

**INTERIM REPORT OF THE**

**JOINT SUBCOMMITTEE STUDYING  
THE REORGANIZATION OF THE  
STATE LIBRARY AND ARCHIVES**

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



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## **EXECUTIVE SUMMARY**

### **Authority and Study Objectives**

Adopted by the 1994 Session of the General Assembly, Senate Joint Resolution No. 96 established a nine-member joint subcommittee to study the reorganization of the Virginia State Library and Archives. The subcommittee was also directed to "inventory the collection of historical art work" in the State Capitol, to develop recommendations regarding its restoration and preservation, and to submit its findings and recommendations to the Governor and the 1995 Session of the General Assembly.

To meet these study directives, the subcommittee's work necessarily included a review of the history, mission, and duties of the Virginia State Library and Archives. In addition, the subcommittee focused on the designation and application of funds for the Library and Archives, including federal, state, local, and private funds, and the economic impact of the Library and Archives on tourism in the metropolitan Richmond area. Also warranting subcommittee consideration were the organization and funding of state libraries and archives in other states. Finally, the subcommittee focused on the financial and policy implications of creating separate organizational structures for the State Archives and The Library of Virginia.

### **Founding and History**

The Commonwealth's state library traces its roots to the 17th century and the Council of Virginia, a colonial governmental entity whose varied duties necessitated the collection and storage of books and records. The concept of a state library received legislative attention in 1779 with the introduction of Thomas Jefferson's "Bill for Establishing a Public Library." Although Jefferson's bill failed, the issue was revisited in 1823, when the General Assembly authorized the creation of a library under the executive branch. The state library board was created in 1902, and the Secretary of Education was made responsible for the State Library in 1976. Having operated under a variety of titles, the Virginia State Library and Archives was renamed The Library of Virginia in 1994.

In the colonial period, records were housed in the state houses in Jamestown and Williamsburg, and briefly at the College of William and Mary. In 1828, the new Capitol in Richmond was designated as the home of the State Library. In 1892, the General Assembly authorized the construction of a separate state library building; this facility was replaced about 50 years later by the current library building. Supported by Virginia Public Building Authority revenue bonds, construction for the new Library building began in September 1993, with a scheduled completion date of early 1996.

### **Governance and Mission**

The Library Board, whose 15 members are appointed by the Governor for five-year terms, is empowered to promulgate rules and regulations for the government and use

of The Library. As the designated official custodian and trustee for the Commonwealth of all public records transferred to it, the Library Board is responsible for archival records management. Overseeing the operation of The Library of Virginia is the State Librarian. The Librarian requests appropriations, approves expenditures of Library funds, and appoints the State Archivist.

The mission of The Library of Virginia is threefold: to be the library agency of the Commonwealth; to act as the state's archival agency; and to serve as the reference library at the seat of government. Reflecting this multifaceted mission is The Library's organizational structure, which today includes an Administrative Services Division, the Archives and Records Division, the General Library Division, the Library Development and Networking Division, and the Publications and Cultural Affairs Division. The Library received over \$19.5 million and \$22.6 million in state general and special fund appropriations in each respective year of the 1994-1996 fiscal biennium. Federal trust fund moneys for The Library exceeded six million dollars.

The scope of The Library's collection is determined by the Library Board upon the recommendation of the State Librarian. The collection of research and reference resources, rare books, and periodical literature is within the purview of the **General Library Division**. It is estimated that the division's collection of rare books, documents, prints, and periodicals exceeds 1.4 million items.

Perhaps one of the most significant duties of The Library in its role as the Commonwealth's chief library agency is the distribution of state and federal library funds to the local libraries across Virginia. The **Library Development and Networking Division** is responsible for the distribution of these library funds. The division also promotes coordination between libraries across Virginia in such programs as library construction, literacy initiatives, and continuing education.

As a reference library, The Library of Virginia is authorized to establish a catalogue of all books, pamphlets, and other materials owned and used for reference by all other agencies of the Commonwealth. Enhancing this reference function is the Commonwealth's statutory policy promoting the networking of all public, academic, special, and school libraries.

As the Commonwealth's archival agency, The Library of Virginia retains a plethora of official papers that document Virginia history and government. Preserved in its archives are the correspondence and records of each Virginia Governor; official publications of cities and towns; state agency publications and annual reports; various family and circuit court records, either as microfilm or hard copy; election records; adoption records; and original recorded wills. The **Archives and Records Division** assists state and local agencies in records management and preservation, responds to research requests, and is responsible for the circuit court records retention and preservation program. The division's holdings include over 52,000 cubic feet of court records, tax documents, government records, and personal papers and maps.

The **Publications and Cultural Affairs Division** publishes the *Virginia Cavalcade*, a quarterly magazine, as well as other documents, and promotes reading appreciation through the Virginia Center for the Book.

### **Staffing and Funding**

The Library's staff is comprised of librarians, conservators, historians, archivists, technicians, and computer specialists, as well as a variety of administrative, clerical, security, and custodial personnel. The Library's maximum employment level now stands at 154. Current staffing and management practices are largely the product of numerous studies and internal reviews conducted in the last 10 years. The Library's present organizational and staffing structure--combining library and archival functions in one state agency--reflects practices that can be traced to The Library's founding. The placement of archival functions varies across the country, however, as states have assigned this duty to other state agencies as well as to independent state archival agencies.

The Library's appropriation for fiscal year 1995, from all sources, totaled \$22.5 million. Testimony before the joint subcommittee indicated that budget constraints hamper The Library's ability to preserve its collections and to advance new technologies that increase accessibility for citizens throughout Virginia. The Library of Virginia currently ranks 23rd among the Commonwealth's public libraries in library materials expenditures, and ninth when compared to Virginia's state university libraries.

### **Conclusions and Recommendation**

Any reorganization of the library and archival functions of The Library of Virginia requires careful consideration of a variety of issues. Examination of recent funding levels--and the efficiency of their application--is necessary to determine any need to redefine The Library's organizational structure. Further study is also needed to develop recommendations that will help ensure the fulfillment of The Library's multi-faceted mission and the Archives' ability to preserve and restore its holdings. The joint subcommittee should continue its examination of the organizational structure of the Library of Virginia and should consider, among other things, Library funding and staff levels; current and projected storage and space needs and preservation efforts; the progress of construction of the new Library facility and the proposed Record Center; the inventory and preservation needs of The Library's historic art works; and the efficacy and appropriateness of establishing the Archives as an autonomous state agency, separate from The Library. Therefore, the subcommittee makes the following recommendation:

**RECOMMENDATION:** *That the joint subcommittee studying the future of The Library of Virginia be continued.*

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# **INTERIM REPORT**

## **Authority and Study Objectives**

Adopted by the 1994 Session of the General Assembly, Senate Joint Resolution No. 96 established a nine-member joint subcommittee to study "the future of the Virginia State Library and Archives," to "inventory the collection of historical art work" in the State Capitol and to develop recommendations regarding the collection's restoration and preservation. The resolution contrasts the "multiple purposes, objectives and functions" of The Library and the Archives with the current organizational structure that combines these two entities as one state agency. This structure, the resolution notes, may have prompted funding levels insufficient to support the mission of the Archives. Citing the tourism dollars the Archives attracts to the Richmond area, the resolution states that the Archives claims only 26 percent of the total operating budget of The Library of Virginia.

The subcommittee was comprised of three members of the Senate, appointed by the Senate Committee on Privileges and Elections; four members of the House of Delegates, appointed by the Speaker of the House; and two members at large, one appointed by the Senate Committee on Privileges and Elections and one by the Speaker. The joint subcommittee was to submit its findings and recommendations to the Governor and the 1995 Session of the General Assembly.

To meet its study directives, the subcommittee's work necessarily included a review of the history, mission, and duties of The Library of Virginia. In addition, the subcommittee focused on the designation and application of funds for The Library, including federal, state, local, and private funds, and the economic impact of the Archives and The Library on tourism in the metropolitan Richmond area. Also warranting subcommittee consideration were the organization and funding of state libraries and archives in other states. Finally, the subcommittee has focused on the financial and policy implications of creating separate organizational structures for The Library of Virginia and the State Archives.

