expansion or replacement of existing facilities. Fifty-nine projects were identified as required by the year 2000 and are estimated to cost \$101,149,000 in 1989 dollars. (Refer to Table I, page 5.)

In 1991, the Library Board requested the libraries to update the 1989 data and furnish additional information on branch and main library facilities. Eighty-five libraries responded in greater detail on the age, condition, and accessibility of 247 of an estimated 311 public library buildings in the Commonwealth.

- 112 of 227 of the library facilities were constructed before 1970.
- 78 of 247 of the public libraries are "recycled" facilities.
- 35 of 247 facilities are not accessible to handicapped library users.
- 108 of 245 facilities require moderate to extensive electrical/mechanical upgrades for the use of modern information-processing technologies.

Planning for Library Excellence

The survey of Virginia's existing public library facilities indicated that the total square footage devoted to delivering library service is 2,418,029 square feet. Based on the 1990 census and the state standard of 0.6 square feet per capita, the libraries serving the communities of Virginia should provide 3,767,608 square feet. The current situation is a deficit of 1,056,772 square feet.

- 75% of the public libraries do not meet the state standard of 0.6 square feet per capita.
- 80% of the libraries require additional space in 1991.
- 71% of the public libraries require additional electrical or mechanical upgrades in order to use new or emerging information-processing technologies.

An examination of the methods Virginia communities have used to fund the limited number of projects over the past ten years revealed that Virginia libraries follow national trends. Between 1981 and 1990 in the United States, 73.5% of the funds used to construct new libraries, build additions, remodel, or renovate existing facilities have come from local dollars.

However, more than half of the states provide funds for public library construction. Several state governments have decided that it is prudent public policy to invest in the future of public information services by aggressively engaging in programs to build public libraries. The state of Georgia spent \$9.7 million in fiscal year 1991 on its public library construction program. During the past six years, 143 new libraries have been built in 100 of 159 counties in Georgia, as a result of state funding for public library construction.

Virginia's Opportunities for Public Library Excellence

In the current economic climate in which revenues for state government have declined, it is difficult for any board or commission of citizens to advise the Governor and General Assembly to plan to engage in a capital development program. However, the Library Board also recognizes the importance of public library services to the communities of the Commonwealth and the lifelong economic and educational roles public libraries perform as the "people's university." The Library Board recommends the establishment of a long-range program to assist Virginia's libraries in local public library construction and that the Virginia State Library and Archives initiate plans for expanding technical assistance and consulting to public libraries in securing private funding for public library construction.

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I. Introduction

Study Mandate

Responding to information gained in part through a facilities checklist sent to libraries by the Public Library Development Division, the Virginia General Assembly passed a joint resolution calling on the Library Board to study the need for public library construction in Virginia. Additionally, the Board is to recommend funding for identified needs.

The Board was charged to address not only the need for new facilities, but also the need to expand existing facilities, make them accessible to the handicapped, and upgrade electrical, mechanical, and other internal building systems to support new and future technologies. The Library Board established a Committee to conduct this study.

Study Issues

It is important to remember that the needs for additional square footage and projected construction costs are based on information reported by public library directors on surveys in 1989 and again in 1991, and, therefore, constitute a snapshot in time of the public library construction needs. Factors affecting demands on public library services and plans for construction are constantly changing at the local level; thus, the snapshot of current and projected construction needs and costs is constantly changing. Nonetheless, every snapshot reveals a need for statewide public library facility construction.

Public Library Services

In this decade of the 1990s, states across the nation are looking closely at ways of making wise use of existing resources--human, natural, and economic--in the provision of basic services to citizens.

From the point of view of the leaders in government and business who took part in a conference last year on "The Role of Information in the Economy of the Southeast" (sponsored by the North Carolina State Library, the Southeastern Library Network, and the Online Computer Library Center, Inc., Chapel Hill, NC, February 1990), libraries are an underutilized resource: "What better institution to carry out the functions of organizing, packaging, and distributing data that is so crucial to public decision-making?" With representatives from eight Southeast states including Virginia, much of the conference centered around the partnership of state governments and local public libraries in meeting such objectives as getting the information needed to support economic and business development.

Why public libraries? First, libraries are already accumulating information needed in today's society. Virginia's libraries alone house more than 13,000,000 books, periodicals, government documents, and other sources of information for use by citizens and by officials at every level of government.

Second, local expenditures support the annual operating costs of these libraries. In 1989-1990 localities expended more than \$105,593,720 or \$17.96 per capita on books, staff, and other operating expenses across the Commonwealth.

Third, skilled staff throughout these libraries are involved in accessing and supplying not only the wealth of print information, but also information from more than 3,000 local, regional, state, and national databases. Some 600 professional librarians across Virginia are supported by thousands of other staff members in the provision and exchange of current information through various organizational and electronic networks.

Fourth, through these networks, libraries have been at the forefront of cost-effective resource sharing such as:

- interlibrary loan
- reciprocal borrowing
- statewide library cards
- joint program planning and implementation
- cooperative warehousing
- cross-training.

Finally, libraries are basically in place--an existing resource. Public libraries serve all but one of Virginia's 95 counties (although service in six of these counties is minimal), and all of the 41 independent cities are served by public libraries.

Because libraries serve citizens and officials across jurisdictional lines through these cooperative efforts, funding frequently comes from umbrella jurisdictions such as regions or states.

Through the resources of the Virginia State Library, the Commonwealth has supported local public libraries through direct state aid, administration of federal funds to local libraries, and funding for the development of the Virginia library network.

