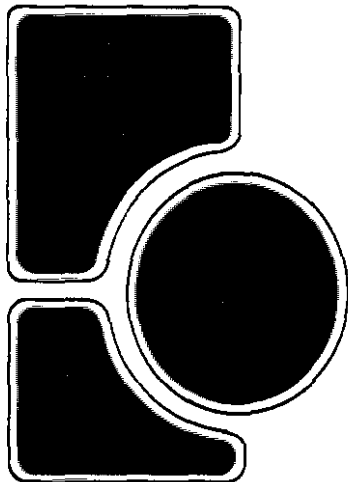


**SPECIAL REPORT OF THE  
JOINT LEGISLATIVE  
AUDIT AND REVIEW COMMISSION ON**

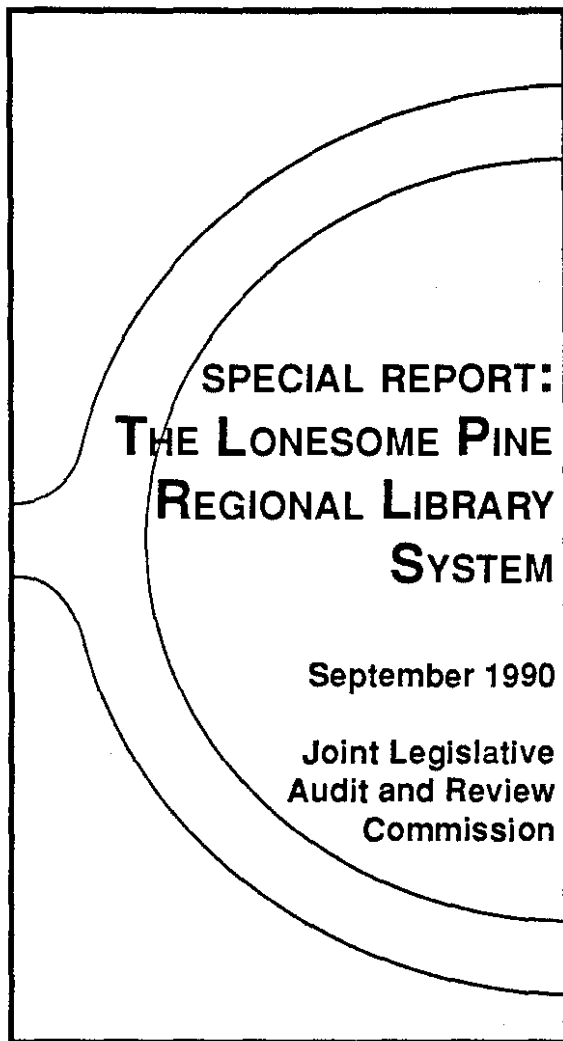
# **The Lonesome Pine Regional Library System**



**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1990**

COPYRIGHT © 1990 BY THE JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION

# JLARC Report Summary



The Lonesome Pine Regional Library (LPRL) system serves five localities in Southwest Virginia: Wise, Dickenson, Lee and Scott counties and the City of Norton. The LPRL is one of the larger regional libraries in the State and is an important educational, learning, and entertainment resource for the entire region. It represents a significant accomplishment of leadership by the regional library director and regional cooperation.

Overall, the LPRL offers effective library services at a moderate cost to the approximately 119,000 residents of the

region. Users, staff, trustees and local officials are generally satisfied with the adequacy of services. A review conducted by the Auditor of Public Accounts indicated that recent audits of the system were accurate and reasonably thorough. There is also no evidence of any financial impropriety or any substantial inequity in the allocation of resources among the local branches. There is no evidence of fund misuse.

While the accomplishments of the system are noteworthy, attention to a variety of managerial problems and communication concerns is necessary to reduce regional friction and to preserve and strengthen the regional structure.

The LPRL is one of 25 regional library systems in the State. Localities participating in regions have a variety of advantages over libraries operating independently, including:

- expanded collection sizes
- more numerous locations
- shared cataloguing and reference networks (usually computer-supported)
- increased purchasing power
- reduced overhead and managerial expenses.

In addition to such intrinsic benefits of scale, regional systems receive financial incentives from the State. For example, in FY 1989 the five LPRL localities received an estimated \$70,000 more in State aid as a region than they would have operating as independent libraries. Further, JLARC analysis indicated that the local costs of replacing regional services — such as materials processing, cataloguing and bookkeeping — would probably outweigh the potential savings associated with leaving the system.

## The Lonesome Pine Regional Library Today

Overall, the LPRL effectively and economically provides library services to the citizens of the region. Nine branch libraries serve the five-locality area of the LPRL. In support of this system, 13 full-time and 2 part-time staff work in the regional headquarters. The nine branches employ 49 personnel. This staffing level is efficient from a number of perspectives. First, the percentage of LPRL expenditures on salaries — 58 percent — is virtually identical to the 58 percent average of five comparable regional systems in Virginia. Lonesome Pine staff, however, manage more than twice as many catalogued books (370,200) as do the comparable systems (180,669 average). Further, the LPRL books per capita (3.10) is almost twice that of the comparable regions (1.66). On these measures, the LPRL appears to be relatively efficient in managing its collections. Indeed, a case can be made that the LPRL needs more certified librarians to fulfill its various missions successfully.

### Library Effectiveness

Staff of JLARC and the Virginia State Library and Archives (VSLA) evaluated li-

brary effectiveness through a series of constituent surveys and assessments of 13 professional library performance measures.

Four groups associated with the regional library system — patrons, trustees, staff and local officials — were surveyed to obtain their perceptions regarding the services provided by the system. All respondents indicated a general satisfaction with library services (see table below).

In addition, the VSLA staff found that all of the nine branches were acceptable or better on two of the 13 performance measures:

- convenience of location
- popular library collections.

Eight branches had acceptable non-print (principally video) collections. Further, the major branches generally had acceptable or good overall book collections. Five of the nine branches were acceptable or better on at least 10 of the 13 professional library performance measures:

- Wise County Public Library
- Scott County Public Library
- Lee County Public Library
- Jonnie B. Deel Memorial Library (Dickenson County)

### Percentage of Constituents Satisfied with LPRL Services

	<u>Average User Rating</u>	<u>Average Staff Rating</u>	
Adequacy of Services and Collections	85%	80%	
	<u>Overall Staff Rating</u>	<u>Overall Trustee Rating</u>	<u>Overall Local Official Rating</u>
Adequacy of Services for Community	88%	91%	77%

Source: JLARC Surveys of LPRL Users, Staff, Trustees, Local Officials, 1990.

- C. Bascom Slomp Memorial Library (Wise County)

These are the larger branches in the system. The other branches had lower levels of performance, which would be expected given their smaller size.

### Public Awareness and Circulation Are Concerns

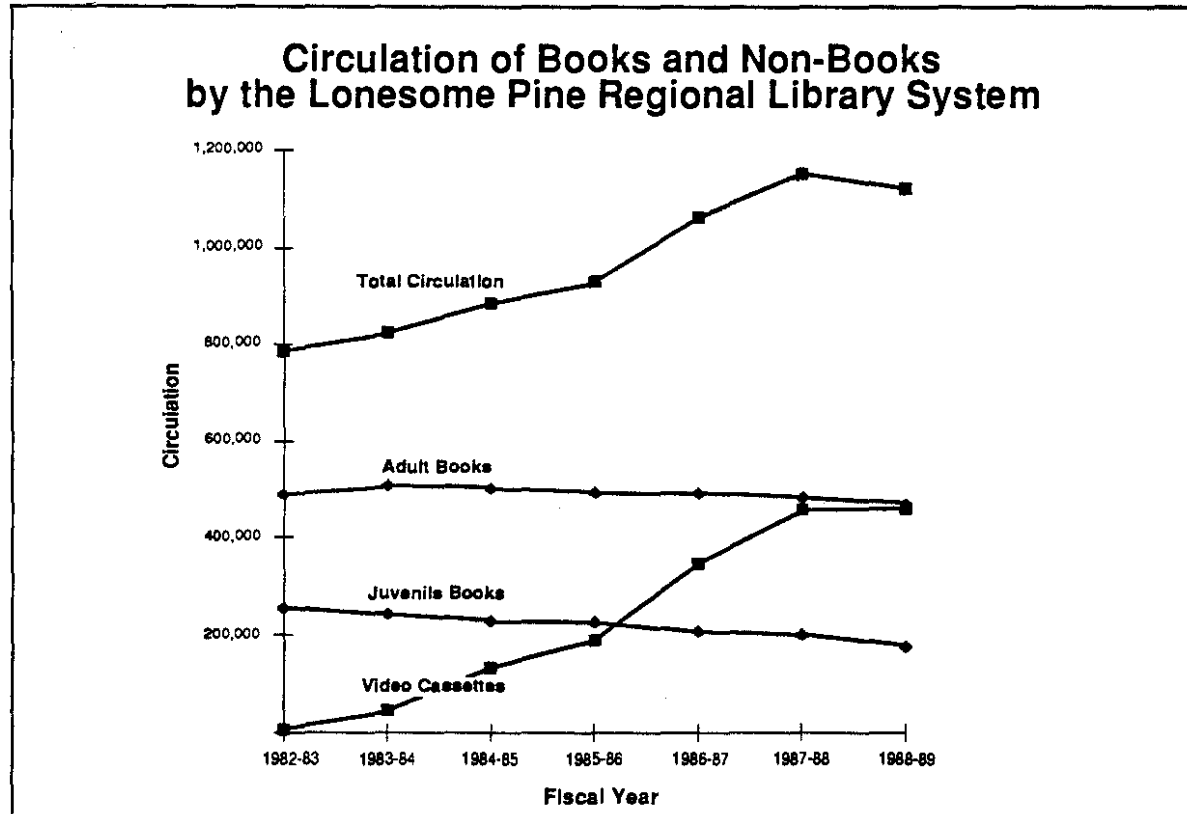
System-wide, the principal problem areas for library effectiveness were public awareness and circulation. Public awareness relates to the amount of community attention and support the library is able to attract. Lack of public awareness may be one reason some branches have inconsistent local support and funding.

Circulation problems may also be associated with public awareness and the relatively limited number of operating hours of the various branches. Reflecting this problem, patrons surveyed by JLARC staff

indicated increased operating hours as the primary need of the system.

While total circulation of LPRL materials increased from FY 1983 to FY 1989 because of video check-outs, all categories of book circulation actually declined during the seven-year period. Juvenile books in particular declined, from a total circulation of 256,046 in FY 1983 to 178,335 in FY 1989. Some of the circulation decline can be attributed to population stagnation or declines in the area, as well as to limited operating hours and more accurate records. Undoubtedly, however, much of the decline can probably be attributed to the popularity of videos.

While video circulation in FY 1983 was a meager 7,884, by FY 1989 LPRL video circulation reached 461,724. The video collection was the only collection whose circulation grew every year during the period studied (see figure below). In FY 1983, videos comprised one percent of the LPRL total circulation. In FY 1989 videos repre-



Source: JLARC analysis of VSLA and LPRL circulation statistics.

sented 41 percent of total circulation. Even more worrisome is that the greatest declines in book circulation have been in the area of children's books (Figure 1).

Further, the purchase of videos has eroded the purchasing of books. Since FY 1985, an average of over \$70,000 per year has been spent on audio-visual materials (predominantly videos), compared to \$101,500 spent on books. In FY 1988, more was actually spent on audio-visuals (\$81,000) than on books (\$64,000). From a workload standpoint, video circulation consumes an enormous amount of library staff time. On the other hand, videos are clearly very popular with patrons.

The LPRL board of trustees needs to establish a clear policy on the direction of its video collection and the role of videos in the library. Further, because most videos are purchased with State funds, the State Library Board should also look at this issue. Consideration should be given to establishing guidelines for State spending on non-book materials, such as videos.

### **Financial Issues**

Although JLARC staff did not find any financial improprieties in the LPRL system, the complex funding process for the system has raised questions about fund allocations, particularly for regional office operations. These types of problems, and the resulting disagreements over fund allocations, can cause increased friction within the system.