### **The Founding of the Commonwealth's Library: A Legislative History**

Although Andrew Carnegie is generally associated with the founding of many public libraries at the turn of the 20th century, the Commonwealth's state library traces its roots to the 17th century and the Council of Virginia, a colonial governmental entity whose varied legislative, executive, and judicial duties necessitated the collection and storage of books and records. The concept of a state library received legislative attention in 1779 with the introduction of Thomas Jefferson's "Bill for Establishing a Public Library." Recommended by a special committee on the revision of Virginia law whose membership included not only Jefferson but also George Mason, Edmund Pendleton,

Thomas Ludwell Lee, and George Wythe, the measure contemplated an annual appropriation of 2,000 pounds to support a state reference library in Richmond.<sup>1</sup>

Although Jefferson's bill failed, the General Assembly revisited the issue in 1823, prompted perhaps in part by the proliferation of library societies in Virginia. Included in "an Act for completing the publication of the Statutes at Large" was a provision establishing a library "under the superintendence of the executive, for the use of the court of appeals and general court, and of the General Assembly during the sessions thereof." Proceeds from the sales of Hening's *Statutes at Large* would be appropriated to support the creation of the library. This initial action proved ineffective, however, and in 1826 the General Assembly passed an act "to provide more effectually for the establishment of a public library." Authorizing an agent for the sale of the *Statutes* and case reports to support the library, the act directed that the library be located "at the seat of government, and . . . consist of such books in law, literature, science, and the arts, as may be useful to the several departments of the government." Also supporting the library were proceeds of sales of Virginia maps. Loans from the Literary Fund helped expand the library's collection in 1829 and 1830.<sup>2</sup>

The library found its first home in 1828, after the legislature decreed that "the executive of this commonwealth . . . select within the capitol a suitable room for the location of the public library . . ." The clerk of the executive council, acting *ex officio* as public librarian, was to preserve and maintain the collection, which consisted of about 1,600 books as well as maps and atlases. Pursuant to library regulations, access to the institution was restricted to public officers, a practice that continued until at least 1856. The library was to be open from 9 a.m. to 3 p.m. daily, except Sundays, during legislative sessions and to judges during court sessions. The remainder of the year, library hours were limited to Tuesday, Thursday, and Saturday.<sup>3</sup>

The 1823 legislative act placed the library within the executive branch. While supervision of the library rested with the clerk of the executive council, the selection of books was initially within the purview of a three-member council, appointed by the executive. Control of the library was transferred in 1830 to a joint legislative committee; it was the duty of the librarian to submit annual reports and an accounting of library

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<sup>1</sup>T. Rub. "The day of big operations: Andrew Carnegie and his libraries." *Architectural Record* 81 (July 1985); W. Hall. "The Virginia State Library: History, Homes, Work." *Commonwealth* 9 (October 1941) [hereinafter referred to as Hall]; Virginia State Library and Archives. *Archives and Agencies/Agency History Record* [hereinafter referred to as *Record*].

<sup>2</sup>Hall, *supra* note 1, at 10; Acts of Assembly 1822-23, ch. 12, p.15; Acts of Assembly 1825-26, ch. 7, p. 8; Acts of Assembly 1826-27, ch. 8, p. 12; Acts of Assembly 1828-29, ch. 8, p. 9; Acts of Assembly 1829-30, ch. 8, p. 11, all as documented in *Supplement to the Revised Code of the Laws of Virginia* (1833).

<sup>3</sup>Hall, *supra* note 1, at 10, citing the November 20, 1828 *Richmond Compiler*; *Record*, *supra* note 1; Acts of Assembly 1827-28, ch. 13, p. 12, as documented in *Supplement to the Revised Code of the Laws of Virginia* (1833).



moneys to this committee. The Secretary of the Commonwealth became state librarian in 1832 and held this position until 1903.<sup>4</sup>

The 1902 Constitutional Revision and corresponding legislation placed the management of the state library with a five-member library board, appointed by the State Board of Education. The state librarian, now selected by the library board, would serve as board secretary.<sup>5</sup> Subsequent constitutional amendments omitted language regarding the appointing authority of the Board of Education as "a matter of detail that should not be in the Constitution." This appointment structure changed in 1944, however, when the General Assembly expanded the library board membership to seven and granted the Governor authority to appoint six members. The Superintendent of Public Instruction would serve as the seventh member, *ex officio*. The Board retained authority to appoint the state librarian.<sup>6</sup> In 1968, statutory amendments increased size of the Board to nine, and eliminated the Superintendent's *ex officio* position.<sup>7</sup>

The Secretary of Education was made responsible for the State Library in 1976. Eight years later, the State Library was deemed an institution of higher education; this designation was refined in 1986 to "educational institution and an institution of learning." Additional statutory amendments again increased Board membership--this time, to 15--and provided for a five-member executive committee of the Board to perform Board-imposed duties. Although the 1977 Session of the General Assembly approved legislation providing for gubernatorial appointment of the administrative heads of state agencies "notwithstanding any other provision of law to the contrary," it was not until 1984 that Title 42.1 was amended to clarify that the authority to appoint the State Librarian would be transferred from the Library Board to the Governor.<sup>8</sup>

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<sup>4</sup>Hall, *supra* note 1, at 10-11; *Record, supra* note 1; Acts of Assembly 1825-26, ch. 7, p. 8; Acts of Assembly 1828-29, ch. 8, p. 9, Acts of Assembly 1829-30, ch. 8, p. 11, as documented in *Supplement to the Revised Code of the Laws of Virginia* (1833); Acts of Assembly 1832, ch. 9, p. 11.

<sup>5</sup>Va. Constitution of 1902, § 132 (Pollard 1904); Acts of Assembly 1904, c. 547; Va. Code Ann. § 254 (Pollard 1904); *see also*, Hall, *supra* note 1, at 11; *Record, supra* note 1.

<sup>6</sup>1944 Acts of Assembly, c. 463; *Report of the Commission on Code Recodification and Proposed Code of Virginia*, §§ 42-32; 42-50 (1947); Virginia Constitution § 132 (1930); Code of Virginia 1950, §§ 42-34, 42-48 (1949).

<sup>7</sup>1968 Acts of Assembly, c. 122.

<sup>8</sup>1976 Acts of Assembly, c. 733; 1977 Acts of Assembly, c. 542; 1984 Acts of Assembly, cc. 389, 445; 1986 Acts of Assembly, c. 565. The Commission on State Governmental Management, known as the Hopkins Commission, had agreed in its October 1974 meeting that appointment authority for agency heads should rest with the Governor; a formal recommendation, supported by Senate Bill No. 667, was submitted in 1977. Commission on State Governmental Management, *Staff Documents: Executive Management Responsibilities*, vol. 1, at 82; 129 (February 1976); Commission on State Governmental Management, *Seventh Interim Report: Priority Proposals for 1977* (January 1977).

## Highlights in the History of The Library of Virginia

- Late 1600s** Records at state house in Jamestown; later at William & Mary (1699).
- 1779** Jefferson's "Bill for Establishing a Public Library" introduced.
- 1823** Virginia General Assembly passes "Act for completing the publication of the Statutes at Large" establishing a library under executive branch.
- 1826** General Assembly passes legislation "to provide more effectually for the establishment of a public library," locating library "at the seat of government."
- 1828** Library located in State Capitol.
- 1829** Literary Fund loans support expansion of library collection.
- 1830** Control of library vested in joint legislative committee.
- 1832** Secretary of the Commonwealth becomes state librarian.
- 1892** General Assembly authorizes construction of separate library building.
- 1902** Library board created; state librarian selected by board.
- 1940** New library building opens at 11th and Broad Streets.
- 1944** Board membership increased from 5 to 7: Superintendent of Public Instruction serves ex officio.
- 1968** Board membership increased to nine; no ex officio members.
- 1976** Secretary of Education made responsible for State Library.
- 1984** Gubernatorial appointment of State Librarian instituted.
- 1986** Board membership increased to 15.
- 1993** Construction of new Library facility commences.
- 1994** State Library and Archives renamed The Library of Virginia.