Almost all states provide such support for their local public libraries. More than half the states also provide construction funds to secure the infrastructure upon which local public service and statewide networking is based. For example, more than half of the states provide construction funds for public libraries. The state of Georgia will spend \$9.7 million

in 1991. During the past six years, 143 new libraries have been built in 100 of 159 counties in Georgia as a result of state funding for public library construction.

The 0.6 Standard

The standard of 0.6 square feet per capita is spelled out explicitly in Planning for Library Excellence. The exact wording is: "Aggregate size of all buildings in the system should equal 0.6 square feet per person living in the jurisdiction served." This standard was developed over several years and was the result of deliberations and consultations involving the Virginia Library Association, the Public Library Development Division of the Virginia State Library and Archives, and the Library Board. It is comparable to similar standards set by other state library agencies and is compatible with similar guidelines developed by the American Library Association. To quote the preface to Planning for Library Excellence, it is one of the "goals on various levels to which every public library in the Commonwealth may aspire."

Research Activities

At its organizational meeting in December 1990, the committee determined to ask public library directors to update the information that they had reported on the original checklist. Directors were also asked to estimate the additional library square footage that was needed immediately, as well as to project library square footage needs for the next 10 to 15 years. More than 87% of public library directors responded to the checklist.

Areas investigated by the committee include: how other states fund public library construction; what existing state measures in Virginia might apply; and why there is a need for library construction.

Report Organization

This report examines the need for public library construction and renovation in Virginia. Chapter II outlines the findings of the study group. Chapter III describes the conclusions. Chapter IV details recommendations based on these findings. Chapter V contains resolutions to the study. Chapter VI contains appendices that detail research activities and findings and validate the conclusions and recommendations.

II. Need for Public Library Construction

The 1989 Survey

In the winter of 1988-1989, the Public Library Development Division conducted a statewide survey of public library facilities. The purpose of this survey was to gather information on the need for new or expanded library facilities to serve the citizens of Virginia. Seventy-seven public libraries responded for a response rate of 88%.

"Current facility is a parked bookmobile."

Lonesome Pine

The total square footage reported in public library facilities was 2,195,204, a figure equivalent to 0.37 square feet per capita statewide. This is considerably less than the standard of 0.6 square feet per capita set forth in Planning for Library Excellence. Respondents were asked if they saw the need for expansion or replacement of facilities to increase square footage for library services. Of actual responses, 90% said yes.

When asked to estimate the cost of the facilities they projected, respondents estimated that approximately \$132 million would be required to meet the need for additional square footage in existing public library facilities in Virginia. Respondents indicated that \$83,449,000 will be needed over the next five years for 51 projects.

Respondents with plans for construction in the next several years were asked whether they intended to apply for federal Library Service and Construction Act (LSCA) Title II public library construction monies from the State Library, if funds were available. Twenty-one of the respondents indicated they planned to seek assistance under LSCA Title II, with an estimate of the total request for federal monies of \$4,212,000.

Table I
Initial Analysis of the Projected Costs of New Library Facilities in Virginia, Based on the 1989 Facilities Checklist

Year	# of Projects	Total Project Cost
1990	19	\$35,765,000
1991	13	\$14,606,000
1992	8	\$15,438,000
1993	8	\$8,750,000
1994	3	\$8,890,000
1995	4	\$7,900,000
1996	1	\$3,200,000
1998	1	\$3,200,000
2000	2	\$3,400,000
TOTALS	59	\$101,149,000

Summary of Findings in the 1991 Survey

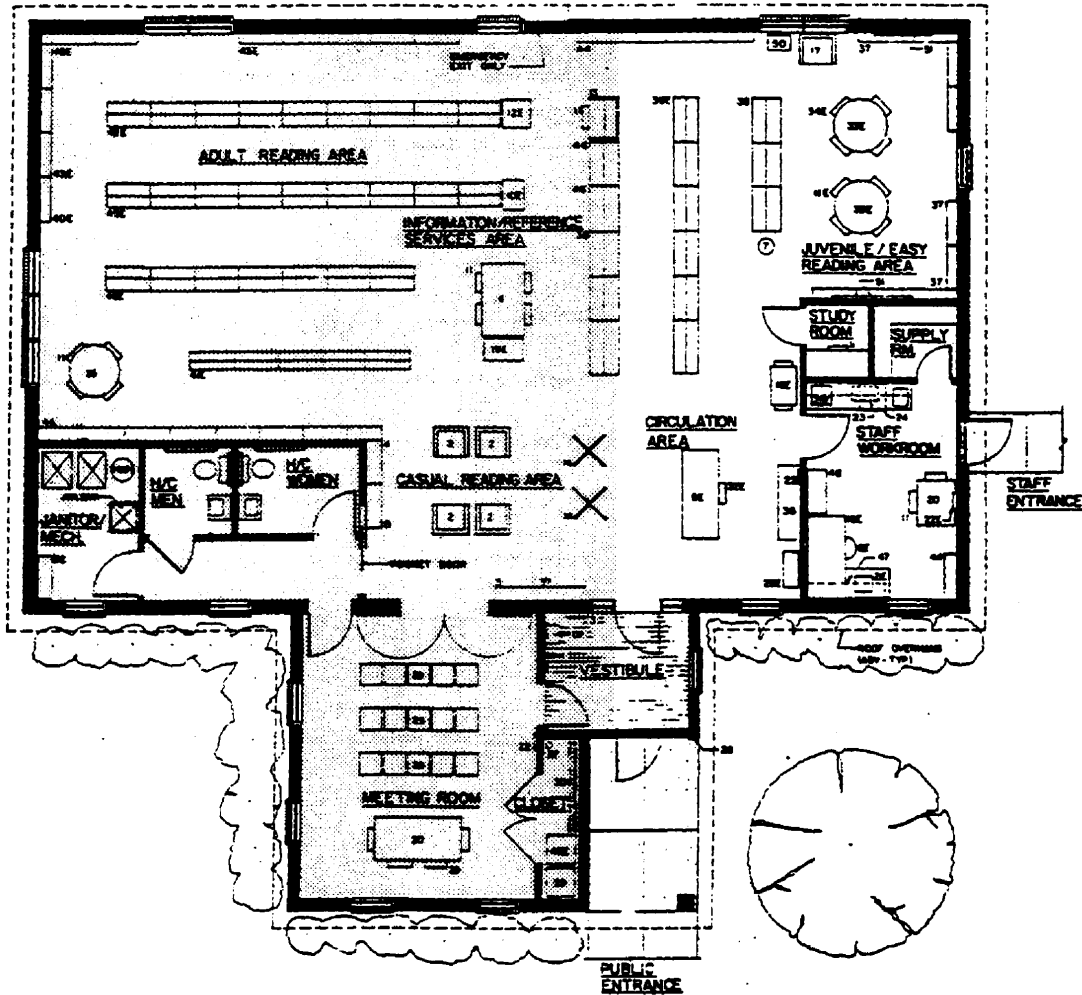
- Only 25% of respondents indicated that their public library currently meets or exceeds the standard of 0.6 square feet per capita.
- Eighty percent of the respondents indicated that their public library systems need additional space at this time.
- Fourteen percent of the respondents indicated their facilities are not accessible to the handicapped.
- Nearly 50% of respondents need electrical/mechanical upgrades to accommodate new and emerging technologies.