The LPRL should take three steps to address the confusion over fund allocations and allegations of funding inequity. First, the LPRL board should develop a revised regional agreement which specifies methods for such things as allocating regional expenses, handling fund shortfalls, and adjusting employee salaries. Second, LPRL staff should make a concerted effort to include local officials in the budget plan-

ning process. Third, the LPRL staff should increase efforts to adhere to the Virginia Public Procurement Act.

---

### **Managerial Concerns**

---

The current director of the LPRL assumed the position in 1965. Consequently, the system has enjoyed a high measure of continuity in terms of leadership, vision, and administration. During the course of the review, many favorable comments were made by local officials and library staff regarding the dedication, stewardship, and leadership provided by the current regional administration. Just as interests and strengths have compounded over the long period of system continuity, however, so have some areas of inattention and weakness. Consequently, a variety of nagging managerial concerns have evolved in the areas of:

- regional cohesion and identification
- personnel management and evaluation
- computerization
- communication.

Resolution of these concerns will be difficult because of the strong positions held by some members of the library administration and board of trustees. Reasonable and constructive leadership and patience are needed for these management problems to be successfully resolved.

### **Regional Cohesion and Identification**

There is more than a healthy amount of rivalry between the participating localities in the LPRL. Allegations of local or branch favoritism and jealousy were frequently heard by JLARC staff. A greater effort needs to be made by the LPRL director and board of trustees to promote sys-

tem unity. This could be done by more regional staff assistance visits to branches by the director and other regional staff. At least one meeting of the board should be held in each locality per year. Organizational development and team building exercises for the board and regional staff should also be considered.

### **Personnel Management and Evaluation**

Personnel in the LPRL are rarely if ever formally evaluated or appraised of performance expectations. On the other hand, regional and branch staff are openly and sometimes harshly critical of each other. As a consequence, morale and performance suffer. A formal evaluation system should be developed and implemented. The board should specify its performance expectations to the director and, with the oversight of a board personnel committee, support the LPRL director as a professional personnel manager.

### **Online Conversion Project**

The LPRL online conversion project began a decade ago and is still not complete. Regional assistance to localities has been inconsistent and, consequently, another divisive factor in regional relations. The director, with board approval, should direct the preparation of a timetable for completion, allocate regional staff for as-

sistance, and bring the project to completion in all branches by the end of FY 1991.

### **Communication**

Many of the problems noted with the LPRL are not unique to regional efforts at cooperation. On most of the issues raised to JLARC staff, cases could be made for more than one point of view. Improved relationships would exist throughout the system if mechanisms were put in place for the objective discussion and positive resolution of divisive issues.

---

### **Board of Trustees**

---

While the LPRL has made significant strides in providing effective library services to the region, a variety of problems face the system. Regional communication and cooperation on these problems are essential for the continued success of the Lonesome Pine Regional Library.

The board of trustees of the LPRL should take a proactive leadership role on these issues. However, the board itself is fragmented along local lines. The board has also been inconsistent in its direction to and support of the library director and staff. To play a constructive role in the strengthening of the LPRL system, the board will need to more clearly and consistently define and fulfill its role.

---

## TABLE OF CONTENTS

---

	<u>Page</u>
I. Introduction	1
Regional Libraries in the State	1
The Lonesome Pine Regional Library System	6
JLARC Review	8
II. Organization and Management of the Lonesome Pine Regional Library	13
Organization and Administration of the LPRL	13
Library Management	19
Human Resource Management	30
Organizational Policies and Procedures	38
Board of Trustee Relations	42
Future Directions for Management of the LPRL	44
III. Library Funding	47
Library Funding Sources and Budget Development	47
Funding Issues and Problems	55
IV. Effectiveness of Library Operations and Services	79
Satisfaction with Library Services	79
Effectiveness of Local Branches	84
Regional Headquarters Operations and Services	101
Appendixes	109

---

## I. INTRODUCTION

---

Virginia's public library system currently serves 99 percent of the State's population. In 1970, over 50 percent of the geographic area of the State was not served by a public library. By 1990, the area not served by tax-supported locality-wide service had been reduced to three counties (Giles, King and Queen, and Richmond).

The expansion of library services in the State has been encouraged by the Virginia State Library and Archives' (VSLA) emphasis on creating regional library systems through consolidation of existing independent libraries. Localities joining a regional system are able to pool resources and obtain purchasing, systems, and management benefits that smaller independent libraries are unable to achieve individually. In addition, although the majority of public library funding comes from local sources, the current formula for State aid to libraries provides advantages to regional library systems.

The Lonesome Pine Regional Library (LPRL) system was established in July 1964. It reached its current membership in 1972. The system is comprised of Dickenson, Lee, Scott, and Wise counties and the City of Norton in Southwest Virginia. Serving a population of approximately 119,000 and five separate localities, the LPRL is the among the larger regional library systems in the State. Perceived problems and misunderstandings experienced with the operations and management of the LPRL prompted requests that JLARC conduct a performance audit and review of the system.

### REGIONAL LIBRARIES IN THE STATE

Currently, Virginia has 25 regional library systems operating in the State. These libraries serve over one-half (70) of the localities in the State and almost 42 percent of the State's population.

The formation of regional libraries has been encouraged through statute for over 54 years. More recently, the State has added financial incentives for localities to band together to provide library services. Consequently, regional libraries of varying types and sizes have been formed throughout the State. (Sixty-five single-jurisdiction libraries also receive State aid.)



## Legislative History of Regional Libraries in Virginia

In 1936, the General Assembly first granted counties in the State the specific authority to combine to form regional systems. Since then, the General Assembly has consistently supported the regional concept as the preferred method for providing library services in the State. Regional libraries are able to share books and other materials, thus increasing the availability of materials and reducing costs.

The General Assembly initially appropriated funds to the VSLA to support local libraries and regional library systems in 1942. The primary emphasis of this initial appropriation was to help develop new libraries. However, provisions were included to provide aid to existing libraries, particularly existing regional libraries. While existing single-jurisdiction libraries were eligible to receive up to \$1,000 in matching State aid (one dollar of State aid for every local dollar spent on books, bookmobiles, or additional personnel), existing regional libraries were eligible for as much as \$15,000 of State aid. Furthermore, the State aid provided to the regional systems was not dependent on obtaining matching local funds. Regional State aid was determined on a books per capita basis.

A passage from the Act providing the appropriation demonstrates the General Assembly's intent in providing more lucrative funding guidelines for regional libraries:

As the joining of two or more counties to establish and maintain a regional free library system enables rural inhabitants to provide the necessary and satisfactory facilities for library service at less cost per capita, regional free library systems are to be encouraged...

The State aid funding format underwent relative minor changes until 1970 (Exhibit 1). Most changes related to adjustments to the State aid ceiling or alterations to the methods used to determine funding for the development of new libraries. For example, State aid for developing new libraries changed from a books per capita basis to a straight per capita basis in 1946.

In 1970, sections of the *Code of Virginia* related to regional library development and State aid funding underwent a significant revision. The new sections continued, however, to emphasize the Commonwealth's policy "...to promote the establishment and development of public library service throughout its various political subdivisions " (*Code of Virginia*, §42.1-46). In addition, a revised State aid funding formula was introduced, with the stated purposes of encouraging "...the maintenance and development of proper standards... and the combination of libraries or library systems into

---

Exhibit 1

MAJOR CHANGES TO LEGISLATION FOR FORMATION AND  
FUNDING OF REGIONAL LIBRARIES

<u>Year</u>	<u>Change to Legislation</u>
1936	<ul style="list-style-type: none"><li>• General Assembly first gives counties the specific authority to establish regional free library systems under agreed contract terms.</li></ul>
1938	<ul style="list-style-type: none"><li>• Provision added allowing counties in which no library service is established to appropriate funds to support any free library they deem proper.</li></ul>
1942	<ul style="list-style-type: none"><li>• Funds first appropriated by General Assembly for library development; funds not to exceed \$5,000 for any new independent library, \$15,000 for a new regional library, and \$1,000 in matching funds for any existing library.</li></ul>
1944	<ul style="list-style-type: none"><li>• Funding sections re-written. New provisions provide maximums of \$5,000 for a new single jurisdiction library and \$10,000 for a new regional library. Maximum matching funds available for existing libraries increased to \$1,000 for single jurisdiction libraries, \$5,000 for regional libraries.</li></ul>
1946	<ul style="list-style-type: none"><li>• Grants for new libraries changed to be based on a 75¢ per capita basis with same maximums (\$5,000 for a new single jurisdiction library, \$10,000 for a new regional library). Maximum matching grants for existing libraries not altered.</li></ul>
1948	<ul style="list-style-type: none"><li>• Increased grant maximums for new libraries to \$6,250 for a new single jurisdiction library, \$12,500 for a new regional library. Matching grant amounts changed for eligible existing libraries from \$1.00 of State aid for each local dollar to \$1.25, with the following maximums:<ul style="list-style-type: none"><li>-- \$6,250 for regional libraries</li><li>-- \$1,250 for single county libraries</li><li>-- \$625 for cities over 5,000 people</li><li>-- \$125 for cities with less than 5,000 people.</li></ul></li></ul>

---

Exhibit 1  
(Continued)

<u>Year</u>	<u>Change to Legislation</u>
1952	<ul style="list-style-type: none"><li>• Grants for new libraries changed to \$1.00 per capita, with a maximum of \$35,000 for all types of libraries. Matching grants to improve standards changed to following limitations:<ul style="list-style-type: none"><li>-- Regional libraries and county libraries serving more than 35,000 people: 35¢ in matching State aid for each local dollar spent, maximum of \$15,000.</li><li>-- County libraries serving less than 35,000 people: 25¢ in matching State aid for each local dollar spent, maximum of \$1,500.</li><li>-- City libraries serving more than 35,000 people: 10¢ in matching State aid for each local dollar spent, maximum of \$5,000.</li><li>-- City libraries serving fewer than 35,000 people, but more than 5,000: 10¢ in matching State aid for each local dollar spent, maximum of \$1,000.</li></ul></li></ul>
1958	<ul style="list-style-type: none"><li>• Increased maximum grant for new libraries to \$50,000. Matching grant for county libraries serving less than 35,000 people increased to 35¢ per local dollar, up to a maximum of \$5,000.</li></ul>
1960	<ul style="list-style-type: none"><li>• Increased maximum matching grant for regional libraries serving more than three political subdivisions from \$15,000 to \$20,000.</li></ul>
1970	<ul style="list-style-type: none"><li>• Section recodified and new State aid funding formula introduced for all libraries meeting criteria established by State Library Board. New formula bases State aid on (1) local expenditures (with a maximum grant for each locality of \$150,000), (2) population, and (3) square miles served, with incentives for participation in regional systems.</li></ul>
1990	<ul style="list-style-type: none"><li>• Local expenditure component of formula increased from 35¢ in State aid for each local dollar spent to 40¢. Maximum grant for each locality increased from \$150,000 to \$250,000.</li></ul>

Source: JLARC analysis of *Code of Virginia*.

---

larger and more economical units of service" (*Code of Virginia*, §42.1-46).

The revised State aid formula (which is explained in detail in Chapter III) is based on three components: (1) amount of local expenditures, (2) population, and (3) square miles in area served. The formula provides additional funding for regional libraries, depending on the number of political subdivisions participating in the system. With the exception of minor alterations made by the 1990 General Assembly, the basic provisions of the formula have remained essentially unchanged since 1970.

### Advantages of Regional Libraries

Regional library systems have at least three advantages over libraries operated independently by individual localities, particularly smaller, rural localities. First, through pooling resources and collections, participating localities have access to additional resources that they would otherwise be unable to afford. Books and other materials can be more easily shared within a regional system. For example, one copy of an expensive reference set can be purchased and shared. In addition, specialized functions -- such as materials selection and cataloging -- can be consolidated and performed by a centralized staff, rather than retaining personnel in each locality to perform these functions.

Second, regional systems may be able to obtain purchasing discounts on library materials and office supplies that are often unavailable to small, independent libraries. For example, multiple copies of popular books may be purchased for all participating localities at the same time. Because distributors often offer incentives for large purchases, these books may be obtained less expensively for each participating library than if the libraries were operating independently. Similarly, office supplies can be purchased in bulk quantities, which are frequently less expensive than purchasing supplies in smaller amounts.