Referred to generally in state statutes as the "library" or "State Library," the library did not receive a statutory name until the 1970 recodification of Title 42, when the designation "**Virginia State Library**" was introduced. The library was officially renamed the **Virginia State Library and Archives** in 1987 and, in 1994, became **The Library of Virginia**.<sup>9</sup>

## **Housing the Commonwealth's Library**

The evolution of the Commonwealth's state library facilities not only reflects Virginia history but also a continuing commitment to The Library's multifaceted mission. In the early colonial period, records held by the secretary of state were housed at the state house in Jamestown; those books and records that were not burned in the 1676 Bacon's Rebellion were stored at the secretary's home. When the capital was transferred from Jamestown to Williamsburg in 1699, these materials were housed temporarily at the College of William and Mary during construction of the new Capitol. This facility is thought to have stored most of the Commonwealth's records by 1705, when fire destroyed the College. The new Capitol itself was consumed by fire in 1747, "resulting in some loss and great confusion in the collections of books and papers." A special legislative session that year failed to authorize the construction of a facility designed to store public records.<sup>10</sup>

Further rending the Virginia colony's records collections were the Revolutionary War and another capital transfer--this time, from Williamsburg to Richmond. The end of the 18th century witnessed the completion of the new Capitol in Richmond; the southeast corner of this building was designated as the home of the newly created State Library in 1828.<sup>11</sup> This facility, too, eventually succumbed to war; a joint legislative committee reported in 1867 that the Commonwealth's library had "suffered extensive, serious and in some cases, irreparable losses . . . ." Repairs authorized by the 1874 Session of the General Assembly did little to solve overcrowding problems and the need for supplemental rental space, however, and, in 1892, the General Assembly finally authorized the construction of a separate state library building. The facility was occupied in 1895, but this space soon became inadequate to house the Commonwealth's burgeoning collections. An attempt to construct a new library as a war memorial failed in the 1920s.<sup>12</sup>

With the passage of the Depression came renewed interest in erecting a larger state library. A State Library Building Commission negotiated the acquisition of property from the City of Richmond at no cost to the Commonwealth in 1938. Located on Broad Street between Eleventh and Twelfth Streets, this site was to house not only the State Library, but also the State Law Library, the Supreme Court of Appeals, and the

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<sup>9</sup>1970 Acts of Assembly, c. 606; 1987 Acts of Assembly, c. 458; 1994 Acts of Assembly, c. 64.

<sup>10</sup>Hall, *supra* note 1, at 11.

<sup>11</sup>Hall, *supra* note 1, at 11; Acts of Assembly 1827-28, ch. 13, p. 12, as documented in *Supplement to the Revised Code of the Laws of Virginia* (1833).

<sup>12</sup>Hall, *supra* note 1, at 12, 13.

Department of Law. Supported by a one-million-dollar legislative appropriation and a federal Public Works Administration grant of \$818,181, the new Library opened in December 1940.<sup>13</sup>

A 1987 feasibility study reported that the Library again faced "a severe physical crisis which seriously impedes the Library's mission to the Commonwealth." Citing poor safety and environmental conditions that hampered the Library's expansion as well as its utility to the Commonwealth, the study offered alternative proposals for the renovation or replacement of the facility. The report concluded by describing the construction of a new library as the "plain" choice for the future.<sup>14</sup> Subsequent planning studies focused on an eight-floor replacement facility at Ninth and Broad Streets.<sup>15</sup> The 1992 Session of the General Assembly authorized the Virginia Public Building Authority to issue revenue bonds in an amount not to exceed \$55,591,200, plus issuance and other costs, for constructing and furnishing a new State Library Building.<sup>16</sup> Construction for the new Library building began in September 1993, with a scheduled completion date of early 1996.<sup>17</sup>

## Administration and Governance of The Library

The Library of Virginia is governed by the 15-member **Library Board**. Appointed by the Governor for five-year terms, the Board members may serve no more than two successive full terms. Board members may submit to the Governor a list of Board candidates "based upon interest and knowledge, geographic representation, participation in community affairs, and concern for the welfare of the Commonwealth." The Board selects a chairman and vice chairman from its membership as well as an executive committee of at least five members. Members serve without compensation, but are reimbursed for expenses incurred in the discharge of their duties. The Board's minutes and records of receipts and disbursements are maintained as public records.<sup>18</sup>

The Board possesses broad authority to do "such things as it deems proper to promote education in the realm of history and library and archival science throughout the Commonwealth through The Library of Virginia." More specifically, the Board is empowered to adopt and amend bylaws; to promulgate rules and regulations for the government and use of The Library; to establish policies regarding the collection and exhibition of books and materials; to set charges for services, and to enter into agreements with other library organizations. Library hours may be extended beyond

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<sup>13</sup>*Id.* at 13, 14.

<sup>14</sup>Dewberry & Davis, *A Study of The Feasibility of Renovations To or Complete Replacement of The Virginia State Library & Archives Building* at 2, 31 (September 4, 1987)[hereinafter referred to as *Feasibility Study*].

<sup>15</sup>*Overview, Preplanning Study: Virginia State Library and Archives* (February 14, 1991).

<sup>16</sup>1992 Acts of Assembly, c. 878.

<sup>17</sup>J. Hathcock, "VTLs Libraries in Focus: State Library and Archives," *VTLs Express* 8 at 8 (Winter 1994) [hereinafter referred to as Hathcock].

<sup>18</sup>Va. Code §§ 42.1-2; 42.1-2.1; 42.1-3; 42.1-5; 42.1-6 (1994).

"those prescribed for other state agencies at the seat of government" at the Board's discretion. The Board may also confer an honorary degree--patron of letters--recognizing outstanding contributions to history and library or archival science.<sup>19</sup>

The Library Board may also conduct a variety of studies and submit recommendations to the Governor and the General Assembly for legislative action. Among those issues reviewed by the Board in recent years are local minimum expenditure requirements and other criteria for public libraries receiving grants-in-aid and the space needs of public libraries. In 1994, the Board was to study whether the Commonwealth needs to establish "protocols and guidelines regarding in-state access to the myriad files and components available through the Internet."<sup>20</sup>

Overseeing the operation of The Library of Virginia is the **State Librarian**, who is appointed by and serves at the pleasure of the Governor. The Librarian appoints assistants and approves the appointments of other employees. The Librarian requests appropriations and approves expenditures of Library funds. The Librarian is required to give \$2,000 bond, with sureties approved by the State Treasurer, for the "faithful discharge of his duties and the delivery over to his successor" of Library property. Assuming the duties of the defunct Virginia World War II History Commission, the Librarian must collect, edit, and publish materials concerning the contributions of the Commonwealth and its citizens to the war effort.<sup>21</sup> Appointed by the State Librarian to perform "such functions as the State Librarian assigns" is the **State Archivist**, who is statutorily authorized to petition circuit courts for the return of public records.<sup>22</sup>

### **The Library of Virginia: A Three-Part Mission**

The mission of The Library of Virginia today is threefold: to be the library agency of the Commonwealth; to act as the state's archival agency; and to serve as the reference library at the seat of government.<sup>23</sup> Reflecting this multifaceted mission is The Library's organizational structure, which today includes an **Administrative Services Division**, responsible for personnel, fiscal, and operational matters, as well as the **Archives and Records Division**, the **General Library Division**, the **Library Development and Networking Division**, and the **Publications and Cultural Affairs Division**. The Library received over \$19.5 million and \$22.6 million in state general and special fund appropriations in each respective year of the 1994-1996 fiscal biennium. Federal trust fund moneys for The Library exceeded six million dollars.<sup>24</sup>

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<sup>19</sup>Va. Code §§ 42.1-3.1; 42.1-8 (1994).

<sup>20</sup>Report of the State Library Board/Virginia State Library and Archives, *Local Minimum Expenditure Requirements and Other Criteria for Public Libraries Receiving Grants-In-Aid*, *House Document No. 14* (1990); Report of the State Library Board/Virginia State Library and Archives on *Space Needs Study of Public Libraries in Virginia*, *House Document No. 5* (1992); *House Joint Resolution No. 76* (1994).