Based on the survey, Virginia's existing library facilities occupy 2,418,029 square feet. Based on the 1990 census and the state standard of 0.6 square foot per capita, the libraries in Virginia should occupy 3,767,608 square feet. This is a shortfall of 1,056,772 square feet.

In the same survey, library directors in Virginia have estimated an immediate need for 914,507 square feet of new library space beyond the existing, and an additional need of 922,969 square feet over the next ten years.

A graphic representation of Virginia public libraries' need for additional space is depicted in Diagram I.

Diagram I



**BUILDING REPRESENTS PUBLIC LIBRARY
CURRENT SPACE NEEDS.**

**SHADED AREA REPRESENTS EXISTING
PUBLIC LIBRARY SPACE IN 1991.**

PREPARED BY:

REYNOLDS ARCHITECTS INCORPORATED

"Is there any state or federal money available?"

Pamunkey Regional

Federal Support for Public Library Construction

Another measure of the need for library facilities is the application process for federal construction monies under Title II of the Library Services and Construction Act. In recent years, the State Library has received grant monies ranging from \$400,000 to \$500,000 for public library construction. Title II grants may be awarded to fund up to 50% of the cost of a project. To award construction grants to more libraries, the actual match has been more at the 40% level. See Table II below for a summary of grant applicants and awards.

Table II

Library Construction Need as Reflected in the LSCA Title II Grant Cycle				
Year	Number	Total cost of Projects	Title II funds available	Number Funded
1986-1987	15	\$7,885,226	\$496,402	4
1987-1988	12	\$5,445,096	\$493,068	2
1988-1989	3	\$3,627,080	\$496,192	3
1989-1990	12	\$6,033,000	\$496,143	3
1990-1991	5	\$1,716,502	\$420,564	4
1991-1992	9	\$5,706,400	\$428,172	4

One of the major criteria for applying for and receiving a Title II grant is "readiness," so applications for these funds must demonstrate that the local matching money is in place. Therefore, the actual figures do not reflect the total need for library construction, but are a barometer of those projects that are capable of proceeding were they to be awarded a grant, because they have the local monies in hand. In addition, a number of libraries, especially in the more urban or more developed areas of Virginia, may perceive that their chances of receiving a grant from such limited federal funding are slim and, although their need for construction funding is real, they self-select out of this competitive grant process.

Technology and Public Library Construction

While it would be tempting to think the technologies that are so dramatically impacting the storage and retrieval of information might dramatically reduce the need for library space, and therefore the need for construction of additional library space, the reality is that this is, for most public libraries, not the case.

This is carefully documented and summarized in the authoritative work by Richard Boss: Information technologies and space planning for libraries and information centers (1987). Boss strongly recommends that because of the impact of the hardware and other equipment that goes with automation, many library space standards will need to **increase**, rather than decrease. Whereas the standard of 150 square feet per staff member has been well established, Boss strongly recommends 175 square feet, and in some cases, 225 square feet. For patron seating, he states that although the standard minimum of 25 square feet has been widely adopted, technologies have made that obsolete, and that 35 square feet per user station is the recommended minimum.

For example, while the conversion of back runs of journals, other serials, newspapers, and other documents into microforms or one of the disk technologies may impact the amount of space needed to house the information itself, in order to make that information usable and accessible, a number of large microform reader-printers and CD terminals are needed, generally requiring more space than the original formats required.

Similarly, whereas an online catalog is more adept in relating the user to the information universe, and can accomplish far more for the user than one traditional local card catalog it might replace, it will require more space in the average public library than the card catalog it replaces. Far more than one or two terminals are needed to replace the card catalog if a patron-queuing problem is to be avoided.

"... no space for public microfiche readers ..."