Third, as mentioned earlier, the current State aid formula provides certain financial incentives for localities to form regional systems. For example, the base formula provides 30 cents per capita for the area served. However, regional systems receive the base of 30 cents per capita, plus an additional 10 cents per capita for each additional participating locality. Therefore, a regional system with five participating localities (like the LPRL) receives 70 cents for each person in the region, more than twice what each locality would receive operating independently.

## Types of Regional Libraries

Section 42.1-37 of the *Code of Virginia* states that two or more political subdivisions may join to establish a regional library system. This provision provides a large degree of flexibility for localities in determining how to structure a regional system if they decide to pursue that option. Consequently, each regional library in the State is relatively unique.

All 25 regional libraries in the State have two characteristics in common: (1) they serve more than one locality (ranging in size from two to five participating localities) and (2) they have governing boards. Beyond these similarities, the regional libraries vary substantially, depending on the specifications of the contracts agreed to by the participating localities. Factors that play a role in the configuration of a regional system and the methods for sharing costs among the participating localities include:

- prior relationships of the participating localities
- histories of the independent libraries joining the system
- facilities available for the system
- area demographics
- revenue availability.

The most typical configuration for regional libraries utilizes a designated headquarters library, which serves as a "clearinghouse" for processing the system's library materials. The LPRL falls into this regional system category. Under this model, other central administrative functions (e.g., materials selection and ordering, bookkeeping, specialized reference functions) for the system are usually housed at the regional headquarters library. The headquarters library also generally maintains a larger, more extensive collection available for use throughout the system. In addition to the headquarters library, branch libraries may be located throughout the region, with at least one branch in each participating locality.

Other regional library systems may involve contractual relationships between as few as two localities, in which the smaller of the two localities contracts with the larger locality to provide library services. Occasionally, the larger locality will only provide extension services (e.g., bookmobile service) to the smaller locality. Citizens of the smaller locality have library privileges in the facilities of the larger locality.

## THE LONESOME PINE REGIONAL LIBRARY SYSTEM

The LPRL has existed in its current four-county, one-city form since 1972. However, the system began as a one-county, one-city

regional system over 30 years ago when the County of Wise and the City of Norton entered into an agreement. Through the efforts of the localities and the regional library director, the LPRL has developed into one of the larger systems in the State and has been referred to as an example for other localities seeking to form regional systems.

### History of LPRL and Area Characteristics

The LPRL was largely formed through a series of successful "demonstration projects" sponsored through the VSLA. Demonstration projects were federally-funded, State-supported efforts to provide library services, particularly in rural areas without libraries. For a limited period (usually between one and two years), the VSLA would provide all necessary materials and funding necessary for operating expenses. Local governments were only required to provide building space and utilities during the demonstration period. At the end of the demonstration period, localities had the option to continue the services by providing local funding for the libraries. Localities would sometimes exercise this option through joining an existing regional system.

Wise County and the City of Norton entered into an 18-month demonstration project in December 1957. After the successful completion of this demonstration project, the Wise County Public Library was established through a joint resolution between the localities on June 7, 1960.

Dickenson and Lee counties joined the system in 1964 and 1967, respectively, following successful demonstration projects. The system was also renamed the Lonesome Pine Regional Library during this period. Scott County became the final locality to join the system in March 1972. The most recent contract among the participating localities dates from Scott County's addition to the system.

The participating localities generally have small populations and low family income levels, compared to other localities in the State. According to 1987 population estimates, localities participating in the LPRL range in size from 4,500 (Norton City) to 43,700 (Wise County), with an average population of 23,820. Two of the participating localities rank 134 and 135 (out of 136 localities in the State) in median family income.

As such, the participating localities typify the kind of area encouraged to develop a regional library system. The overall small populations and the relative lack of income in the participating localities would make providing adequate free library service difficult on an individual locality basis.

## Organizational Structure, Staffing, and Funding

The LPRL is composed of nine branch libraries located throughout the region (Figure 1). Four branches are located in Wise County, including the regional headquarters library. Dickenson and Lee Counties each have two branches, while Scott County has one branch.

An eleven-member board of trustees guides the operations of the LPRL. Trustees are appointed to the LPRL board by the local governing bodies of the participating localities. Generally, the board is responsible for establishing library policy and hiring the regional library director, who handles the LPRL's day-to-day operations. The board is also responsible for approving a budget, securing funding, becoming familiar with library standards, and understanding and supporting library services.

As of May 1990, the LPRL system was staffed by 64 full- or part-time employees. Forty-nine of these employees work in the nine branch libraries. The remaining employees work in the regional office. The system currently has four certified librarians on staff. Three of the certified librarians have positions in the regional office (the library director, the assistant library director, and the technical services librarian). The fourth certified librarian serves as a supervising librarian in one of the branch libraries.

In FY 1989, the LPRL had \$1,517,204 in total expenditures. Of this amount, \$1,057,595 (69.7 percent) came from local funds and contributions, \$453,427 (29.9 percent) came from State aid funds, and \$6,182 came from federal funds.

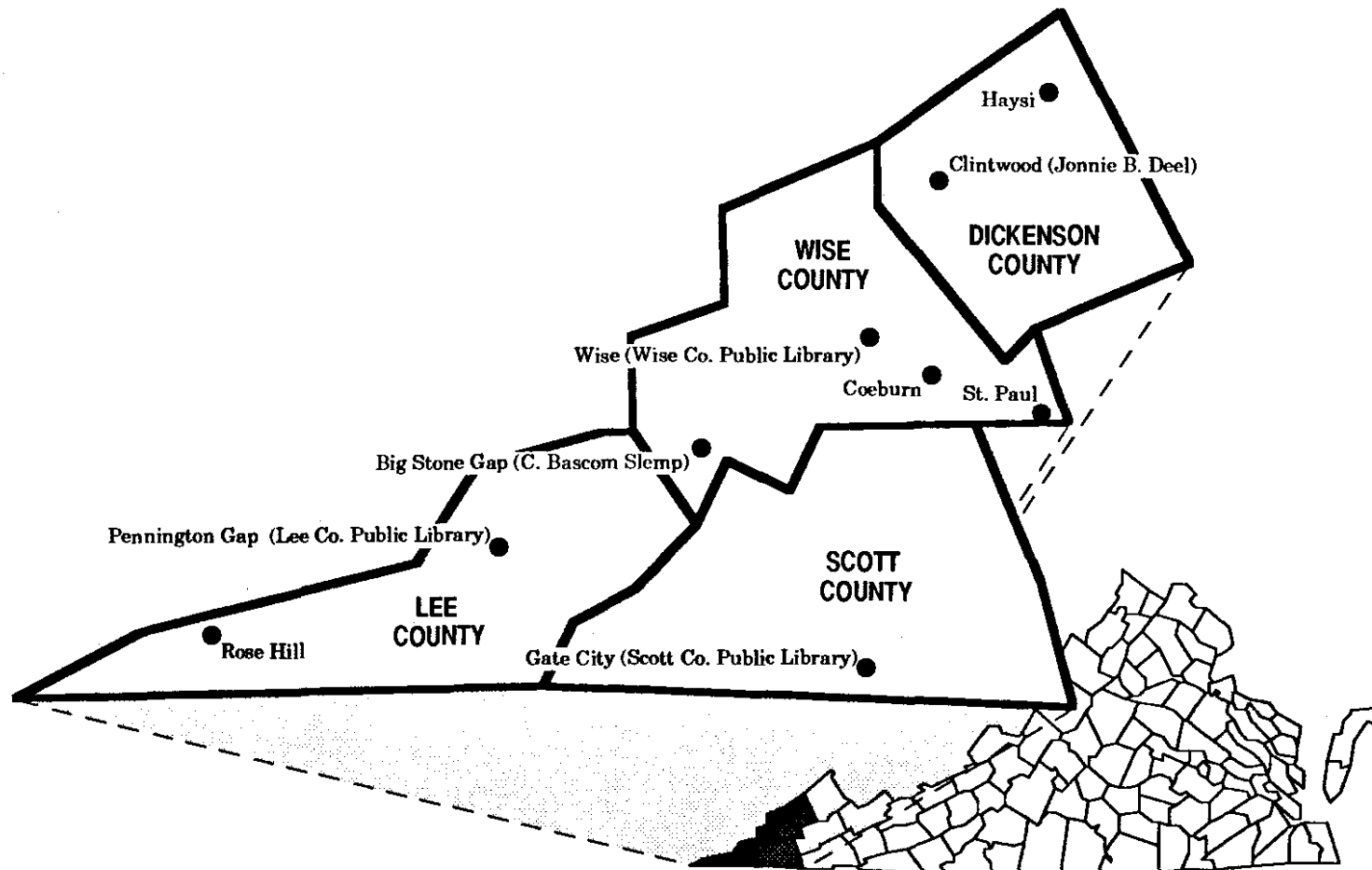
## JLARC REVIEW

In recent years, several localities have considered withdrawing from LPRL. In September 1989, resolutions were passed by three LPRL participating localities (Dickenson, Lee, and Scott Counties) requesting the VSLA to conduct an administrative audit and management review of the LPRL system (see Appendix A for the text of the Scott County resolution). The VSLA subsequently sought the advice of the Attorney General's Office regarding the VSLA's role in such a review.

Several State agencies were considered as alternative organizations that could appropriately conduct the review, including the Department of Personnel and Training, the Auditor of Public Accounts, the Department of Planning and Budget, and JLARC. It was determined that JLARC had the required staff expertise to conduct the

Figure 1

## Location of Libraries in the Lonesome Pine Regional System



Source: JLARC staff graphic based on 1988-89 LPRL Annual Report.



review. A letter requesting JLARC's assistance was submitted by the State Librarian to members of the Commission in November 1989. The request was authorized by the Commission in January 1990.

### Study Issues

The resolutions requesting the review suggest several operational areas of the LPRL requiring examination. The resolutions request that the review include, but not be limited to, examination of:

- LPRL personnel practices and procedures
- financial record keeping and accountability
- regional board and staff relations
- library operations and procedures
- services to library patrons and the public
- regional system relationships
- accountability and responsibilities to the local governing bodies and to the State Librarian.

Each of these areas is addressed in this review of the system. Staff from the VSLA were closely involved in assessing LPRL operations and services. In addition, Auditor of Public Accounts staff provided technical assistance in reviewing LPRL financial records and assessing the LPRL's financial accountability.

### Study Activities

A variety of study activities were undertaken in order to collect and analyze information for the review. Data were collected primarily during site visits to the LPRL branches and through a series of mail surveys. Telephone interviews and document reviews were also conducted as part of the data collection process.

*Site Visits.* JLARC staff conducted site visits to each of the nine branch libraries in the LPRL system, including the regional office operations housed in the Wise County Library. During these site visits, structured interviews were conducted with LPRL board members, the regional director, the assistant director, the technical services librarian, the LPRL bookkeeper, and each branch supervisor. (All LPRL staff were surveyed by mail, and other selected LPRL staff were interviewed in person.) In addition, LPRL financial records and personnel files were reviewed during the JLARC staff site visits.

VSLA staff assisting in the study utilized site visits to assess the effectiveness of library services provided throughout the system. Among the items examined during VSLA staff visits were: physical structure of the branches, operating hours, collections,

circulation, special services and programs, public awareness of library services, and library planning.

APA staff conducted an on-site review of the LPRL auditor's working papers. The review was conducted in order to verify the accuracy and assess the completeness of recent audits performed for the system.

*Mail Surveys.* In order to help assess current library services and operations, four different mail surveys were developed and sent to affected groups. Surveys were sent to (1) LPRL staff, (2) LPRL board members, (3) local officials from localities participating in the LPRL system, and (4) library patrons. Surveys requested general information on library services and asked specific questions targeted to each particular group surveyed. Surveys sent to LPRL staff and LPRL board members had 100 percent response rates. Response rates for surveys sent to local officials and library patrons were 69 percent and 33 percent, respectively, exceeding targeted response rates for those two groups.

*Telephone Interviews.* Telephone interviews were conducted with selected former LPRL board members and VSLA staff. Information gathered during these interviews was used primarily to provide additional background information and to corroborate study findings.