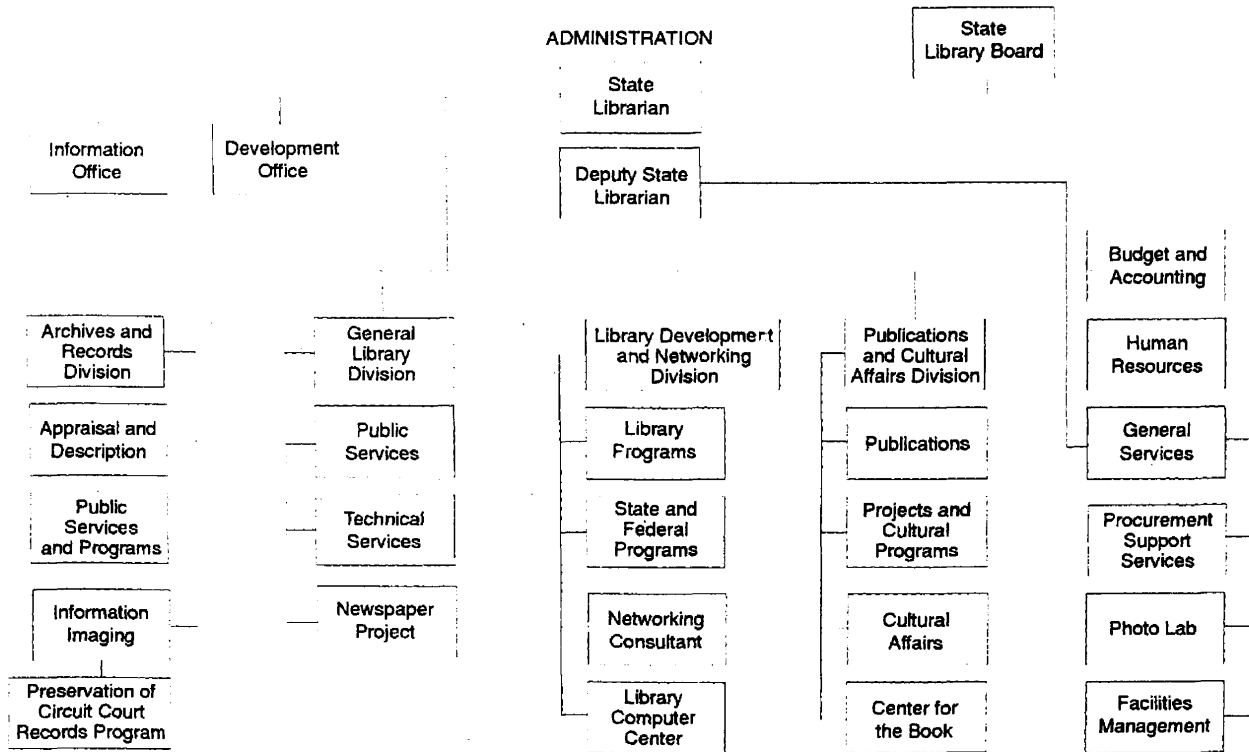
<sup>21</sup>Va. Code §§ 42.1-13; 42.1-15; 42.1-30; 42.1-31(1994).

<sup>22</sup>Va. Code §§ 42.1-79; 42.1-89 (1994).

<sup>23</sup>Va. Code § 42.1-1 (1994).

<sup>24</sup>1994 Acts of Assembly, c. 966, § 1-66.

# The Library of Virginia



Source: Virginia State Library and Archives, *Preliminary Report of the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, organizational chart (June 1994).

## The Library Agency of the Commonwealth

The Library of Virginia is directed by statute to "purchase and maintain a general collection of books, periodicals, newspapers, maps, films, [and] audiovisual materials . . . for the use of the people of the Commonwealth as a means for the promotion of knowledge within the Commonwealth." The scope of The Library's collection is determined by the Library Board upon the recommendation of the State Librarian. Influencing these determinations is the availability to the general public of collections in public libraries, and college and university libraries.<sup>25</sup> The collection of research and reference resources, rare books, and periodical literature is within the purview of the **General Library Division**. It is estimated that the division's collection of rare books, documents, prints, and periodicals exceeds 1.4 million items. This division also maintains The Library's picture collection, provides interlibrary loans, helps other state agencies to

<sup>25</sup>Va. Code §§ 42.1-1; 42.1-10 (1994).

maintain in-house libraries, and operates a reference desk for legislators during the annual session.<sup>26</sup>

The General Library Division is also responsible for the **Virginia Newspaper Project**, a federally funded initiative to preserve the Commonwealth's "historically significant" newspapers. The National Endowment for the Humanities awarded The Library a \$262,989 grant in 1993 to support cataloging and microfilming of Virginia newspapers. Included in the coordination of this project are the University of Virginia and the College of William and Mary.<sup>27</sup>

One of the most significant duties of The Library in its role as the Commonwealth's chief library agency is the distribution of state and federal library funds to the local libraries across Virginia.<sup>28</sup> The **Library Development and Networking Division** is responsible for the distribution of state and federal library funds. The division also promotes coordination between libraries across Virginia in library construction, literacy initiatives, continuing education, and other programs.<sup>29</sup> Since 1936, the Commonwealth has declared in statute that its library policy "as part of its provision for public education, . . . promote the establishment and development of public library service throughout its various political subdivisions." To support this policy, the General Assembly authorized the Library Board to administer, from such funds as are appropriated, state grants for the development of library services. Available to any free public library or library system qualifying under Board standards, these state grants are to encourage not only the maintenance of appropriate library standards, but also the consolidation of libraries or library systems into "larger and more economical units of service."<sup>30</sup>

Calculated pursuant to a statutory formula, grant amounts may be based on local matching funds, local population, or a geographic service area. Grants based on matching funds may not exceed 40 cents of state aid for every dollar expended, exclusive of state and federal aid, by the locality operating the library or library system, and may not exceed \$250,000 for any county or city. For the 1992-1994 and current fiscal biennium, however, grants may not exceed 30 cents for every local dollar expended, and are capped at \$150,000 for any county or city.<sup>31</sup> Per capita grants, computed on the basis of the population of the area served and the number of participating counties or cities, are calculated at 30 cents per capita for the first 600,000 persons for libraries or systems serving one city or county, and an additional 10 cents per capita for the first 600,000

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<sup>26</sup>Hathcock, *supra* note 17, at 8-9; Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Overview of Virginia State Library (June 1994) [hereinafter referred to as *Preliminary Report*].

<sup>27</sup>*Audit*, *supra* note 20, at 4; Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Organizational Chart (June 1994) [hereinafter referred to as *Organizational Chart*].

<sup>28</sup>Va. Code § 42.1-1 (1994).

<sup>29</sup>Hathcock, *supra* note 17, at 8-9; *Preliminary Report*, *supra* note 26.

<sup>30</sup>Va. Code §§ 42.1-46; 42.1-47; 42.1-55 (1994); Va. Code of 1936, § 347 (11).

<sup>31</sup>Va. Code 42.1-48 (1994); 1994 Acts of Assembly, c. 966, § 1-66, Item 301.

persons for each additional city or county served. Libraries or systems serving populations greater than 600,000 shall receive 10 cents per capita for the excess. Finally, the Board may make a grant of \$10 per square mile of area served by a library or library systems, and an additional grant of \$20 per square mile of area served to those library systems serving more than one city or county. The Board may establish procedures for the review and adjustment of these grants for those libraries affected by annexations. Any qualifying municipal library serving an area with a population of less than 5,000 is entitled to its "proper share," an amount not less than \$400.<sup>32</sup>

No grants may exceed the amount expended by the locality or localities operating the library or system. Should appropriations be insufficient to meet the needs of approved recipients, the Board will prorate the available funds for each grant. Libraries receiving these grants must maintain an organization consistent with Board approval; the books and bookmobiles purchased with state aid by libraries failing to meet this mandate may become the property of The Library of Virginia. Libraries unable to meet Board standards regarding employment of qualified librarians may receive state grants in reduced amounts pursuant to contractual arrangements with the Board. The application of state grants to the purchase of books and equipment and the payment of salaries must be approved by the Board.<sup>33</sup>

The Library Board is also empowered, subject to gubernatorial approval, to accept federal grants for libraries. These grants are not subject to the library aid formula, and may be allocated by the Board pursuant to any plan approved by the Board and federal authorities. Agreements between the Board and recipient localities govern the conditions and supervision of the expenditure of these federal funds and any matching funds.<sup>34</sup>

In 1992-93, grants to public libraries comprised about 69 percent of The Library's expenditures. Consisting primarily of general fund appropriations, these distributions also included federal grants from the U.S. Department of Education through Titles I, II, and III of the Library Services and Construction Act. No more than 30 percent of appropriations may be applied to the costs of administering the Board's grants programs.<sup>35</sup>

Also contributing to The Library's threefold mission is the **Publications and Cultural Affairs Division**, which publishes the *Virginia Cavalcade*, a quarterly magazine, as well as other documents. The division also promotes reading appreciation through the Virginia Center for the Book.<sup>36</sup>

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<sup>32</sup>Va. Code §§ 42.1-48; 42.1-49 (1994).

<sup>33</sup>Va. Code §§ 42.1-50; 42.1-51; 42.1-52; 42.1-54 (1994).

<sup>34</sup>Va. Code §§ 42.1-57; 42.1-58 (1994).

<sup>35</sup>Auditor of Public Accounts, *Virginia State Library and Archives: Report on Audit for the Year Ended June 30, 1993* at 3 (1994) [hereinafter referred to as *Audit*].

<sup>36</sup>Hathcock, *supra* note 17, at 8-9; *Preliminary Report*, *supra* note 26.