James L. Hamner

One Virginia library director reported that he and his staff have had to adjust to various formulas to account for the increased amount of space demanded by the inclusion of technology in new facilities, i.e., terminals, telefacsimile machines, etc. That library now allows 20% additional square footage for circulation, whereas it was formerly 15%, to allow for increased HVAC requirements due to special climate control needs, the size of mechanical rooms, and so on. To the other regular space estimates, that library has added an additional 10% to accommodate technology.

M. J. Long, an architect designing the new British Library, reports that storing information electronically will not result in smaller local libraries. "It might mean that local libraries get bigger," says Long, "because more people can do more things in them." She continues: "The share of space for books may remain the same, while space for more people and computer terminals will increase." (Architecture, July 1991, p. 105)

Financing Public Library Construction

According to the annual surveys of library construction projects conducted by Library Journal, \$1,913,131,706 was spent on the construction of new public library buildings and additions, remodeling, and renovation of existing public libraries in the United States between 1981 and 1990. The sum of \$188,859,381 of state funds were contributed to the total effort. As the national need for construction and renovation of public libraries grew during the decade, state governments' funding of public library building projects increased. Between 1987 and 1990, state contributions to public library construction more than doubled the amount of state funds used for public library construction 1981 through 1986.

Twenty-eight state governments funded one or more public library construction projects in 1989 and 1990. In addition, Connecticut, Florida, Georgia, Illinois, Nevada, North Carolina, and New York have funded an on-going program for public library construction for more than three years. Several state-based programs illustrate a trend in state funding for public library construction.

"... plans for the new library are now in limbo."

Arlington

North Carolina initiated a three-year program in fiscal year 1988 that provided \$1.25 million in 1988, \$1.25 million in 1989, and \$0.5 million in 1990. Each local construction project may receive up to \$125,000 that must be matched by 50% of local funds.

In Tennessee, \$906,600 was appropriated in 1989 to fund 24 projects. Smaller public libraries serving the rural counties were the primary objective of this program. In 1990, four additional projects were funded.

The most comprehensive statewide public library construction program in the southeastern United States is administered by the Georgia Division of Public Library Services. Funding for public library construction in Georgia began in 1978. In 1984, a constitutional amendment to the school building assistance act was passed to allow state bonding-authority money to be used for public library construction. The program has grown from \$2 million in 1985 to \$9.7 million in 1991.

The results of Georgia's commitment are comprehensive. One hundred forty-three new libraries have been built in 100 of 159 Georgia counties. The total cost of this program to build and renovate the infrastructure of public library services was \$133 million. Ninety-five million of this amount was state funds. The Georgia Division of Public Library Services estimates that localities' needs are being met and that the state-based program will require level funding at \$8 to \$9 million per year.

Typically, a state requires some matching amount (usually from 10% to 50%) from the local community. Thus, this state funding has served to generate considerable local monies in support of an investment that will continue to benefit all citizens.

Financial Opportunities for a Virginia Public Library Construction Program

The Long Range Program for Development of Virginia's Libraries, 1991-1995 established the goals for the maintenance and growth of information services to the people of Virginia. These goals were produced by the Virginia State Library and Archives and the Virginia library community. The plan, required by the U.S. Department of Education for the Library Services and Construction Act federal grant program, includes the goal of improving public library services by providing library facilities that meet state standards as defined in Planning for Library Excellence (Virginia State Library and Archives, 1988). The standard for public library space is 0.6 square feet per person served by each community's public library. The Long Range Program and the 1989 and 1991 surveys of public library facilities indicate that Virginia is far short of achieving this standard with only 0.37 square feet per person as a statewide average.

The Committee of the Library Board identified several current methods used to finance state and local public construction programs. An examination of the Code of Virginia, research on state programs and discussions with staff members of the Department of Planning and Budget and the Department of the Treasury were undertaken to see if existing funding mechanisms could be used as potential sources of funding for public library construction.

***"Need planning money. Need site money. Need building money."
Shenandoah County***

The Virginia Public Building Authority

The first alternative examined by the committee, the Virginia Public Building Authority Act (Section 2.1-234.10--10-2.1-234.28), was enacted in 1981 for the purpose of acquiring, constructing, improving, and furnishing public buildings for the Commonwealth's use. The Virginia Public Building Authority (VPBA), created by the act, is authorized to undertake construction projects only upon approval by the General Assembly. The VPBA, with the approval of the Governor, may lease to any city, county, town, or other political subdivision, or any agency, department, or public body of the Commonwealth, any public-use facility approved by the General Assembly.

Although it appears that the construction of public libraries might possibly be financed through the Virginia Public Building Authority, several major issues require legal attention before this alternative could be a viable course of action for public library construction: first, legislative, administrative, and financial procedural issues associated with the use of VPBA funds would have to be addressed; second, a case before the Supreme Court of Virginia might impact the tenability of this alternative; third, issues associated with the potential impact of future local public library construction projects on the credit quality of VPBA (state) bonds might influence the use of this financial device.

The Code of Virginia and legislative procedures would require potential public library construction projects to be approved by the General Assembly in order to be eligible for VPBA financing. Two courses of action might be possible. Public library buildings could be leased to either the localities or to the Commonwealth or one of its agencies.

If the locality entered into a lease with the VPBA, the library's governing body would have to appropriate funds to cover the annual debt-service payments.

If the lease is structured between the VPBA and the Commonwealth or one of its agencies, the General Assembly would have to appropriate funds sufficient to cover the annual debt of the public library construction. In this case, the security for the VPBA bonds would be the General Assembly appropriation to cover the debt service.

Another issue relevant to this alternative is that, in either case, the VPBA would retain title to the land and facility, even after the VPBA bonds were repaid. This may present a problem for some localities.