*Document Reviews.* A wide array of documents regarding the LPRL's history, programs, financial activities, and operations was collected and reviewed during the study. These documents included annual reports, newspaper articles, LPRL correspondence, financial records and audits, personnel policies and procedures, planning documents, grant applications, VSLA statistics and reports, and other background materials. Relevant sections of the *Code of Virginia* were also reviewed and researched.

### Report Organization

This chapter contains an overview of the LPRL and the JLARC study approach. Chapter II discusses the organization and management of the LPRL. Chapter III reviews budgeting and financial issues associated with the system. Library services, as reviewed by JLARC staff and the Virginia State Library and Archives, are reviewed in Chapter IV.



---

## II. ORGANIZATION AND MANAGEMENT OF THE LONESOME PINE REGIONAL LIBRARY

---

The regional library director manages the Lonesome Pine Regional Library (LPRL) system from the library's regional headquarters, located adjacent to the Wise County Public Library in Wise, Virginia. Thirteen full-time and two part-time personnel work in the regional headquarters, while 49 personnel work in the nine branch libraries.

Generally, the library system appears capable of providing quality library services throughout the region. Under the direction of the regional library director, the LPRL has built an impressive system that includes a number of attractive and functional branch libraries. However, several management-related problems, including relationships with local officials, as well as between the regional headquarters and the branch libraries, appear to interfere with the optimal use of the system's components.

The following sections of this chapter discuss:

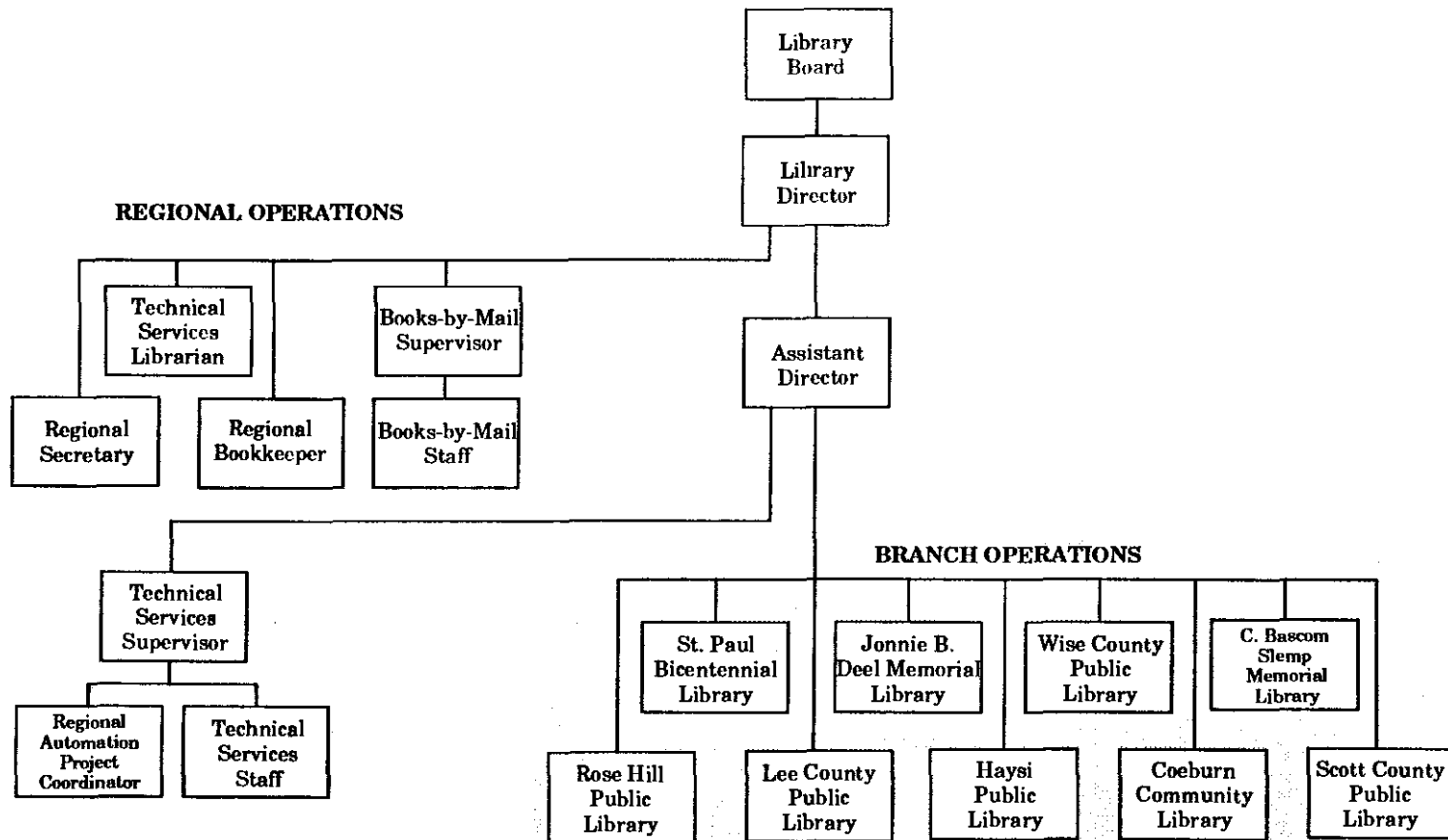
- the organization and the administration of the library and regional and branch library responsibilities
- library management issues and recommendations
- human resource management issues and organizational policies and procedures
- board of trustee relations
- future directions for the LPRL.

### ORGANIZATION AND ADMINISTRATION OF THE LPRL

The LPRL is administered by the regional library director with assistance from two professional librarians and other regional staff (Figure 2). Almost all of the administrative functions for the nine-branch system occur within the regional headquarters, including branch management, fiscal management, automated data collection and storage, materials acquisition and distribution, coordinating library programs for children, and human resource management. In the past, the regional headquarters has even determined work schedules for

Figure 2

## Current Lonesome Pine Regional Library Organization



Source: JLARC staff analysis of Lonesome Pine Regional Library organizational chart and interviews with LPRL staff, 1990.

branch employees. However, branch supervisors currently perform that function. Computer terminals within the branches are linked with the LPRL's computer, which is located in the regional headquarters and which maintains data files on registered patrons and the library's collection of books and other materials.

Activities within each of the nine branch libraries are supervised by branch supervisors. The number of employees in each branch varies depending upon the size of the branch, its hours of operation, and local government funding levels. With 12 staff (9 full-time and 3 part-time), the Wise County Library is the largest branch. Rose Hill -- the smallest branch -- has only one part-time employee, the branch supervisor. Library services are generally similar from one branch to the next. Each provides a variety of adult and children's books, reference books and other written materials, audio and video materials, and library programs for children.

#### Regional Office Responsibilities

Overall management of the LPRL is centralized at the regional headquarters in Wise. At this location books and other library materials are ordered, received, catalogued, and distributed to the branch libraries. In addition, office and cleaning supplies, postage, and other administrative materials are centrally stocked and distributed from the regional headquarters to the branches.

Once a week a van from the regional headquarters delivers books and other materials to the branch libraries. Staff in some branches indicated that this schedule sometimes delays the timely delivery of inter-library loan materials. However, according to the director of library development at the Virginia State Library (VSLA), a one to two week delay in the delivery of inter-library loan materials is not extraordinary. More timely delivery could be accomplished with more frequent trips or if other alternatives to van deliveries were explored.

*Duties and Responsibilities of the Regional Library Director.* The regional library director serves as the director of the LPRL's operations. The director supervises LPRL staff and manages most activities. The director prepares the budgets for the system and each branch and serves as technical adviser to the library's board of trustees. The regional library director also represents the LPRL at professional meetings. The director writes grant applications to help raise funds for the system and branches. Finally, the library director also advises on the floor plans for each branch and personally selects titles for the library's extensive video collection.

*Duties and Responsibilities of the Regional Staff.* In addition to the library director, staffing in the regional headquarters of the LPRL is comprised of two professional librarians, a bookkeeper, a technical services supervisor, a books-by-mail supervisor, and assorted clerical personnel. Responsibility for acquisitions (other than videos) belongs to the other two professional librarians and the technical services supervisor in the regional headquarters. They select adult and juvenile books, audio records and tapes, periodicals and reference books.

The professional librarians also perform various administrative duties for the LPRL. One serves as assistant director for overall library operations and personnel manager. As assistant director this librarian supervises operations in the branch libraries, selects titles for the fiction and non-fiction adult book collections, and performs specific duties related to approving branch requests for special book purchases. As personnel manager, the assistant director has been delegated responsibility for interviewing and hiring applicants for branch and regional positions. The assistant director also evaluates ongoing employee work performance.

Another professional librarian oversees technical services. These responsibilities include coordinating new book cataloguing, approving and processing gift books, processing audio and video materials, and preparing grant applications. This librarian also directs juvenile services throughout the system, including book selection and coordination of the story time and summer reading programs offered by each branch of the library.

Other staff in the regional headquarters perform a variety of functions related to the office's role as administrative and management center for the system. Fiscal matters for each branch, including budgeting and accounting, are centralized in the regional headquarters. In addition, the regional headquarters coordinates the purchasing and processing of books and other library materials. Processing includes preparing materials for immediate shelving at the branches by cataloguing them, affixing library ownership stamps, typing and affixing labels, and entering call numbers and bibliographic information into the LPRL's computer. With the exception of paperback books, all other library materials are "shelf-ready" when they leave the regional headquarters and are distributed to the branches (Exhibit 2).

One section within the regional headquarters houses the books-by-mail service of the LPRL. This service lends paperback books through the mail to home-bound and other remote patrons for whom travel to one of the branch libraries within the system is difficult. The books-by-mail service has 2,644 registered patrons and replaced the bookmobile as the outreach service offered by the regional library.

---

## Exhibit 2

### LIBRARY MATERIALS ACQUISITION AND DISTRIBUTION\*

- Step 1: Regional headquarters selects title based upon review in a library journal.
- Step 2: Number of copies determined by branch funds available, interest, special requests.
- Step 3: Purchase order placed with distributor.
- Step 4: Materials received at LPRL regional headquarters.
- Step 5: Materials catalogued, including classification and subject heading assignment.
- Step 6: Ownership stamp affixed, labels typed and affixed, bibliographic information entered into the computer.
- Step 7: Materials packed for distribution to branch; van delivery once a week.
- Step 8: Materials received at branch, linked to branch computer terminal, placed on shelf.
- Step 9: Materials borrowed by patron.

\*Includes books, videos, audio records and cassettes.

Source: JLARC staff analysis, 1990.

---

### Branch Library Responsibilities

The nine branch libraries in the LPRL system operate under the supervision of the regional headquarters. Although the actual size and hours of operation vary between branches, the services offered in one branch are generally found in other branches within the system. The number of staff varies according to the size of the branch, its hours of operation, and fiscal support from the county where the branch is located (Table 1). Most branches employ both



Table 1

LONESOME PINE REGIONAL LIBRARY SYSTEM  
BRANCH LIBRARY HOURS AND STAFFING

<u>Branch Name (and Location)</u>	<u>Hours of Operation</u>	<u>Weekly Hours of Operation</u>	<u>Number of Staff</u>
Wise County Public Library (Wise)	8:30-5:00 M,W,F,Sa 8:30-8:30 Tu,Th 2:00-5:00 Su	61	9 Full-Time* 3 Part-Time
C. Bascom Slemph Memorial Library (Big Stone Gap)	8:30-5:00 M,W,F,Sa 12:00-8:30 Tu,Th 2:00-5:00 Su	54	3 Full-Time 4 Part-Time
Coeburn Community Library (Coeburn)	8:30-5:00 M,Tu,W,F,Sa 11:30-8:00 Th 2:00-5:00 Su	54	2 Full-Time 3 Part-Time
St. Paul Bicentennial Library (St. Paul)	8:30-5:00 M,Tu,W,F,Sa 11:30-8:00 Th Closed Su	51	1 Full-Time 3 Part-Time
Jonnie B. Deel Memorial Library (Clintwood)	8:30-5:00 M,W,F,Sa 12:00-8:30 Tu,Th 2:00-5:00 Su	54	2 Full-Time 4 Part-Time
Haysi Public Library (Haysi)	8:30-5:00 M,Tu,F 8:30-2:30 W 9:30-6:00 Th 8:30-12:30 Sa Closed Su	44	1 Full-Time 2 Part-Time
Lee County Public Library (Pennington Gap)	8:30-5:00 M,W,F,Sa 12:00-8:30 Tu,Th 2:00-5:00 Su	54	4 Full-Time 1 Part-Time
Rose Hill Public Library (Rose Hill)	8:30-5:00 F,Sa Closed Su,M,Tu,W,Th	17	1 Part-Time
Scott County Public Library (Gate City)	8:30-5:00 M,W,F,Sa 12:00-8:30 Tu,Th 2:00-5:00 Su	54	3 Full-Time 3 Part-Time

\*Includes Literary Project Coordinator.