## "A Reference Library at the Seat of Government"

As a reference library, The Library of Virginia is authorized to establish a catalogue of all books, pamphlets, and other materials owned and used for reference by all other agencies of the Commonwealth and those materials maintained by libraries in Virginia "which are of interest to the people of the whole Commonwealth."<sup>37</sup> Enhancing this reference function is the Commonwealth's statutory policy of promoting the networking of all public, academic, special and school libraries. The Library Board provides grants, from such funds as are appropriated, for assisting libraries in the preparation and support of a library network.<sup>38</sup>

Assisting in the allocation of grants and the establishment of network priorities is the **State Networking Users Advisory Board**. This nine-member board, appointed by the Governor, meets no less than twice annually to advise the Library Board in the development of the network, its standards, funding, and requirements for use.<sup>39</sup>

Libraries receiving networking funds must be committed to Board standards for interlibrary lending among network participants and to the development of "collection development policies and resource sharing for the greatest good of all library users, and to the provision of comprehensive and cost-effective library services to the citizens of Virginia." All computer programs and databases created by state networking grants become the property of the Commonwealth and must be available to all network libraries equally.<sup>40</sup>

In 1993, state general and special revenue funds totaling \$2,259,800 supported The Library's acquisition of books and periodicals, the circulation of materials to other libraries and to the general public, and the disposition of research and reference questions. Networking efforts--including planning and the development of technological capacity--consumed over \$578,000 in special revenue funds in 1993.<sup>41</sup> The **Virginia Library and Information Network (VLIN)**, managed by the Library Development and Networking Division and part of Internet, provides electronic access to "the resources of the world's information centers." All 90 local libraries are on line with VLIN; a one-time gift of \$350,000 from the Virginia State Library and Archives Foundation supported this initiative in 1993.<sup>42</sup>

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<sup>37</sup>Va. Code § 42.1-1 (1994).

<sup>38</sup>Va. Code § 42.1-32.1 (1994); Hathcock, *supra* note 17, at 8-9; *Preliminary Report*, *supra* note 26.

<sup>39</sup>Va. Code §§ 42.1-32.1; 42.1-32.7 (1994).

<sup>40</sup>Va. Code §§ 42.1-32.3; 42.1-32.4 (1994).

<sup>41</sup>*Audit*, *supra* note 20, at 3.

<sup>42</sup>*Audit*, *supra* note 20, at 4; Hathcock, *supra* note 17, at 8-9; *Preliminary Report*, *supra* note 26.

## Members of the State Networking Users Advisory Board

Three academic librarians, one each from:  
*a public four-year institution of higher education*  
*a private four-year institution of higher education*  
*the Virginia Community College System*

One public school librarian  
One private school librarian  
One librarian from a large public library system  
One librarian from a small public library system  
One librarian from a specialized library (corporate, medical, legal)  
One librarian from an institutional library (state facility)

## The Library as Archival Agency and Records Manager

As the Commonwealth's archival agency, The Library of Virginia retains a plethora of official papers that document Virginia history and government. Preserved in its archives are the correspondence and records of each Virginia Governor; official publications of cities and towns; state agency publications and annual reports; various family and circuit court records, either as microfilm or hard copy; election records; adoption records; and original recorded wills.<sup>43</sup>

Serving researchers and genealogists as well as the general public is the **Archives and Records Division**. Its primary functions are assisting state and local agencies in records management and preservation and responding to research requests. Its holdings include over 52,000 cubic feet of court records, tax documents, government records, and personal papers and maps. The division also performs certain optical imaging and microfilming services.<sup>44</sup>

Acknowledging the Commonwealth's responsibility to "ensure the preservation of public records of value for administrative, legal, fiscal and historical purposes," the General Assembly enacted the **Virginia Public Records Act** in 1976.<sup>45</sup> Applicable to all public officers and employees, the Act addresses uniformity in the management and preservation of public records at the state and local levels. As the designated official custodian and trustee for the Commonwealth of all public records transferred to it, the Library Board is responsible for archival records management. The 12-member **State Public Records Advisory Council**, comprised of nine state officers and three citizens appointed by the Governor, proposes to the Library Board rules, regulations, and

<sup>43</sup>Va. Code §§ 2.1-45; 2.1-467; 2.1-467.2 (1994 Supp.); 16.1-306.1 (1994 Supp.); 17-47.4 (1994 Supp.); 24.2-926 (1994 Supp.); 42.1-17 (1994); 63.1-235 (1994 Supp.); 63.1-94 (1994 Supp.).

<sup>44</sup>Hathcock. *supra* note 17, at 8-9; *Preliminary Report*, *supra* note 26.

<sup>45</sup>1976 Acts of Assembly, c. 746 (Chapter 7 of Title 42.1 of Va. Code (§ 42.1-76 *et seq.*)).

standards to establish uniform guidelines for public records management. The Council is assisted by the State Librarian.<sup>46</sup>

On the advice of the Council, the Library Board must issue regulations facilitating the "creation, preservation, storage, filing, reformatting, management, and destruction of public records by all agencies." Included in these regulations are standards for the reproduction of records "by photocopy or microphotography processes with the view to the disposal of the original records." The standards address film quality as well as records identification to facilitate document use and to ensure archival quality. The Board must also promulgate regulations detailing permissible qualities of paper, ink, and other materials for public records.

The Board provides assistance to public agencies regarding the disposal of those records that no longer have "administrative, legal, fiscal, or historical value." No land or personal property books may be destroyed, however, without being first offered to The Library for preservation.<sup>47</sup>

### **Members of the State Records Advisory Council**

Secretary of the Commonwealth  
State Librarian  
Attorney General  
State Health Commissioner  
Commonwealth Transportation Commissioner  
Director of the Department of Information Technology  
Auditor of Public Accounts  
Executive Secretary of the Supreme Court  
Director of the Council on Information Management

Citizen members:  
*two clerks of courts of record*  
*one member of a local governing body*

Included among the Board's records-keeping duties are the development and implementation of a program to inventory, schedule, and microfilm those local official records deemed to have permanent value. Original archival public records--defined by statute as those "noncurrent records of continuing and enduring value useful to the citizens of the Commonwealth and necessary to the administrative functions of public agencies in the conduct of services and activities mandated by law"--may be stored at The Library or in the locality, at the discretion of the local records-keeping official. While The Library must store microfilm copies of these records, the locality retains control of

<sup>46</sup>Va. Code §§ 42.1-76; 42.1-79; 42.1-80; 42.1-81 (1994).

<sup>47</sup>Va. Code § 42.1-82 (1994).

the use of the microfilm. Local public records held by The Library must be returned upon written request of the local official in charge of public records.<sup>48</sup>

Also within the purview of the Archives and Records Division is the preservation of circuit court records. Supported by a one-dollar fee for will and deed recordations, this initiative allows the circuit courts to preserve court records, such as handwritten deeds, wills, and other materials that may date back to the 18th century. Since 1991, The Library has received over \$2.1 million in these recordation fees; in 1992, these fees were awarded as preservation grants to the circuit courts. As of June 30, 1993, The Library had awarded more than \$900,000 in preservation grants. The 1994-96 Appropriations Act allocates \$1.3 million in nongeneral funds in each year of the biennium for the preservation of these records. Included in this appropriation are funds for 12 full-time equivalent positions "specifically dedicated to processing and preserving the permanent records" of the circuit courts. The State Librarian is to report annually to the Secretary of Education on this project.<sup>49</sup>

The Library spent \$3,208,742 in meeting its archival duties in 1993. General fund moneys supported the administration of a statewide records management program for state and local archival records; development of a plan for the preservation of records in disasters or emergencies; and the indexing of records to facilitate accessibility.<sup>50</sup>

### **The Library's Art Collection**

Consistent with The Library's three-part mission is its maintenance of an art collection comprised of over 150 pieces. While much of this collection has been enhanced by gifts, some pieces were purchased by The Library, the General Assembly, and the Governor. The Library loans many of these works for display at the Capitol, the Governor's Mansion, and other historic sites. Prompted by requests for information about its growing art collection, the Library first published a list of its 96 portraits and 10 pieces of statuary in 1906, citing the donors and artists. Subsequent publications updated this listing, which included photographs of the Library's 138-piece collection in 1920. Over the last 100 years, The Library's portrait collection has continued to grow, primarily featuring colonial figures, state executives, and military or political leaders. Completing the collection are 10 portraits depicting non-Virginians and a few group portraits. The Library's most recent listing, published in 1977, indicates that there had been some hope that the current library facility, constructed in 1940, would include display areas for the art collection; however, no such space was provided.<sup>51</sup>

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<sup>48</sup>Va. Code § 42.1-83 (1994).