The second major concern regarding the VPBA alternative is a case before the Supreme Court of Virginia involving a bond validation procedure with the Virginia Transportation District Commission. The principal issues of this case are similar to the potential public library construction through VPBA alternative, if the lease for any library constructed would be structured between the locality and the VPBA and if all or part of the debt service is appropriated from local funds by the local governing body. A decision on this case is expected in November 1991.

The third issue regarding the VPBA alternative is the issue of the willingness of the Commonwealth to provide appropriations sufficient to pay the debt service on VPBA bonds and the impact of local and state partnerships on the Commonwealth's bond rating.

Thus far, the VPBA has only financed public building projects that have been for state government buildings for which the General Assembly has appropriated funds or for correctional facilities. The scenario of the Commonwealth's appropriating the partial or total construction of a local public library through the leasing process outlined above might have an impact on the rating of Virginia's bond rating. In the final analysis, the General Assembly would have to make a decision on how essential each public library building was to the public use. It is possible that the inclusion of a local public library construction project under VPBA financing could adversely impact the VPBA's creditworthiness. The estimated need for immediate and future public library construction represents approximately 23% of all VPBA debt issued since its creation in 1981.

The Literary Fund

The committee considered the alternative of using a portion of the Literary Fund for public library construction, since many of the public libraries in the Commonwealth were associated with the growth of local public schools during the first half of this century.

"It is hereby declared to be the policy of the Commonwealth, as a part of its provision for public education, to promote the establishment and development of public library service throughout its various political subdivisions."

**Code of Virginia
Section 42.1 - 46**

The Literary Fund is a permanent and perpetual school fund created and established by the Constitution of Virginia as a depository for monies derived by the Commonwealth from criminal fines and forfeitures. The revenue received each year in addition to fund balances are held by the State Treasurer and administered by the State Board of Education for public school purposes, including the teachers' retirement fund.

According to Section 22.1--22.1-161 of the Code of Virginia, the State Board of Education makes loans from funds on deposit in the Literary Fund to local school districts for the construction, renovation, and expansion of schools. In this process, the Literary Fund Loan Notes represent general obligation loans of the locality for which the locality's taxes are pledged. The interest rate paid by the locality is determined by the State Board of Education based on an assessment of its public school needs and financial strength.

Although the information services of public libraries are essential supports of elementary and secondary education in Virginia, the local school loans provided by the Literary Fund, under current law, cannot be used for any purpose other than the construction of a capital school project that has been approved by the State Board of Education.

Other Sources

Other potential funding sources can be found in Code sections where a public library might be a secondary or tertiary beneficiary, e.g., certain redevelopment instruments could be used to finance a rehabilitation program including a public library.

The Code allows for the establishment of Special Tax Districts. These districts would authorize a locality to define a specific area and to assess residents of this specific area additional taxes in order to support a public facility (e.g., theater or community center) or service (e.g., spraying to eradicate mosquitoes).

The sale of General Obligation Bonds, as defined by and permitted in the state Code, is an option for financing public library construction. At issue, of course, is the ability of the community to repay the money being borrowed.

The General Assembly could also consider appropriating from general revenues a program to support public library construction. A state program of matching funds could be established similar to the federal LSCA program, in which a percentage of state funds would be matched by local resources, resulting in the same dual effect of constructing public libraries and stimulating local economies.

III. Conclusions

Based on the surveys of public library facilities, research on national trends, and an examination of financial options, the Library Board concludes:

- There is an immediate and documented need for over one million square feet of public library space in Virginia.
- The need for public library space is present in all types of communities: urban, rural, and suburban.
- Existing funding sources have not satisfied the need for construction or renovation of public library buildings.
- Two primary funding sources for public library buildings have declined:
 - Private funds, i.e., donations from individuals and foundations, have not been a significant factor in building public libraries in Virginia since the early 1940s.
 - Federal funds, in the form of Library Services and Construction Act grants for building, have declined substantially since their peak in the late 1970s.
- The opportunity to receive matching grants of state, federal, or private money encourages local governments to initiate capital projects to build public library buildings.
- None of the existing financial mechanisms are adequate to provide state funds to localities to build or renovate public library buildings.
- Several states have instituted public library building programs using state revenues to provide matching grants to localities to build or renovate public library buildings.

IV. Recommendations

Recommendation 1: That the Governor and General Assembly acknowledge the need for additional library space for the Commonwealth's public libraries.

Recommendation 2: That the Governor, General Assembly, and the Library Board formulate a long-term program to assist Virginia's localities in financing public library construction, renovation, remodeling, and addition so that the "people's university" may be adequate to meet the lifelong information needs of Virginia's citizens in the twenty-first century.

Recommendation 3: That the Virginia State Library and Archives initiate a long-term program to assist Virginia's localities in assessing public library construction needs, in planning facilities to meet citizens' information needs, and in designing the program and financial administrative means to aid the construction of facilities that enhance the quality of lifelong learning services provided to Virginia's communities by their public libraries.

Recommendation 4: That the Library Board initiate plans for providing consulting and technical assistance to public libraries in securing private funding for public library construction.

V. Appendices

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Appendix A

1990 SESSION

LD4280506

**HOUSE JOINT RESOLUTION NO. 128
AMENDMENT IN THE NATURE OF A SUBSTITUTE
(Proposed by the House Committee on Rules
on February 11, 1990)**

(Patron Prior to Substitute-Delegate Marks)

Requesting the State Library Board to study the need for library construction and renovation in the Commonwealth.