Source: Lonesome Pine Regional Library, 1990.

full-time and part-time personnel. Some branches also employ custodial personnel.

Most daily operations in each branch, including establishing employee work schedules and daily assignments, are coordinated by branch supervisors. One branch, the Scott County Public Library, employs a certified librarian as branch librarian instead of a branch supervisor. As opposed to the professional librarians, who must possess at least a master's degree in library science from an accredited library school, branch supervisors in the LPRL system may have a high school diploma or some level of college education.

Branch supervisors are generally responsible for overseeing the work performed by other branch employees, depositing income from fines, book sales, and donations from friends of the library, filing monthly circulation and income reports with the regional headquarters, assisting patrons with reference questions, and checking books and other materials in and out of the branch. In several branches, the supervisor also leads the story time and summer reading programs offered for children.

Most other daily operations in the branch libraries are performed by the branch supervisor and other branch staff. These functions include processing books and videos being checked out or returned by patrons, assisting patrons with reference and information requests, linking books and other library materials received from the regional headquarters with the branch's computer terminals, and providing a clean and helpful environment for the library's patrons.

#### LIBRARY MANAGEMENT

The system of branch libraries that constitute the LPRL system generally appears capable of providing quality library services to its member localities. While branch facilities vary in size and amenities, most are at least adequate. However, relationships between local governments, library trustees, and library management need to be improved to ensure optimal use of the system's components. In addition, internal conflicts within the regional headquarters, as well as between the library director and some branches, appear to interfere with effective management of the system.

Problems between library management and local officials are longstanding and complex. However, the LPRL's management does not appear to have taken sufficient actions to positively affect these relationships. At the regional headquarters, management could be improved by revising the chain of command as well as by attempting to reduce the perception that some of the board of trustees and the branch staff are hostile to regional staff. Management in the branch

libraries could be improved through more frequent visits by the library director. According to staff from the VSLA library development division working on this assessment, the system also needs additional professional librarian positions in such areas as (1) children's/young adult services, (2) branch coordinator, and (3) a reference services librarian. In addition, efforts to reduce real and perceived inequities between branches would promote system harmony. These issues are addressed in the following sections.

### Relationships Between LPRL Management and Localities

Disagreements between library management and local governments have evolved over many years and are evident today. According to the library director, the problems experienced at the local level are due to minimal funding levels and the "jealous" feelings the other localities have regarding Wise County and particularly the headquarters library in Wise.

Interviews and survey responses from local officials in some jurisdictions indicated a belief that library management did not treat each locality equally. In addition, some local officials were unclear regarding the system's use of funds (Table 2). For example, 16 of 22 officials responding to the survey did not know if State funds for the library were utilized appropriately. Also, 10 local officials indicated they did not receive adequate information regarding the LPRL budget and other financial concerns, while 11 officials believed the information they received was adequate.

There is a wide range of opinion regarding library relationships with the localities. Almost one-third of the local officials who responded to the survey (7 of 22) indicated that they did not believe the LPRL director was accessible to them for meetings or discussions. Most felt the director was accessible. However, one local official indicated the relationship between jurisdictions other than Wise County and the City of Norton was characterized by poor communication and the LPRL director's "arrogant attitude." This official stated the director had told him that she needed only Wise and Norton to have a regional library. While this kind of statement accurately reflects State requirements for forming a regional library, it does not promote unity within the LPRL system nor the spirit of regional cooperation.

The library director also has very strong support from some localities, particularly Wise and the City of Norton. During the course of the review, a number of officials and individuals expressed their admiration for the director and her many accomplishments. One official wrote that he was "well pleased with the library and feel the administration is doing an excellent job." In addition, local officials also tend to support the regional library concept.

---

Table 2

RESPONSES FROM SURVEY OF LOCAL OFFICIALS

<u>Question</u>	<u>Response</u>	
Are State and local funds received by the regional system on behalf of local governments utilized appropriately?	Yes	5
	No	1
	Don't Know	16
Do you believe that you receive adequate information regarding the LPRL budget and other financial concerns?	Yes	11
	No	10
	No Response	1
Do you believe the regional librarian is accessible to you for meetings or discussions?	Yes	14
	No	7
	No Response	1

Source: JLARC staff survey of local officials, 1990.

---

Problems at the Regional Headquarters

Management-related problems in the regional headquarters appear to be of two basic types: structural and inter-personal. The major structural problem is related to the chain of command within the regional headquarters. Problems in the latter type tend to be related to the management style of the library director.

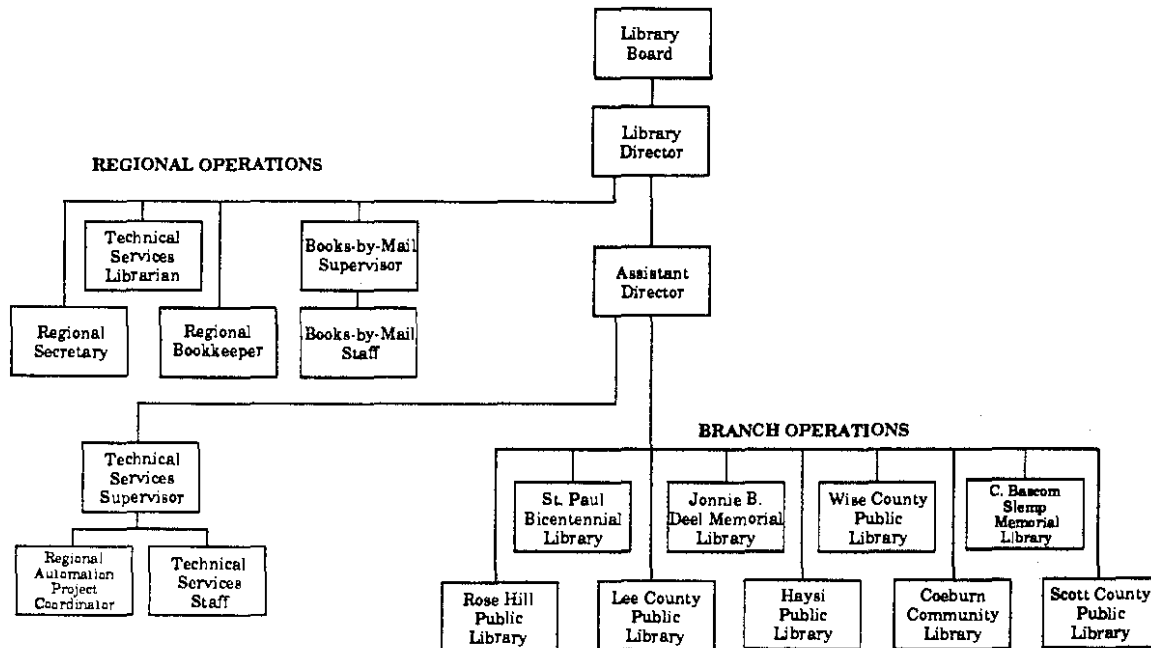
*Chain of Command in the Regional Headquarters Should be Revised.* While supervisory relationships and chain of command are direct and clear in the branch libraries, in the regional headquarters they appear to be less efficient. The major problem appears to be that the assistant director is charged with supervising regional staff unrelated to her normal areas of responsibility. A more efficient chain of command at the regional headquarters would include having supervisors in the regional headquarters report to the technical services librarian.

By restructuring the chain of command at the regional headquarters (Figure 3), additional managerial responsibility could be assigned to the technical services librarian. At the same time, the assistant director's supervisory responsibilities within the regional headquarters would be rescinded.

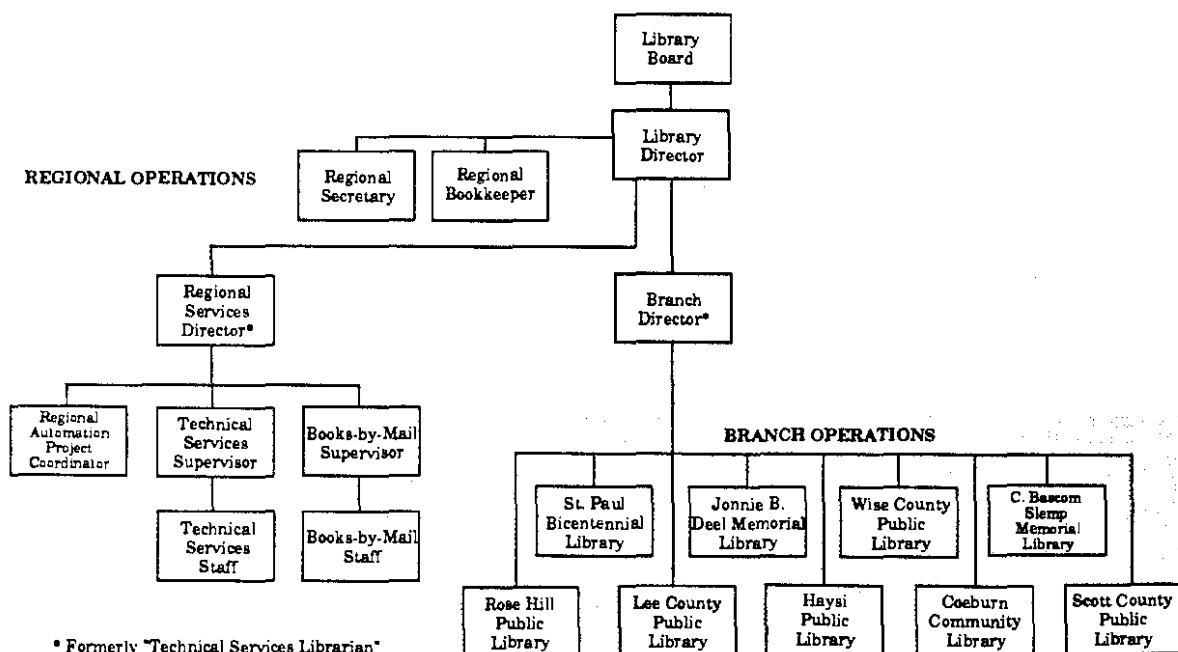
Within the regional headquarters, technical services staff and the automation project coordinator are currently supervised by

Figure 3

## Current Lonesome Pine Regional Library Organization



## Proposed Lonesome Pine Regional Library Organization



\* Formerly "Technical Services Librarian"

\*\* Formerly "Assistant Director"

Source: JLARC staff analysis of Lonesome Pine Regional Library organization, 1990.

the technical services supervisor. This relationship appears appropriate, as the technical services supervisor position is basically at the same level in the chain of command as a branch supervisor. Also, according to the job description for the position, the technical services supervisor is responsible for managing technical services.

According to the library director, the technical services supervisor is currently supervised by the assistant director and the library director. However, this supervisory relationship appears inappropriate for several reasons. First, requiring the technical services supervisor to report to more than one superior leaves open the possibility of the supervisor receiving contradictory orders. Also, the technical services staff focus primarily on functions such as processing materials for distribution to the branches. These functions are not directly related to the branch-level management responsibilities of the assistant director.

A similar position, the books-by-mail supervisor, is supervised directly by the library director. This reporting relationship also appears inappropriate, as the books-by-mail supervisor is the only such intermediate position that reports directly to the director.

Currently, the technical services librarian is the only professional position at the regional headquarters with no assigned supervisory responsibilities. The LPRL's own organizational chart places the technical services librarian at the same level of command as the director and the assistant director. However, the director has stated that the technical services librarian has no supervisory responsibility. Also, although she has participated in the evaluation process of some branch staff, the technical services librarian has indicated she only instructed employees on completing their self-evaluation and participated in the evaluation conference with the assistant director and the employee.