<sup>49</sup>Va. Code § 14.1-112 (1994 Supp.); *Audit, supra* note 20, at 4; 1994 Acts of Assembly, c. 966, § 1-66, Item 302; *Organizational Chart, supra* note 27.

<sup>50</sup>*Audit, supra* note 20, at 3; Va. Code § 42.1-91 (1994).

<sup>51</sup>Correspondence and memorandum, General Library Division. The Library of Virginia (May 1994)[hereinafter referred to as Memorandum]; The Virginia State Library, Portraits and Statuary of Virginians at vii, viii, ix (1977)[hereinafter referred to as Portraits].

The Library's 1977 catalog documents not only its own collection but also other works housed in the Capitol Square area. These include the 41 portraits owned by the Virginia Museum and hanging in the Governor's Mansion; the 68 pieces belonging to the Medical College of Virginia, displayed in college buildings; and portraits of justices belonging to the Virginia Supreme Court. Regularly supplementing this last group of works is the Virginia Bar Association, which provides a portrait of each newly appointed justice. Each portrait remains with the subject during the justice's lifetime and is later hung in one of the court rooms.<sup>52</sup>

The need to identify, catalog, and preserve The Library's art collection has received renewed attention in recent years. According to a May 1994, internal memorandum, The Library currently owns 152 paintings. The cost of appraising these works, as well as restoring the paintings and frames, has been estimated between \$12,050 and \$15,200. Having identified as a goal the "responsible administration and security of art and artifacts in the Capitol area," The Library has cited a need to assess not only the value and condition of these works, but also preservation needs and appropriate security measures, such as registration and identification, that will ensure the future of these historical artifacts. In addition, The Library has explored the development of guidelines for loans, exhibitions, and commercial photography of its collection. The Library has also considered using local conservators to conduct preservation efforts and has explored the availability of federal grant moneys to support the employment of special interns and supervision of preservation activities by conservators.<sup>53</sup>

The restoration of these art treasures, which must be handled by third parties, is estimated at \$1,000 per piece. Maintenance of a U.S. serial set, consisting of federal documents and pamphlets, also demands attention as The Library is one the few libraries having a complete set.<sup>54</sup> Further study is necessary, however, to ascertain the need for any legislation regarding the appraisal, care, display, preservation, and maintenance of this art collection and for the funding of any such efforts.

### **The Library's Annual Budget**

The Library's appropriation for fiscal year 1995, from all sources, totaled \$22.5 million. Of this amount, \$17.8 million, or 79 percent, consisted of general funds. Comprising the next largest portion were \$3 million in federal funds (13%), while the preservation of circuit records and special revenues stood at \$1.3 million (6%) and \$400,000 (2%), respectively.

**General Funds.** Nearly two-thirds of the Library's general fund moneys, or \$11.4 million, are directed to aid for public and institutional libraries. Public libraries claim \$10.8 million, or 95 percent, of this amount; institutional libraries garner \$400,000

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<sup>52</sup>Portraits, *supra* note 51, at viii, ix.

<sup>53</sup>Memorandum, *supra* note 51.

<sup>54</sup>Meeting Summary, November 30, 1994 meeting of the Joint Subcommittee Studying the Reorganization of the State Library and Archives Pursuant to SJR 96.

(4%), and reimbursements to interlibrary loan lenders claim the remaining \$200,000 (1%). The Library's remaining general fund dollars--\$6.4 million--support its operating budget. Salaries and benefits total \$4.4 million (68%). The Library must pay \$800,000 (13%) of these moneys in annual rent for the current Library facility to the Department of General Services. Agency administrative support and Library programs account for approximately \$500,000 and \$700,000 in general funds, respectively. Of the \$747,000 in general funds dedicated to Library programs, excluding salaries, the Archives Division receives \$149,600. The General Library Division and the Library and Networking Development Divisions receive \$261,000 and \$250,000, respectively, while \$86,000 is dedicated to Publications and Cultural Affairs.

**Preservation of Circuit Court Records.** Moneys received for the preservation of circuit court records surpassed preservation costs in this fiscal year; however, these fees are expected to decrease in the coming year as home sales have declined. The funds support grants to circuit courts, Library salaries and benefits, rent and other administrative expenses, and the preservation of circuit court records at The Library.

**Special Revenues.** The Library generates about \$400,000 annually from microfilming and photocopying, publications sales, fines, and research fees. Agency programs claim \$200,000 of these funds, while salaries and administrative costs claim \$100,000 each.

**Federal Funds.** The U.S. Department of Education supplies \$2.8 million of The Library's \$3 million in annual federal funds; the National Endowment for the Humanities contributes \$200,000 for the Virginia Newspaper Project.<sup>55</sup>

## **Staffing and Management**

Supporting The Library's mission is a staff comprised of librarians, conservators, historians, archivists, technicians, and computer specialists, as well as a variety of administrative, clerical, security, and custodial personnel. The Library's maximum employment level now stands at 154, down from 168 in 1991-92.<sup>56</sup> Under the 1993-94 biennial budget, the largest portion of these positions--54--is devoted to the Archives Division, followed by the General Library Division, with 37 positions. A full-time staff of 209 has been recommended for the new Library facility.<sup>57</sup>

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<sup>55</sup>*Id.*

<sup>56</sup>Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Projected Staffing Levels for New Library (1989) (June 1994); 1994 Acts of Assembly, c. 966, § 1-66; 1991 Acts of Assembly, c. 723, § 1-66.

<sup>57</sup>Meeting Summary, November 30, 1994 meeting of the Joint Subcommittee Studying the Reorganization of the State Library and Archives Pursuant to SJR 96.

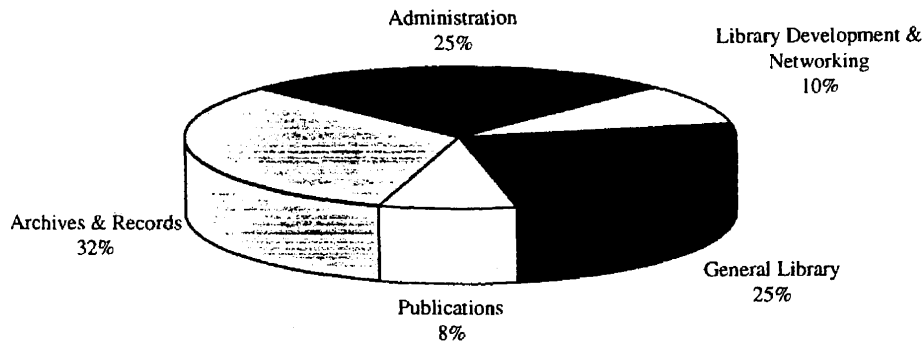
**The Library of Virginia  
Budget Allocations by Division--Fiscal Year 1995**

<b>Division</b>	<b>Salary &amp; Benefits</b>	<b>Operating Costs</b>	<b>Total</b>	<b>Percentage</b>
Administration and Admin. Support	\$1,335,453	\$666,542	\$2,001,995	25%
Archives & Records Mgmt.	\$1,802,769	\$676,059	\$2,478,828	31%
Gen. Library	\$1,284,731	\$330,785	\$1,615,516	20%
Library Dev. & Networking	\$828,666	\$544,550	\$1,373,216	17%
Publications & Cult. Affairs	\$459,847	\$156,000	\$615,847	7%
<b>TOTALS</b>	<b>\$5,711,486</b>	<b>\$2,373,936</b>	<b>\$8,085,402</b>	<b>100%</b>

Source: Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, 1995 Fiscal Budget Allocated by Division (June 1994).

Current staffing and management practices are largely the product of numerous studies and internal reviews conducted in the last ten years. A 1985 study by the Department of Information Technology (DIT), conducted at the request of the State Librarian, recommended the establishment of the Publications, General Library, and Library Development Divisions as well as a name change to reflect The Library's archival duties. A 1989 Department of Planning Budget (DPB) study, prompted when a request for 68 positions yielded authorization and funding for only five, recommended the creation of 17 positions. These spaces were not funded. Later that year, a study conducted by W.M. Pierce Associates determined that 209 positions were necessary to meet staffing needs in the new Library facility.

**The Library of Virginia  
Filled Positions as of February 28, 1994**



Source: Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Overview of Virginia State Library (June 1994).