WHEREAS, the public libraries of Virginia are an integral part of Virginia's educational system, the people's university where individuals educate themselves and enrich their lives; and

WHEREAS, it is the right of citizens of Virginia to have free, timely, and convenient access to information, library materials and services that meet individual educational, informational, and recreational needs and interest; and

WHEREAS, the Virginia State Library and Archives has conducted a preliminary survey to identify public library construction needs in the Commonwealth; and

WHEREAS, the initial survey indicates a severe discrepancy between needs of the citizens throughout the Commonwealth for access to library materials and services and existing library facilities; and

WHEREAS, the Virginia public library standards, Planning for Library Excellence, noted the need to increase library space to .6 square feet per capita; and

WHEREAS, the total square feet available in Virginia is .37, half that amount; and

WHEREAS, many public libraries are either totally or partially inaccessible to the handicapped; and

WHEREAS, the initial survey indicates that many public library buildings lack the necessary electrical and mechanical systems to support the vast array of technology becoming available in the library information field; and

WHEREAS, the State Library Board has established, as a priority in its long-range program, improving access to information by providing and improving public library facilities for local committees; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the State Library Board be requested to study the need for library construction and renovation throughout the Commonwealth, and to recommend sources for funding identified needs.

The Board shall complete its work in time to submit its findings and recommendations to the Governor and the 1991 General Assembly pursuant to the procedures of the Division of Legislative Automated Systems for the processing of legislative documents, by October 31, 1991, in order to provide data for the preparation of the Governor's 1992-94 budget recommendations to the General Assembly.

Appendix B
Summary of Responses to the 1989/1991 Survey of Public Library Administrators

LIBRARY NAME	EXISTING SQUARE FOOTAGE	1990 POPULATION X .60	PROJECTED SQUARE FT. NEEDED NOW	ADDITIONAL PROJECTED SQUARE FT. NEEDED 10-15 YRS.
Alexandria Library	50,274	66,710	44,300	5,000
Amherst County	17,600	17,147	0	0
Appomattox County	5,456	7,379	0	5,550
Appomattox Regional	-	42,873	6,000	5,000
Augusta County	27,000	32,806	-	10,000
Arlington County	116,088	102,562	-	-
Bassett Public			0	0
Blue Ridge Regional	38,529	54,346	0	N/A?
Botetourt County	12,000	14,995	2,400	3,000
Bristol Public	12,427	11,056	13,000	20,000
Buchanan County	12,000	18,800	10,000	10,000
Buckingham County	4,000	7,723	1,500	4,000
Campbell County	41,700	28,543	12,500	16,000
Caroline County	1,800	11,530	3,600	5,000
Central Rappahannock	47,413	91,888	66,000	94,000
Charles P. Jones Memorial	4,590	12,100	5,000	10,000
Charlotte County Public	1,896	7,013	0	500
Chesapeake Public	102,331	91,186	51,700	85,400
Chesterfield	59,810	125,564	123,000	123,000
Clifton Forge	3,850	2,807	2,350	unknown
Colonial Heights	11,400	9,638	0	0
Culpeper Town & County	4,000	16,675	6,000	6,000
Cumberland County	1,500	4,695	1,500	3,000
Danville Public	24,948	31,834	11,000	8,000
Eastern Shore	11,900	28,858	0	0
Essex County	1,963*	5,213	3,437	?
Fairfax County	281,810	502,924	134,500	5,000
Fauquier	17,900	29,245	7,000	1,600
Fluvanna County	5,500	7,457	1,500	3,000
Franklin County	9,600	23,729	0	4,000
Franklin Library Assoc.	3,500	4,718	7,000	7,000
Galax-Carrol Regional	12,315	19,958	6,180	20,400
Gloucester County	6,922	18,079	15,668	24,482

Appendix B
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Continued

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Halifax/South Boston	-	21,618	200	200
Hampton	75,089	80,276	0	0
The Handley	37,608	47,863	5,000	2,500
Henrico County	105,630	130,729	46,311	0
Heritage Library	5,000	10,036	0	5,000
Highland County	3,200	1,581	0	0
James L. Hamner	1,400*	5,272	?	1,400
Jefferson-Madison Reg.	78,870	91,069	20,125	21,450
L. E. Smoot	11,032	8,116	1,000	15,000
Lancaster County	10,000	6,538	0	5,000
Lonesome Pine Regional	78,003	65,484	6,950	8,950
Loudoun County	74,150	51,677	16,800	57,900
Lynchburg	39,500	39,629	0	15,000
Madison County	3,924	7,170	0	N/A
Mary Riley Styles	15,000	5,747	15,000	10,000
Meherrin Regional	24,016	18,088	0	0
Middlesex County	2,568	5,192	4,832	-
Montgomery-Floyd Regional	30,100	51,551	6,300	24,000
Morgan Memorial (Suffolk)	4,631	31,285	17,400	1,800
New Market Area	1,084	900	0	0
Newport News	48,225	102,027	56,700	8,000
Norfolk		156,737		
Nottoway	11,466	8,996	1,804	-
Orange County	5,068	12,853	7,700	27,500
Pamunkey Regional	22,973	53,029	20,325	21,800
Pearisburg	8,118	?	1,200	3,600
Pittsylvania County	9,576	33,393	3,550	3,000
Poquoson	4,232	6,603	6,000	6,000
Portsmouth	41,633	62,344	9,000	21,000
Prince William	109,229	150,226	0	0
Pulaski County	10,000	20,698	10,400	-
Radford	8,750	9,564	4,200	4,200
Rappahannock County	5,500	3,973	0	3,832

Appendix B
Summary of Responses to the 1989/1991 Survey of Public Library Administrators
Continued