The job description for the technical services librarian position requires professional library duties in technical services. Also, during an interview with the technical services librarian, she indicated that one of her responsibilities was to coordinate the processing of new library materials. On this basis, it appears that more effective use of the technical services librarian's professional expertise could be realized if the position were given mid-level managerial responsibility over the technical services supervisor and the staff she supervises. Such a move would also help to delineate regional from branch-level operations. Additional use of the technical services librarian's professional expertise could be realized if managerial responsibility for the regional books-by-mail service were also assigned to the technical services librarian. It should be noted that the library director disagreed with this organizational assessment.

*Recommendation (1). The LPRL director should reassign managerial responsibilities within the regional headquarters to more accurately reflect the roles of the two professional librarians on the regional staff. Specifically, the technical services librarian should be given managerial responsibility for technical services and the books-by-mail service. The assistant director should retain managerial responsibility for the branch libraries.*

*Morale Problems Exist Within the Regional Headquarters.* Responses to a survey of LPRL staff indicated that personnel within the regional headquarters were universally satisfied with their jobs, and 80 percent felt they were adequately paid (Table 3). However, 36 percent of the regional office staff characterized morale within their immediate working environment as being only fair to poor. Only one of the 11 staff said that morale was excellent.

Several regional staff indicated that the library director has fostered the belief among regional employees that they are under a constant threat by the board of trustees to reduce regional staff positions. During an interview, one regional employee reported that regional staff were told by the director that "the Dickenson, Lee, and Scott trustees are trying to do away with regional positions." Another regional employee reported that regional staff were told by

---

Table 3

REGIONAL STAFF RESPONSES FROM SURVEY OF LPRL STAFF

<u>Question</u>	<u>Response</u>	
How would you rate your satisfaction with your job?	Satisfied	11
	Dissatisfied	0
In general, do you feel you are adequately paid for your work?	Yes	9
	No	1
	Don't Know	1
How would you describe morale among staff within your immediate working environment?	Excellent	1
	Good	5
	Fair	1
	Poor	3
	Don't Know	1

Source: JLARC staff survey of LPRL staff, 1990.

---

the director that "the Wise County trustees are our only friends." Finally, at least three regional employees reported that the director has on different occasions told them that the board of trustees does not believe the regional staff are productive and does not believe the staff deserve a raise in salary.

According to some regional staff, the director has also fostered the belief that staff in the branch libraries do not think the regional staff are productive. During interviews, some regional employees reported the director told regional staff on different occasions that the branch staff "don't like us" and that the regional staff "must stick together." Finally, some regional staff reported that the director has made critical remarks to them about certain branch supervisors. Such comments, outside of a formal personnel evaluation framework, detract from morale and system cohesion. The library director has acknowledged that there is some friction between regional and branch staff but says that she did not make statements attributed to her and has not been personally involved in the friction. Branch/regional conflicts are bi-directional. Branch staff were also very critical of regional staff, which also has a negative effect on system unity and morale.

#### Problems Between LPRL Management and Branch Libraries

Survey and interview responses from staff in the branch libraries indicate that the LPRL director rarely visits branch libraries. Interviews with branch supervisors indicated that the director had not been to the Scott County branch in the five months since the new branch librarian had been hired. Interviews indicate the director has only been to the branch in Big Stone Gap once in the last two years. Her last visit to the Lee County branch was in 1987. According to the branch supervisor, the director had never been to the Rose Hill branch (at least not in the eight years the branch supervisor had been there). The director acknowledged she does not visit the branches regularly, but indicated she is kept abreast of conditions in the branches by the assistant director, who does visit most branches on a monthly basis.

One supervisor stated the director only visited her branch to "come down on us." Another branch staff member wrote to JLARC that she had been "embarrassed, humiliated, and disgraced" in front of co-workers. While some staff are critical of the library director's management, many others strongly supported it. One wrote the director "has done a great job." Another called the director "an outstanding administrator." Still another wrote that she had "nothing but praise for our system and regional librarian."

Approximately 44 percent of staff in the branch libraries indicated in their survey returns that working relationships between branch and regional staffs were fair or poor (Table 4). In



---

Table 4

COMPARISON OF REGIONAL AND BRANCH STAFF SURVEY RESPONSES

<u>Question</u>	<u>Branch Staff Response</u>		<u>Regional Staff Response</u>	
How would you characterize working relationships between branch staff and the regional staff (including the regional librarian)?	Excellent	5	Excellent	2
	Good	16	Good	4
	Fair	6	Fair	3
	Poor	11	Poor	0
	No Response	1	No Response	2

Source: JLARC staff survey of LPRL staff, 1990.

---

comparison, 27 percent of the regional staff indicated working relationships between the regional staff and branches were fair. Interviews with branch supervisors indicated that the problems were primarily related to limited communication between the region and the branch libraries. While 78 percent of library staff felt that they were kept informed of new developments and changes at their branch libraries, only 48 percent felt they were adequately informed of new developments and changes at the regional level.

Problems between the staffs in the regional headquarters and the branches could be dealt with more effectively if the director had a more visible role in the branches. By taking a more active role within the region, the director could help to reinforce the idea that the success of the regional library depends upon effective communication between the system's components. A more active role for the library director could also provide first-hand knowledge of problems and issues in the branches.

#### Online Conversion Project

The online conversion of the LPRL's collections has been under way since 1980 and involves converting the LPRL's manual catalog system to an automated, interactive, and integrated system. Through this system LPRL staff and patrons will have computer access from any branch in the system to the collections in any other LPRL branch. Completion of this project will greatly increase the accessibility of library materials to patrons in the LPRL system, particularly in the smaller branches.

Technical problems with the conversion project occurred almost from its beginning. However, managerial decisions regarding the utilization of regional staff resources also appear to have contributed to delaying its completion.

*Funding and Progress of the Conversion Project.* To help pay for the conversion, the LPRL received federal grants through the Library Services and Construction Act (LSCA) administered by the VSLA. These grants were made available from the project's inception through the end of FY 1988. In the early stages of the project the LPRL's progress was slowed by considerable computer downtime and other technical problems. Federal funds continued to flow into the project, however, even beyond the VSLA's initial cut off date of July 31, 1984, for completion of the LPRL's conversion.

According to the former director of the VSLA's library development division, as the funding cycle for FY 1988 got under way the State LSCA advisory council decided that it would only provide one more year of funding for the LPRL's conversion project. At this time, the former library development division director advised the LPRL director of the committee's decision. In addition, she recommended that the LPRL undertake efforts to ensure that, at a minimum, the collection at the Wise library was online by the end of the funding cycle.

The former VSLA library development division director recommended to the LPRL director that regional headquarters staff be used to assist the conversion project. According to the former library development division director, she believed this was a reasonable use of regional staff, since the purpose of the conversion was to establish a union catalog, which is a comprehensive listing of the holdings within the LPRL system, and that the Wise collection -- the largest in the system -- was likely to contain a copy of most books found in any of the branches. Once the original data entry had been completed for books in the Wise library, it was thought that the branch libraries would only have to link their individual collections with the records in the online system.

*Use of Regional Staff in the Conversion Project.* According to the LPRL director, she followed the recommendation of the former State library development division director and instructed regional staff to assist in the project. In addition, the director stated that she had wanted all along to use regional staff for the project. The State library recommendation provided the opportunity to proceed.

The LPRL director stated that, in addition to regional staff, two or three employees of the Wise County library were kept working on the project at all times. Also working on the Wise conversion were two employees hired with the federal LSCA funds and a number of college students hired during the summer with a special grant provided by a patron of the Wise library.

The director estimated that regional staff worked on the project "at least six months" but could not provide a more accurate time estimate. Several regional staff differed with the director's estimate, however, claiming that regional staff worked on the project for close to one year.

The LPRL director also stated that the board of trustees knew that regional staff were used to automate the Wise collection. She also stated that the board of trustees at that time decided not to use regional staff to automate other branches because it would have been impractical from the standpoint of time and staff resources.

However, separate interviews with five regional staff provided perspectives that differed from those of library management. Three regional staff indicated that they were instructed by library management not to share with the board or staff in other branches information that regional staff were used for the Wise conversion. As such, according to these employees, regional staff did not work on the project on those days when board members or staff from other branches were present at the regional headquarters. Library management denies providing staff with such instructions.

The former chairman of the board of trustees indicated that he had no personal knowledge of regional staff being used to convert the Wise collection to the automated system. He could recall, however, considerable discussion regarding the lack of sufficient personnel to finish the project. Also, he said he knew that regional staff were used to train branch staff in the use of their computers.

Finally, a written statement obtained from one current board member indicated that the director has said that the Wise conversion was performed in part by students hired through money provided by a private individual. In addition, this board member developed calculations on her own convincing her that it would have been impossible for the Wise library to have automated its collection without assistance from the regional staff.

*Effect of the Regional Staff Assistance in the Conversion Project.* Regional staff involvement in converting the Wise branch's collection to the automated system saved branch employees considerable work. The work done by regional staff included pulling books from the shelves, pulling shelflists, affixing barcodes to the books and the shelflist cards, writing new call numbers on the title page and back pocket of the book, typing and affixing new labels for the books, entering the data on the computer, and reshelving the books. After the regional staff did its work, the Wise staff could link the books through their terminals.

The LPRL director and assistant director have stated that the regional staff were needed for the conversion project at the Wise

library to accomplish the objective of establishing the union catalog of the LPRL's collection. Once this was accomplished, according to the director, all the branches had to do was to use the same data to link their collections with the union catalog.

Library management also emphasized that regional assistance was given to other branches in addition to Wise. Regional staff have assisted in the automation of all branches by converting many "problem" books, as well as all audio and video materials and large-print books. Indeed, the assistant director estimated that more time was spent assisting other branches than assisting Wise. Overall, however, conversion in the other branches has gone more slowly than in Wise. The lack of progress with the project in some branches, according to library management, was caused by staff in the branches having a "bad attitude" and not wanting to "buckle down" and complete the project.

*Management of the Conversion Project.* Using regional staff in the conversion project appears to have been appropriate, since the purpose of the project was to improve the capabilities and service of the regional library system. However, delaying the use of regional staff in the project until it was recommended by the VSLA, as well as inconsistent regional staff assistance to the branches, were questionable management decisions for several reasons.

First, as indicated earlier, the LPRL director stated she had thought about using regional staff in the project but was waiting for someone to tell her to do so. However, the former VSLA library development division director did not have the authority to tell the LPRL director how to allocate regional staff. Actually, the director probably needed no such direction, with the possible exception of input from the LPRL board. In addition, if the director needed permission from the LPRL board of trustees, she could have presented them with a proposal and action plan for that purpose, but apparently did not do so.

Second, because there are smaller numbers of books in each of the branch libraries, staff in the branches did not have the same volume of work as in the Wise branch. However, contrary to the perceptions of library management, converting the branch collections required more than just linking the books through the branch terminals. In fact, staff in the branches also had to physically get books off the shelves, affix barcodes to the books and the shelflist cards, write new call numbers in the books, type and affix new labels, link the books through computer terminals, and reshelve the books. Therefore, the number of steps per book and the level of effort in the branches were roughly equivalent to converting the Wise collection.

Third, during the conversion of the Wise branch, the branch supervisor received a letter from the director indicating that the

board had commended her for the branch's progress on the project. Meanwhile, several supervisors in other branches received letters from the LPRL's director expressing the board's dissatisfaction with the progress their branches were making. Branch staff have noted that Wise was frequently used as a good example of how computerization should be done. These branch staff were not aware, however, of the significant assistance the Wise branch received from the regional staff. In addition, at least two branches were placed on probationary status because of the lack of progress they were making on the project.

The online conversion project has been in progress for close to a decade. Some bitterness regarding the project exists at both the regional and branch levels. These feelings appear to stem from a variety of the factors noted in this report.

To avoid further complications and delays with the conversion project, the director should allocate regional staff resources to assist with the conversion in the branch libraries. This would help to finish a project that has already continued for too long a time. In addition, this could help to improve the relationship between staff in the regional headquarters and the branch libraries.