Subsequent internal studies have focused on human resources, library materials, preservation, and equipment needs. In anticipation of the move to the new Library facility, an internal Taskforce on Research Services examined the consolidation of the public services sections within the General Library and Archives and Records Divisions. The finalization of the recommendations of this task force has been delayed, in deference to the creation of the SJR 96 joint legislative subcommittee.<sup>58</sup>

### **Current Issues**

Many challenges lie ahead for The Library as it moves into the next century. The Library's organizational structure and administrative practices must effectively promote the agency's three-part mission, and adequate funding must be available to support ongoing programs and staffing levels. While the completion of the new Library facility will provide an accessible, functional center for many Library operations, a new Records Center is also necessary to meet The Library's document preservation and storage needs. Finally, ever-evolving preservation and access technologies merit ongoing consideration as The Library strives to fulfill its mission.

### **Organizational Structure**

The Library's present organizational and staffing structure--combining library and archival functions in one state agency--reflects practices that can be traced to The Library's founding. Joining The Library of Virginia in this consolidated structure are the state libraries of Arizona, Connecticut, Florida, Kentucky, Nevada, Oklahoma, and

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<sup>58</sup>Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Management and Staffing Studies (June 1994); Virginia Department of Planning and Budget, *Staffing the Virginia State Library and Archives* (December 1989).



Texas. The placement of archival functions varies across the country, however, as states have assigned this duty to departments of cultural resources (3), education (2), administration (2), commerce (1), and general services (1); with the secretary of state (16); with state historical societies (11); and with independent state archival agencies (6).<sup>59</sup> Any reorganization of the library and archival functions of The Library of Virginia requires careful consideration of a variety of issues. Review of the mission and statutory duties of The Library may reveal historical as well as practical bases for its current structure and may identify staffing and funding needs.

### **Library Funding**

Testimony before the joint subcommittee indicated that budget constraints hamper The Library's ability to preserve its collections and to advance new technologies that increase accessibility for citizens throughout Virginia. Since July 1990, The Library's budget has witnessed a reduction of 27 percent, or \$6.4 million. Thirty-one percent of The Library's budget is directed to the Archives Division for the preservation of circuit court records, salaries, and archival duties. Further examination of recent funding levels--and the efficiency of their application--is necessary to assess accurately any need to redefine The Library's organizational structure or to adjust current funding levels and practices.

The Library's budget amendment package included six recommendations, addressing a wide variety of issues. A total of \$826,869 was requested to support transition expenses for the new Library and Records Center facilities. The restoration of nine positions in four Library divisions requires a \$503,307 appropriation, while \$1,312,269 in collections management moneys would support the purchase of books, serials, and archival materials as well as retrospective acquisitions and three staff positions. The Library of Virginia ranks 23rd among the Commonwealth's public libraries in library materials expenditures, and 9th when compared to Virginia's state university libraries.

#### **Comparison of Selected State Libraries' Library Materials Expenditures**

New York State Library	\$2,128,574
Library of Michigan	952,544
The Library of Pennsylvania	929,868
Ohio State Library	816,200
West Virginia Library Commission	500,000
Alabama Public Library Service	418,629
State Library of Florida	349,900
Tennessee State Library	323,100
<b>Library of Virginia</b>	<b>\$169,597</b>

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<sup>59</sup>Virginia State Library and Archives, *Preliminary Report to the Joint Subcommittee Studying the Future of the Virginia State Library and Archives*, Memorandum, "History and Rationale for Placement of State's Archival and Printed Book Collections Within One State Agency" (April 22, 1994).

The Library also requested \$365,000 in basic support for library services to replace obsolete or broken equipment; the current operating budget allocates less than \$50,000 for equipment replacement. Supporting conservation and preservation of collections is a proposed budget amendment of \$972,932; incorporated in this request is the microfilming of 18th and 19th century records; nine positions, including a conservation lab director and eight wage positions; and equipment. This request does not, however, address the preservation of The Library's picture collection or state documents. Finally, The Library proposed a \$3,920,738 budget amendment to fully fund state grants for public libraries.

### **Construction of New Facilities**

The new five-floor library facility, now under construction at 8th and Broad Streets, will provide approximately 316,500 square feet of space at an estimated total construction cost of \$43 million. The building will be home to more than one million books, documents, and historical artifacts, including one of only 12 surviving original copies of the U.S. Bill of Rights.

The design of the new building reflects the Library's technical and public service functions. Providing reading rooms, research areas, meeting areas, and a lecture hall, the facility will also support cataloging, preservation, and data maintenance and conversion. The first floor, featuring a three-story lobby and a two-story staircase, will house a 300-seat auditorium. The second floor will hold the main circulation desk, combining general library and genealogy functions, and separate reading rooms. A mezzanine level will house central administrative offices and special collections; the third floor will hold research and carrel space. Collections stacks on the third and fourth floors will provide a 60 to 70 percent increase in storage space. Technical services will be located on the fifth floor. The facility will also feature more exhibition space than does the current Library building. With the construction of the new Library comes an anticipated increase in not only Library patronage but in tourism dollars for the Richmond area as well.

The new Records Center, planned for the West Broad Street government complex near the Science Museum of Virginia, will provide 75,800 square feet for non-permanent, permanent, and security microfilm copies of Virginia's vital and historical records. The building will also house various inactive records now held in off-site storage space. Designed to incorporate HVAC systems that will ensure document preservation, the facility features an imaging media storage area as well as space for document preservation and decontamination efforts. Fire and intrusion detection systems will further enhance the Center's security. While plans are complete for this building, its construction has been placed on hold.

## Preservation Techniques and Needs

Document preservation, a complex and sometimes costly process, may include surface cleaning, paper mending, mylar encapsulation, acidity testing, and de-acidification. Preservation of a one-page manuscript may cost from \$200 to \$500, while the treatment of a 4' by 5' map may cost \$1,000 to \$2,000. The preservation of archival documents is governed by stringent guidelines. A conservation lab, planned for the new Library building, will handle document preservation.

Another preservation technique, reformatting, alters the particular medium or manner in which the archival information is stored. Examples of reformatting include microfilming and optical discs. Microfilming may cost two to five cents per image; properly stored, this media may provide quality records for 200 to 300 years. While national standards exist for microfilm, optical discs remain a relatively untested reformatting technique. Although vendors estimate disc longevity at 30 to 100 years, no definitive aging tests have been conducted to confirm this contention. The use of these discs has been suggested, however, for short-term purposes. Software compatibility also remains a concern in the use of optical disc systems for long-term document preservation.

The Library has been microfilming county court records since 1972; many records were filmed in the early 1950s by the Mormon Church, which continues to pay for some microfilming today. The Library's current budget for preservation, excluding circuit court records, totals \$8,100. The preservation process includes the creation of a master copy, a duplicate, and a library loan copy. The security microfilm for some records is stored in a vault; some copies are available in The Library.

The Virginia Archives are used more than any other state archives in America. The preservation needs of these archival materials--ranging from state and local records to Bible and business records, personal papers, and maps--vary. While the total archival collection covers 54,474 cubic feet, the preservation of an 18,227 cubic foot backlog of local records may require 10 years and over \$2.7 million. Similarly, a backlog of state and other records may also require 10 years for refoldering and reboxing in acid-free boxes. This project may cost \$1.4 million, including materials and salaries. The Archives Division anticipates a need for additional staff over the next six years to meet these challenges. The Library has identified 23 items as "preservation priorities," based on their condition and frequency of use by the public. Although privatizing these preservation activities might seem an attractive option, testimony before the joint subcommittee indicated that this alternative may not only jeopardize document security but also result in higher costs for the Commonwealth.<sup>60</sup>

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<sup>60</sup>Meeting Summaries, October 18, 1994, and November 30, 1994 meetings of the Joint Subcommittee Studying the Reorganization of the State Library and Archives Pursuant to SJR 96.