LIBRARY NAME	EXISTING SQUARE FOOTAGE	1990 POPULATION X .60	PROJECTED SQUARE FT. NEEDED NOW	ADDITIONAL PROJECTED SQUARE FT. NEEDED 10-15 YRS.
Richmond Public	175,259	121,834	0	0
Roanoke City	33,772	60,461	1,200	6,880
Roanoke County	42,399	47,599	6,000	15,000
Rockbridge Regional	26,054	21,908	6,050	3,550
Rockingham	28,743	65,927	10,000	20,000
Russell County	10,000	17,200	-	7,560
Salem	16,542	14,254	0	0
Samuels (Warren Co.)	10,800	15,685	0	0
Shenandoah County	2,200	18,982	10,000	-
Smyth-Bland Regional	26,111	23,330	2,000	1,500
Southside Regional	21,358	24,396	11,350	6,200
Staunton	18,110	14,677	15,000	35,000
Tazewell County	25,026	27,576	2,564	10,500
Virginia Beach	162,046	235,841	29,551	57,750
Washington County		27,532	-	-
Williamsburg Regional	30,500	27,833	6,000	0
Wythe-Grayson Regional	18,500	25,046	6,860	6,980
York County	11,882	25,453	12,000	7,000
TOTALS	2,496,899	3,565,850	914,507	922,969

* Denotes net square footage

Library Facilities with Special Physical Features		
Building Recycled	78	31.6%
Building not accessible to handicapped	35	14.2%
Facility leased	27	10.9%
Facility shared	10	4.0%

This data is based upon 241 facilities of the 84 responding libraries.

Electrical/Mechanical Upgrade Needed for Technologies		
Extensive	41	16.7%
Moderate	67	27.3%
Minimum	67	27.3%
None	70	28.6%

This data is based upon 245 facilities.

Year Facility Initially Constructed		
1700 - 1930's	34	15.0%
1940's	12	5.3%
1950's	24	10.6%
1960's	42	18.5%
1970's	55	24.2%
1980's	42	18.5%
1990's	18	7.9%

This data is based upon 227 facilities.

Other Facility Notes from Survey

All the current facilities of the Central Rappahannock Regional Library are recycled buildings. This is also the case with the two facilities in Gloucester and in Middlesex, and the three facilities in Pittsylvania.

Three facilities date from the 18th Century: Middlesex (1766), Staunton (1780), and Lloyd, Alexandria (1799).

Five were originally built in the 19th century: New Market (1800s), Gloucester (1800s), Charlotte (1836), Madison (1840), Maiden Spring, Tazewell (1890), Buena Vista, and Rockbridge Regional (1895).

Appendix C

Space Needed According to Standards			
	Level I	Level II	Level III
Seating	55,149	55,149	55,149
Collections	1,225,336	1,836,208	2,451,072
Staff	350,153	490,214	612,768
Totals	1,630,638	2,381,571	3,118,989

Explanatory Notes:

1990 Virginia Population (Census) - 6,127,680

- Square footage required for minimum seating, defined at 3 per 1,000 population

$$6,127,680/1,000 = 6,127 \times 3 = 18,383 \times 30 \text{ sq. ft.} = 55,149 \text{ sq. ft.}$$

- Square footage required for staffing

Level I - 1 FTE per 3,500 population

$$6,127,680/3,500 = 1,750 \times 200 \text{ sq. ft.} = 350,153 \text{ sq. ft.}$$

Level II - 1 FTE per 2,500 population

$$6,127,680/2,500 = 2,451 \times 200 \text{ sq. ft.} = 490,214 \text{ sq. ft.}$$

Level III - 1 FTE per 2,000 population

$$6,127,680/2,000 = 3,063 \times 200 \text{ sq. ft.} = 612,768 \text{ sq. ft.}$$

- Space required for collections

Level I - 2 volumes per capita

$$6,127,680 \times 2 = 12,253,360/10 \text{ vol. per sq. ft.} = 1,225,336 \text{ sq. ft.}$$

Level II - 3 volumes per capita

$$6,127,680 \times 3 = 18,362,080/10 \text{ vol. per sq. ft.} = 1,836,208 \text{ sq. ft.}$$

Level III - 4 volumes per capita

$$6,127,680 \times 4 = 24,510,720/10 \text{ vol. per sq. ft.} = 2,451,072 \text{ sq. ft.}$$

PUBLIC LIBRARY BUILDINGS: NATIONWIDE CONSTRUCTION & RENOVATION FUNDING SOURCES

Fiscal Year	Number of New Buildings	Number of ARRS*	Total Projects	Total Federal \$s	Total State \$s	Total Local \$s	Total Gift \$s	Total Funds
1981	82	76	158	22,375,605	4,880,422	100,698,102	12,065,703	140,019,832
1982	92	76	168	17,420,373	24,581,802	112,546,992	22,880,377	177,429,544
1983	54	42	96	5,448,137	11,335,489	58,184,924	7,129,671	82,098,221
1984	48	63	111	4,502,312	7,124,956	93,964,773	4,007,993	109,600,034
1985	99	125	224	17,890,217	5,746,952	97,010,901	19,256,432	139,904,502
1986	71	120	191	11,120,611	8,917,953	116,969,907	20,754,241	157,762,712
1987	101	150	251	10,434,498	13,021,558	181,186,229	13,917,078	218,559,363
1988	101	142	242	14,674,077	20,771,413	191,427,737	21,890,026	248,763,253
1989	111	124	235	16,404,153	55,712,687	246,403,145	28,648,306	347,168,291
1990	127	123	250	17,577,896	36,766,149	208,459,281	29,022,628	291,825,954
TOTALS				137,847,879	188,859,381	1,406,851,991	179,572,455	1,913,131,706