*Recommendation (2). The LPRL director should establish a timetable for project completion and allocate regional staff resources to assist the branch libraries in finishing the online conversion. The LPRL board of trustees should monitor the timetable and completion of the project.*

## HUMAN RESOURCE MANAGEMENT

Responsibility for human resource management has been delegated to the assistant director, one of the three professional librarians at the regional headquarters. In the capacity of personnel manager, the assistant director is responsible for hiring staff, coordinating their orientation to the LPRL system, and evaluating their ongoing job performance in accordance with the personnel policies and procedures of the regional library. Analysis of these functions indicated that there were problems with the frequency of evaluations of staff performance, assigned responsibility for conducting staff performance evaluations, procedures for promoting staff, and staff training.

### Procedures for Conducting Performance Evaluations Should Be Improved

Staff performance evaluations within the LPRL system have rarely been conducted despite organizational policies which require

them to be conducted at least annually. As stated in the LPRL's personnel policies, "evaluations will meet the following schedules:

- (1) Probationers - every three months.
- (2) Permanent staff - annually."

In one recent instance, the lack of regular performance evaluations contributed to a situation that resulted in considerable expense and negative publicity for the LPRL. Also, responsibility for conducting performance evaluations appears to be misassigned.

*Performance Evaluations Should Be Conducted More Frequently.* A review of personnel records indicated that performance evaluations of LPRL staff have been conducted only three times since the library's creation: 1978, 1983, and 1989. Employee personnel records demonstrated that seven staff have not been evaluated since 1978 and nine staff have not been evaluated since 1983. In addition, approximately 30 LPRL staff, including some in professional positions at the regional headquarters, have never had their work performance formally evaluated.

According to staff survey responses, it also appears that the results of some evaluations were never shared with the evaluated employees. For example, three regional staff reported they "were never given the results" of performance evaluations that were conducted in 1983. Finally, according to the assistant director, performance evaluations were started in 1989 but were never completed because some members of the board of trustees did not think she should be doing evaluations of branch staff.

By not evaluating staff performance on a regular basis, the LPRL has minimal criteria available for objectively measuring the strengths and weaknesses of its staff. In addition, infrequent evaluations of staff deprive library management of the means to document patterns in employee performance that are not acceptable to the organization, as the following case example shows:

*On March 14, 1989 the branch supervisor at the Scott County Public Library was placed on three months' probation by the assistant director of the LPRL. This action followed the retention of a management consultant by the library as well as a series of meetings regarding conditions at the library between the supervisor, other employees at the Scott County library, and the LPRL's director, assistant director, and technical services librarian. In an April 13, 1989, letter from the director to the branch supervisor, several reasons related to the supervisor's work performance were stated justifying the probation.*

*On March 20, 1989, six days after the probation began, the assistant director and technical services librarian conducted a performance evaluation of the Scott County branch supervisor. A second evaluation was conducted two months later, on May 26, 1989. Prior to these two performance evaluations, the most recent evaluation of the branch supervisor was in 1983, over a year before she had been promoted to supervisor. At that time, all performance indicators had been rated above average.*

*In additional meetings with the director, assistant director, and technical services librarian, some branch staff accused the supervisor of forcing them to work overtime without compensation. When these accusations came to light, the supervisor's probation was converted to suspension and then to termination. Subsequently, the supervisor retained a lawyer and filed a grievance against the LPRL. Several months later the LPRL board of trustees voted to reinstate the supervisor with back pay.*

This case example demonstrates some of the consequences of failing to consistently and regularly evaluate staff performance. Although the assistant director documented problems related to overall work performance at the Scott County branch as early as February 1988, she did not complete any performance evaluations until more than one year later. What might have been constructive performance feedback or a fairly straightforward internal disciplinary action escalated into a situation that resulted in divisions between the staff and among library patrons, cost the library approximately \$18,000 in legal expenses, and saw the internal workings of the LPRL played out in the local newspapers.

To this point, the internal split among library staff still has not been resolved. In addition, both the LPRL's director and assistant director continued to maintain that the branch supervisor did not have the skills which make for a good library employee. Subsequently, they have--with the board's approval--hired a certified librarian to manage the branch.

Regularly scheduled performance evaluations would provide library employees with feedback regarding their job performance and highlight areas where improvement is needed. Regularly scheduled performance evaluations would also allow the organization to identify trouble spots in employee performance and to design ways to help employees improve in problem areas or to justify disciplinary actions such as probation or dismissal.

*Recommendation (3). Evaluations of staff job performance should be conducted at regular intervals as specified in the LPRL's personnel policies. Until the current situation is corrected, the director should report annually to the LPRL board of trustees on the number of performance evaluations conducted and management's overall strategy for personnel management and evaluation.*

*Responsibility for Conducting Performance Evaluations Has Been Misassigned.* In many organizations, responsibility for completing staff performance evaluations is assigned to an employee's immediate supervisor. This allows the person most likely to have observed the day-to-day performance of the staff member to record his or her observations and provide feedback to the employee.

However, within the LPRL responsibility for completing staff performance evaluations has been almost totally delegated to the assistant director. Only the director and technical services librarian are not evaluated by the assistant director. This assignment is inappropriate because the assistant director is too high in the chain of command and too remote from the daily activities of branch staff to effectively and fairly evaluate individual staff performance in the branches. Also, although she is the only member of the regional management team to visit each of the branch libraries on a regular basis, the assistant director is not sufficiently knowledgeable to evaluate individual staff performance below the branch managers.

Information gathered by the assistant director during her visits to branch libraries is useful for assessing the branch supervisor's performance, but not the performance of other library staff. During her branch visits, the assistant director uses a checklist that allows her to evaluate overall branch management. The checklist includes items such as the physical appearance and cleanliness of the branch. Information regarding filing reports and records, scheduling staff time, maintaining branch income and donations, and general branch procedures are also evaluated.

Branch supervisors are generally responsible for seeing that the work flow in the branch is sufficient to ensure that all necessary tasks are accomplished. Branch supervisors are held accountable by the regional headquarters for the general condition and appearance of the branch, any slippage of the branch in areas such as computerized linking of the book and other collections, communicating library policies and procedures to staff and patrons, and the quality of the work performed by branch personnel. Therefore, the supervisors in each branch are most suited to provide an ongoing assessment of the job performance strengths and weaknesses of other branch employees.

At the regional headquarters, responsibility for evaluating work performance of the technical services staff and other



non-professional staff has also been misassigned to the assistant director. Although she is based at the regional headquarters, the assistant director's responsibilities are focused primarily on the branch operations. Meanwhile, the responsibilities of the technical services librarian are focused on the technical services functions of the regional headquarters. If the chain of command at the regional headquarters is revised as recommended earlier in this chapter, there should be no reason for the assistant director to evaluate regional staff performance.

Under the recommended chain of command, the technical services supervisor would be the appropriate position to evaluate work performance for staff under her supervision. In addition, the books-by-mail supervisor would be the appropriate position to evaluate regional staff working in that area. Finally, the technical services librarian should be responsible for supervising and evaluating the performance of the technical services and the books-by-mail supervisors (Exhibit 3).

*Recommendation (4). Responsibility for supervising and evaluating staff performance throughout the LPRL should be revised and clarified. The library director should delegate responsibility for conducting performance evaluations of branch personnel to the branch supervisors. The assistant director should retain responsibility for evaluating the work performance of the branch supervisors.*

*At the regional headquarters, performance evaluations of clerical personnel in the technical services area should be delegated to the technical services supervisor. Staff performance in the books-by-mail service should be evaluated by the books-by-mail supervisor. In addition, the technical services librarian should evaluate the work performance of the technical services supervisor and the books-by-mail supervisor.*

*The library director should evaluate the work performance of her secretary, as well as the assistant director, the technical services librarian, and the bookkeeper.*

*Supervisors responsible for evaluations should receive training to help ensure consistency and similar levels of expectations through the evaluation process.*

#### Procedures Regarding Staff Promotions and Transfers Should be Revised

Because of the size and geographic spread of the LPRL, opportunities for staff promotion and advancement appear to be limited. In the branch libraries, opportunities for advancement for part-time staff are usually limited to full-time positions that have been vacated, while promotional opportunities for full-time personnel

---

Exhibit 3

CURRENT AND PROPOSED PERFORMANCE EVALUATION ASSIGNMENTS

<u>Current Assignments</u>	<u>Proposed Assignments</u>
<i>Board of Trustees:</i> Library Director	<i>Board of Trustees:</i> Library Director
<i>Library Director:</i> Assistant Director Technical Services Librarian	<i>Library Director:</i> Assistant Director Technical Services Librarian Regional Secretary Regional Bookkeeper
<i>Assistant Director:</i> Books-By-Mail Supervisor Books-By-Mail Staff Technical Services Supervisor Technical Services Staff Regional Secretary Regional Bookkeeper Rose Hill Supervisor Lee County Library Supervisor Lee County Library Staff St. Paul Library Supervisor St. Paul Library Staff Deel Library Supervisor Deel Library Staff Haysi Library Supervisor Haysi Library Staff Wise Library Supervisor Wise Library Staff Coeburn Library Supervisor Coeburn Library Staff Slomp Library Supervisor Slomp Library Staff Scott Library Librarian Scott Library Staff	<i>Technical Services Librarian:</i> Books-By-Mail Supervisor Technical Services Supervisor  <i>Books-By Mail Supervisor:</i> Books-By-Mail Staff  <i>Technical Services Supervisor:</i> Technical Services Staff  <i>Assistant Director:</i> Rose Hill Supervisor Lee County Library Supervisor St. Paul Library Supervisor Deel Library Supervisor Haysi Library Supervisor Wise Library Supervisor Coeburn Library Supervisor Slomp Library Supervisor Scott Library Librarian  <i>Branch Supervisors:</i> Branch Staff

Source: JLARC staff analysis, 1990.

---

are generally limited to occasional openings for branch supervisors. In addition, employees in the regional headquarters may at times find positions that have been vacated in the branches to be attractive due to the possibility of higher wages and fringe benefits.

The LPRL's personnel policies provide only vague direction regarding the procedures that are to be followed when filling non-librarian staff positions. The policy states that non-librarian positions are filled through internal promotion or through advertisements in local newspapers. The policy does not state, for example, whether the notice of the open positions will be posted or if interviews must be conducted.

Through the years, a pattern appears to have developed whereby staff openings are not posted within the LPRL system. Subsequently, staff report that certain employees are "hand chosen" by management to fill open positions. This process has had the effect of denying other library employees the opportunity to apply or be interviewed for open positions. The following case example illustrates how this process has worked:

*Three branch supervisors indicated that they received their positions as a result of being directly notified by administrative staff, either the library director or the assistant director, that the position was available. Each of these personnel stated that they never saw an internal posting for the position.*

*One supervisor who had been a secretary in the regional headquarters stated she had been approached directly by the director and offered the position without being interviewed. Two other supervisors indicated they had received telephone calls from the assistant director notifying them of the opening and inquiring whether they would be interested. These two supervisors indicated they received their positions after meeting with the director and the assistant director at the regional headquarters.*

After a recent hiring decision in the Wise County Library, a grievance was filed by one of the two regional employees who did not receive the position. The regional librarian explained that interviews were not conducted because the three applicants, two full-time regional office employees and one part-time employee in the Wise County branch, were already employees. Although the action was determined not to be grievable by the library board, the decision not to interview the candidates deprived two long-term employees of the opportunity to present their cases as to why they should have been considered for the position. It can be argued that the management of

a small organization can be sufficiently well-informed of employee performance to make promotion decisions without posting or advertising openings. However, given LPRL's lack of an effective evaluation system, it is difficult to conclude that the promotional system, as now operated, is fair.

*Recommendation (5). The LPRL board of trustees may wish to revise the policy regarding internal promotions and transfers to require that open positions be posted, the procedures and conditions to apply for positions be stated, and interviews be conducted of candidates prior to hiring decisions being made.*

#### Staff Training Should be Improved

Currently, there is no systematic staff training and development program in effect at the LPRL. Staff training programs can have the effect of increasing work proficiency and job satisfaction. In addition, responses from surveys of library staff and patrons indicated a need for improving library services in areas such as reference and community information.

Interviews with branch supervisors indicated that training opportunities for branch staff are limited. All branch supervisors reported their staffs had received training regarding computer terminals within the branches, which was necessary for automating the collections in each branch. In addition, the library director has stated that staff have been provided opportunities to attend yearly conferences of the Virginia Library Association.