## **Digitizing of Resources and The "Virtual Library"**

The long history of collaboration between The Library and university academic libraries will likely continue as new technologies provide increased access to library resources. Through VLIN, The Library now catalogs all library holdings in the Commonwealth; this catalog is then available to other libraries in the network. The VIVA program, a cooperative effort by the libraries of the Commonwealth's five doctoral institutions to provide digital or electronic access to information of historic value to a large audience, will promote a "virtual library" permitting institutions to share various databases and allowing users to retrieve text on line at home or in the library setting. The VIVA program will identify collections digitized at the various institutions, compile guides for users to locate these collections, and ultimately, scan portions of the collections themselves. While copyright issues, standards, and expense have clouded the use of digitizing, it remains a promising technology for VIVA's objectives. This technology may assist libraries in the acquisition, preservation, and access of collections. Testimony before the subcommittee indicated a need to integrate these new systems into libraries and to assure continued access to electronically stored knowledge. Digital technology might also prove valuable in reformatting deteriorating materials. While digital technology is a fairly common tool for information access, its adoption as a preservation technique is dependent upon systems that can continue to read and convert digitized information.<sup>61</sup>

## **Conclusion**

To meet its study directives, the joint subcommittee has sought the input and expertise of The Library's leadership and staff, genealogists, and university librarians. The subcommittee has also examined the history, mission, and duties of the Library of Virginia; the designation and application of funds for The Library and the Archives; and the organization and funding of state libraries and archives in other states. Further study is needed, however, to develop recommendations that will help ensure the fulfillment of The Library's multi-faceted mission and the Archives' ability to preserve and restore its holdings. The joint subcommittee should continue its examination of the organizational structure of the Library of Virginia and should consider, among other things, Library funding and staff levels; current and projected storage and space needs and preservation efforts; the progress of construction of the new Library facility and the proposed Record Center; the inventory and preservation needs of The Library's historic art works; and the efficacy and appropriateness of establishing the Archives as an autonomous state agency separate from The Library.

The joint subcommittee therefore makes the following recommendation:

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<sup>61</sup>*Id.*

**RECOMMENDATION:** *That the joint subcommittee studying the future of The Library of Virginia be continued.*

Respectfully submitted,

The Honorable Stanley C. Walker, *Chairman*  
The Honorable Robert B. Ball, Sr., *Vice Chairman*  
The Honorable Thomas W. Moss, Jr.,  
*Speaker of the House of Delegates*

The Honorable Hunter B. Andrews  
The Honorable Robert L. Calhoun  
The Honorable John J. Davies III  
The Honorable Harvey B. Morgan  
Ruth Ann Brooks  
Eric Grundset

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**MEETINGS OF THE JOINT SUBCOMMITTEE STUDYING THE REORGANIZATION OF THE  
STATE LIBRARY AND ARCHIVES PURSUANT TO SJR 96**

**10 a.m.--Tuesday, October 18, 1994**

**Senate Room A, General Assembly Building, Richmond, Virginia**

Review of Initial Staff Briefing Report: Kathleen G. Harris, *Senior Attorney*; Introductory Remarks: Andrew M. Cole, *Chairman, Library Board*; Mission, Duties, and Operations of The Library of Virginia: Nolan T. Yelich, *Acting State Librarian, The Library of Virginia*; The Library's Archival Mission; Funding of State Archives: Barbara Vines Little, *Vice President, Virginia Genealogical Society*; Cooperation between The Library and University Libraries: Gordon K. Davies, *Director, State Council of Higher Education for Virginia*, and Barbara Ford, *Chief Librarian, Virginia Commonwealth University*.

**10 a.m.--Wednesday, November 30, 1994**

**Old Supreme Court Room--The Library of Virginia, Richmond, Virginia**

Opening Remarks: Nolan T. Yelich, *Acting State Librarian, The Library of Virginia*, and Andrew McCutcheon, *Library Board member and former chairman*; Designation and application of funds for The Library and the Archives: Ann Harris, *Library Fiscal Officer*; Review of plans for new facility; space allotments for Archives and other library divisions; description of new Records Center: Pete Anderson, *Glave Newman & Anderson, architects*, and Buddy Browning, *Carneal & Johnson, architects*; Document preservation techniques, current archival practices, staff and funding needs: Dennis Hallerman, *Assistant State Archivist*; the "Virtual Library" and Digitizing of Resources: Barbara Ford, *Chief Librarian, Virginia Commonwealth University*.

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## SENATE JOINT RESOLUTION NO. 96

*Establishing a joint subcommittee to study the reorganization of the Virginia State Library and Archives.*

Agreed to by the Senate, March 1, 1994

Agreed to by the House of Delegates, February 25, 1994

WHEREAS, the Virginia State Library and Archives is currently organized as a single state agency with multiple purposes, objectives, and functions; and

WHEREAS, the Virginia State Archives is responsible for the long-term care of historical records of the Commonwealth of Virginia; and

WHEREAS, these records date back to the inception of Virginia as the first permanent English settlement in North America; and

WHEREAS, the Archives is the repository for all state records including land patents and grants, military certificates, Confederate pensions, tax records, and other documents that chronicle Virginia's history and our ancestors' lives; and

WHEREAS, the Archives drew over 25,000 visitors to Virginia in 1992 from around the country and the world, making it the busiest Archives in the United States; and

WHEREAS, this creates a significant economic impact on the metropolitan Richmond area and the entire Commonwealth with out-of-state visitors contributing important tourism dollars to our coffers; and

WHEREAS, in the 1992-94 biennial budget, the State Archives received 26 percent of the total operating budget of the Virginia State Library and Archives; and

WHEREAS, this level of funding has hindered the Archives' ability to preserve, restore, and serve those who use its facilities and records; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, That a joint subcommittee study the future of the Virginia State Library and Archives. The joint subcommittee shall examine the effects of the current funding available on the State Library and Archives' ability to serve the public and to preserve Virginia's history and shall also investigate the reorganization of the Archives into an autonomous state agency separate from the Virginia State Library. In its deliberations on the preservation of Virginia's historical records and documents, the joint subcommittee shall also inventory the collection of historical art work such as paintings, portraits, and pictures on display in the State Capitol and recommend appropriate ways to restore and preserve such items.

The joint subcommittee shall consist of nine members as follows: three from the Senate, appointed by the Senate Committee on Privileges and Elections; four from the House of Delegates, appointed by the Speaker; and two members at large, one to be appointed by the Senate Committee on Privileges and Elections and one to be appointed by the Speaker.

The Division of Legislative Services shall provide staff support to the joint subcommittee. All other agencies of the Commonwealth shall cooperate as requested by the joint subcommittee.

The joint subcommittee shall complete its work in time to submit its findings and recommendations to the Governor and the 1995 Session of the General Assembly in accordance with the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

The direct costs of this study shall not exceed \$5,000.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

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SENATE JOINT RESOLUTION NO. 258

Offered January 11, 1995

*Continuing the joint subcommittee studying the reorganization of The Library of Virginia.*

Patrons—Walker, Andrews and Calhoun; Delegates: Ball, Davies, Morgan and Moss

Referred to the Committee on Rules

WHEREAS, the 1994 Session of the General Assembly established a nine-member subcommittee to study the future and possible reorganization of the Commonwealth's state library agency, to inventory the collection of historical art work in the State Capitol, and to develop recommendations regarding its restoration and preservation; and

WHEREAS, to meet its study directives, the joint subcommittee has sought the input and expertise of Library leadership and staff, genealogists, and university librarians, and has examined the history, mission, and duties of the Library of Virginia; the designation and application of funds for The Library and the Archives; and the organization and funding of state libraries and archives in other states; and

WHEREAS, the mission of the Library of Virginia is threefold: to be the library agency of the Commonwealth; to act as the state's archival agency; and to serve as a reference library at the seat of government, and this mission is reflected in the Library's organizational structure; and

WHEREAS, as the Commonwealth's archival agency, The Library, through its Archives and Records Division, maintains archival holdings that include over 52,000 cubic feet of court and government records, tax documents, personal papers, and maps documenting Virginia history and government; and

WHEREAS, although The Library is currently organized by statute as a single state agency with multiple purposes, objectives, and functions, examination of the various funding and staffing needs within each of its Divisions is essential to the effective operation of The Library; and

WHEREAS, further study is necessary to develop recommendations that will help ensure the fulfillment of The Library's multi-faceted mission and to the Archives' ability to preserve, restore, and serve those who use its facilities and records; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, that the joint subcommittee studying the future of the Library of Virginia be continued. The Joint Subcommittee shall consider, among other things, Library funding and staff levels; current and projected storage and space needs and preservation efforts; the progress of construction of the new Library facility and the proposed Record Center; the inventory and preservation needs of The Library's historic art works; and the efficacy and appropriateness of establishing the Archives as an autonomous state agency, separate from The Library.

The current membership of the joint subcommittee shall continue to serve as appointed pursuant to SJR 96 (1994); any vacancies shall be filled in the manner consistent with the original resolution.

The Division of Legislative Services shall provide staff support to the joint subcommittee. All other agencies of the Commonwealth shall cooperate as requested by the joint subcommittee.

The joint subcommittee shall complete its work in time to submit its findings and recommendations to the Governor and the 1996 Session of the General Assembly in accordance with the procedures of the Division of Legislative Automated Systems for processing legislative documents.

The direct costs of this study shall not exceed \$5,000.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

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