* Additions, Remodeling, and Renovations

Source: Annual Survey of Library Construction Projects conducted by Library Journal

Appendix E

EXCERPTS FROM THE SURVEY

All plans for the new library are now in limbo. The present building will probably only be patched, not remodeled or added to.--Arlington

One library is a recycled immobile bookmobile.--Appomattox Regional

Things are very depressing around here, with the crowded shelves and "cubby-hole" of an office.--Caroline

Adequate library buildings are critically needed and the county, with an economy based on farming and watermen, has no avenues available for funding. Complicating the problem is the lack of libraries in many of the public schools.--Westmoreland County

Our library constantly weeds the collection to make room for new books. Our shelves have reached full capacity and we no longer have room to add shelving. We are overcrowded and the circulation keeps increasing from year to year. The children's programs are limited because of money and space. We need a larger library. Our library Board of Trustees now feel that "It's a bad time to try and build or do any fundraising."--C. P. Jones, Covington

The need for extra library space . . . is critical. In spite of constant weeding there are areas in the adult collection . . . that will not hold all the books that need to be shelved. The lack of meeting rooms limits the programming that the library can do.--Culpeper

In order to better serve the people of the county, to achieve state levels of excellence and to provide for projected growth, existing facilities are no longer adequate and an addition is essential to provide space for the following: book collections, children's services, junior services, meeting room, staff technical services.--Cumberland

This facility was not designed to be a library. The floor cannot withstand tall, fully loaded stacks. A (new) library facility is needed to meet basic needs.--Westover branch, Danville

Within the next few years, the library will need a branch in the Smith Mountain Lake area. That's the fastest growing area of the county and the furthest from town. Currently the area is served by a bookmobile.--Franklin County

The building is old (1925) . . . and has significantly less space than required for a headquarters facility. Shelves are full; weeding and revision of collection is on-going.--Galax-Carroll

Over 50% of the population of Gloucester lives in this service area which has an 800 sq. ft. facility!--Gloucester

The Library Board's recently completed five-year plan calls for 25,000 sq. ft. of library space in the county by 1995. We also desperately need staff space and effective Technical Services space.--Handley, Winchester

We need to install new bathroom fixtures, replace the front doors, and invest in face-lifting and repairs.--The Heritage Library, New Kent County

The facility is inadequate to meet current needs. . . . There is not enough space for our collections. There is no space for public microfiche readers and other such equipment. . . . Since the county is currently being sued for a proposed dump and a new elementary school is supposed to be built, there is absolutely no interest in building a new library. . . . And to top it off, it is inaccessible to handicapped persons.--J. L. Hamner, Amelia

Current facility is a parked bookmobile.--Rose Hill, Lonesome Pine

We desperately need a new main library building. Handicapped access is also a critical need . . . ; we have no library staff work area, no space for user stations, or additional space for bookstacks.--Middlesex

The building has a long history of roof leaks. The HVAC systems are old and require frequent repair.--Blacksburg, Montgomery-Floyd

Our Outreach Services facility is inadequately accessible for our patrons with disabilities, especially for the blind and physically disabled patrons. . . . Browsing for these patrons is impossible in our current facility, as is any in-house use of assistive devices such as Visualtek or Talking World Book Encyclopedia.--Newport News

The present library is less than one half the square feet recommended for the populations now being served. It contains too little office space, too little shelf space, too little seating and is inefficient for the volume of business we are doing.--Orange

We currently occupy . . . less than half of the space we need according to the guideline of .6 sq. ft. . . . None of our three counties has ever had a successful bond referendum--or any bond referendum for library buildings. . . . The first question asked when the Library Board presents its building requests is "Is there any state or federal money available to help with this project?"--Pamunkey Regional

We have 27,000 books crammed into a facility originally designed to house 10,000 volumes. In some instances adult and children's books alike are being shelved 8 feet off the floor. Needless to say, we are desperate for space.--Pearisburg

The reading area, circulation area, bookstacks, and work area are all cramped. Daily, 5 full-time and 3 part-time city employees are confined in a work area that was designed for 3. The library user's survey conducted in 1989 also indicated the need for a quiet study area, larger reading area, and a teen section. These internal and external pressures indicate a critical need for larger and suitable quarters.--Poquoson

We are very cramped for staff work space and are quickly running out of room to house the growing book collection. Any automation efforts will require extensive re-wiring of the building to provide enough outlets.--Pulaski

It is planned to put a bond issue before the citizens in 11/91 to include many things including a new library for \$1.4 million. If this bond issue does not pass this library will be handicapped for many years.--Hollins, Roanoke County

The Goshen library is in the same building as the mayor's office. This building is in the flood plain. The library needs to be relocated and enlarged.--Rockbridge Regional

A branch must be built in the near future in order to access county users. Remodelling or expansion of the existing building must be considered within the next 10 years.--Russell

The library is rented space in the basement of a bank. Need planning money. Need site money. Need building money.--Shenandoah County

During the past ten years much progress has been made in improving our facilities. Most of the funds have been provided by private contributions and fund-raising efforts by Friends groups. New facilities are badly needed to replace our headquarters library and the Victoria branch. Local funding for both could be difficult.--Southside Regional

If pictures are needed to reinforce the idea of extremely crowded situations, we can provide.--Staunton

The library needs additional space now for children's services, including collections, readers, and programming; for special collections of local history, including photographs; for new technology; and for storage of equipment and supplies. The library will require space in the future for expanded collections, additional staff, and an automated system.--Tazewell