Staff in the branch libraries reported they could call the regional staff with reference questions, but would like to be well-trained enough to be able to respond directly to patrons' questions. Staff in some branches also reported they do not receive any professional periodicals in their branches, such as the *Library Journal*, which could assist in personal efforts to improve their proficiency. (The large branches at Wise, Lee, and Scott do receive the *Library Journal*, and all branches receive *Publisher's Weekly*.)

Cost, time, and staff considerations may limit the extensiveness of an in-house staff training program established exclusively for the LPRL. Some level of in-house training should be possible under any circumstances, however. Training opportunities and materials for library personnel are offered on a regular basis by the VSLA. Although the VSLA has not offered educational programs in recent years related to reference services, programs for middle managers such as branch supervisors are offered annually. LPRL personnel generally have not attended.

In interviews with the branch supervisors, only the Wise County branch supervisor reported having attended a VSLA educational

program. A number of branch staff have, however, attended Virginia Library Association meetings. In addition, the Wise County supervisor stated the library director had conducted reference classes in her branch, but they were available only to Wise branch employees. Another branch supervisor reported that the library director had last conducted reference classes in her branch over ten years ago.

Several of the branch supervisors in the LPRL are long-term employees of the system. According to the director of the library development division at the VSLA who did assessments of all of the LPRL branches, these staff (who are not certified librarians) greatly need additional training opportunities. Training opportunities for these personnel could help to improve their managerial and supervisory effectiveness and allow the LPRL to assign them greater responsibility for managing their branches.

*Recommendation (6). The LPRL should develop an internal staff development and training program for branch employees and supervisors. In addition, the LPRL should ensure that branch supervisors have the opportunity to attend educational programs offered by the VSLA. As funding allows, outside training opportunities should be rotated among branch supervisors. The director should report annually to the LPRL board of directors on the number of staff from each branch who participate in training activities.*

*Recommendation (7). The Virginia State Library and Archives should assess the training needs of regional libraries such as the Lonesome Pine Regional Library and determine the extent to which appropriate and feasible training opportunities can be made available to branch supervisors and non-professional staff.*

## ORGANIZATIONAL POLICIES AND PROCEDURES

A review of the LPRL's organizational policies and procedures indicated two weaknesses in their structure and content. First, personnel policies appear to omit a number of areas that are generally considered essential by human resource management professionals. Also, the personnel policies which do exist are often abstract as to their intent and the extent of their coverage. Second, position descriptions should be revised to clarify reporting relationships.

### Personnel Policies and Procedures Should be Improved

Personnel policies and procedures at the LPRL appear to be inadequate in at least two areas. First, no policies appear to be in

effect to address a number of key personnel issues. Second, some existing policies should be revised to clarify their intent or to remove policy statements which appear misplaced or out of sequence within the overall policy manual.

Formal policies appear to be nonexistent in several personnel areas including: (1) salary structure, (2) personnel records management, (3) orientation and training, (4) outside employment, (5) overtime compensation, and (6) sexual harassment. Written policies in each of these areas would help the LPRL to ensure that its organizational position has been stated regarding most personnel-related situations that might arise (Exhibit 4).

In addition, current personnel policies in several areas should be revised or rewritten to expand and clarify their intent. Policies which should be modified include those related to: (1) recruitment, (2) selection, (3) appointments, (4) affirmative action, (5) privacy of records, (6) performance evaluations, (7) disciplinary actions, (8) resolution of grievances, and (9) supplemental help (Exhibit 5). Examples of the types of conditions that are addressed by the policies are especially needed for many policies. The manual could also be reorganized to improve the readability and flow of the policy manual.

*Recommendation (8). The board of trustees of the LPRL should revise the personnel policies section of the policies and procedures manual to ensure that policies are in effect to comprehensively address personnel issues. In addition, other policies should be revised or rewritten to clarify their intent or be relocated to another section of the policy manual.*

#### Position Descriptions Should be Revised

During the JLARC study of the LPRL, the board of trustees were engaged in revising organizational policies and procedures, including position descriptions for personnel within the system. However, neither the position descriptions currently in effect nor the draft revisions appeared completely sufficient.

Specifically, position descriptions should clearly present: (1) the duties relevant to the position; (2) the knowledge, skills, and abilities expected of those in the position; and, (3) the positions in the organization that are both subordinate and superior to the position. While the draft revisions represent an improvement over the position descriptions currently in effect regarding the first two of the above criteria, they do not adequately address the positions that are subordinate and superior to the position.

*Recommendation (9). The board of trustees should further revise position descriptions for library personnel to reflect which staff positions are subordinate and superior to each position.*

---

Exhibit 4

NEW PERSONNEL POLICIES RECOMMENDED FOR THE LPRL

<u>Policy Area</u>	<u>Recommended Policy</u>
Salary Structure	Identification of the salary range and pay grade structures for positions in the branches and regional headquarters.
Personnel Records Management	Statement of materials to be included in employee personnel files including: original employment application, performance evaluations, receipt of personnel manual, hiring letter, starting salary level and subsequent adjustments, written notices, workers' compensation records, medical records, grievances, and disciplinary actions. Materials to be placed chronologically. Files of former employees to be stored separately from current employees.
Orientation and Training	Identification of orientation procedure. Statement of organizational position regarding staff development and training.
Outside Employment	Statement of organizational position regarding outside employment.
Overtime Compensation	Statement of compliance with Fair Labor Standards Act, job titles affected by FLSA. Statement of organizational position on compensatory leave for non-FLSA employees.
Sexual Harassment	Statement of the organization's position, definition of sexual harassment, and procedures for filing and resolving complaints.

Source: JLARC staff analysis, 1990.

---

---

Exhibit 5

RECOMMENDED REVISIONS FOR CURRENT LPRL PERSONNEL POLICIES

<u>Policy Area</u>	<u>Recommended Action</u>
Recruitment	Current policy needs specific guidelines regarding when positions will be advertised and where, as well as when positions will be posted internally.
Selection	Current policy needs clarification regarding process to determine which applicant best meets the requirements of the available position. At a minimum, the policy should include guidelines for screening applicants, selection criteria, and consideration of a requirement for interviews.
Appointments	Current policy should require copy of hiring letter in employee personnel file.
Affirmative Action	Current policy should be expanded to include handicaps and political affiliation.
Privacy of Records	Current policy should include statement that employees will be provided opportunity to examine own personnel files upon request. Consider use of State personnel policy "Release of Information from Employee Records" for additional standards.
Performance Evaluations	Current policy needs clear statement identifying who is responsible for evaluating performance.
Disciplinary Actions	Current policy needs to specify which types of conduct lead to reprimand and which lead to dismissal. Consider use of State personnel policy "Standards of Conduct and Performance" for different offense levels.
<u>Policy Area</u>	<u>Recommended Action</u>
Resolution of Grievances	Current policy should specify if any employees, such as the regional librarian, are not covered by policy. Should specify which actions are grievable and which are not.

Source: JLARC staff analysis, 1990.

---



## BOARD OF TRUSTEE RELATIONS

A number of recommendations proposed in this report involve the participation or involvement of the library board of trustees. To play a constructive role in the strengthening of the LPRL system, however, the board will need to more clearly and consistently define its role. During its review, JLARC staff observed a number of board behaviors that do not promote regional unity.

- Many board members consider themselves representatives of their locality first and the library system second.
- There is open animosity between some board members.
- Board members have varying degrees of knowledge about the library, its budget, and its operations.
- The board has been inconsistent in its direction to and support of the library director and staff.

### Regional Identification

In discussions with JLARC staff, a number of board members indicated that they felt they represented their locality first and the region second. To an extent, this attitude is understandable, but it undermines fuller regional cooperation.

Locality loyalty can affect the judgment of some board members. In a recent dispute regarding a branch employee, the library director reported that a board member told her "I don't know [name of employee] but I know she's [county of employee] and you're Wise County." The board member supported the "county" employee. This incident indicates the lack of regional orientation exhibited by some board members.

### Member Animosity

The LPRL board currently does not have a strong sense of group identification. Board members are skeptical of each other's actions and motives. The most profound split is between Wise/Norton members and members from other localities. Many board votes reflect this split. Members who also served on the library board in the past generally said it was a more pleasant experience then. One member stated "what I thought would be a pleasant and informative experience has turned into a constant battle..."

While it is possible that some measure of tension or friction is inevitable, the level observed on the LPRL board seems

unusually high. It will be difficult for the LPRL to fully achieve its goals and potential unless the board members strive to develop better working relationships among themselves.

#### Member Knowledge

Board of trustee members have different levels of understanding regarding the regional library system. Some trustees reported participation in orientation and training. Others did not. Two board members stated the orientation was held at times when they could not attend. A majority (six of eleven) board members replied that they were "seldom informed" of new developments and changes at the branch libraries or at the regional level. Essentially, trustees from Wise/Norton felt they were adequately informed and the other members did not.

#### Direction to and Support of Regional Staff

Support for regional and branch staff by board members has been inconsistent. This is particularly true of the board's support of the director, where the board is generally divided along locality lines. Some strongly support the director as the "best librarian in the state." Others expressed less support.

The issue of board consistency is particularly troubling to LPRL managers. On the issue of evaluations, one LPRL manager noted that she knew evaluations were important and began to do them several years ago at the board's urging. "Receiving evaluations upset employees," however, who "bitterly resented it" and complained to board representatives. The manager says she was then told by the board not to do evaluations. Evaluations will not be done in the future, the manager said, until the board spells out what it wants in the new employee manual. Several managers said they simply did not have the support of the board that they need to do evaluations.

In general, library managers say that they do not know how to deal with the board. "The board tells us to do something and then criticizes you when you do it," one library manager said. In 1988, regional LPRL staff wrote to the board of trustees complaining about employee problems in a branch library. The letter stated "the administrative staff of the library has tried to improve relations with this group (of branch employees), but the library board has never given them the authority necessary to correct existing problems."

One of the frequent complaints of LPRL staff is that board members inappropriately involve themselves in matters that are the staff or director's responsibility. Board involvement in personnel

matters was perceived as a particular concern. Given the uneven performance of the staff in this area, however, a high level of board interest is understandable. In the long run, relations with the director might improve if the board clearly defined its expectations of the director in writing. If the board could agree on such expectations, the director could presumably operate more independently and effectively.

Partial explanation of the board's lack of consistency can be attributed to the relationship between board members and the regional librarian. Five of eleven board members felt that the regional librarian was not accessible. Eight trustees felt board relations with the regional librarian were either poor (5) or fair (3).

While a number of problems regarding board relations were raised to JLARC staff, some members have reported that relations are improving. The board seems to be evolving into a more active body than it has been in the past. This change in the character of the board did not sit well initially with some board members, particularly when the more active, newer members were not as knowledgeable as more experienced members. As older board members become used to a more active board and as new members become more experienced, some common ground may develop.

*Recommendation (10). As the board responds to this study and other issues facing it, it should consider the adoption of a variety of organizational development activities to strengthen itself as an entity. Such activities should include goal setting, plan development, training, retreats and similar activities with the library director and staff. The board may wish to seek the assistance of the VSLA in developing such activities.*

*The board should also clearly define and articulate its expectations of the library director and staff. When this process is complete, it should provide adequate support to the director and staff in the implementation of the objectives.*

#### FUTURE DIRECTIONS FOR MANAGEMENT OF THE LPRL

The leadership of the LPRL needs to concentrate its efforts in several areas. The library system needs a greater sense of regional identification. At times, differences in the governmental structures and economic circumstances of the localities in the regional library system have been used to excuse or explain the lack of real development in this area. Therefore, the leadership should ensure that efforts are undertaken to establish and maintain open channels of communication with the administrators and boards of

supervisors in Dickenson, Lee, and Scott counties and the Norton city council. To that end, the leadership should ensure that local governments are fully informed concerning the fiscal management of the regional library, including the restrictions on the use of State grants in aid and the use of locally-generated funds.

Second, the leadership should work to develop serious fundraising efforts in the above-mentioned localities. The objective of these efforts should be twofold: (1) to increase the hours of operation in the branch libraries and (2) to improve upon the physical limits of branches in the above-mentioned localities (especially Rose Hill, Pennington Gap, Gate City, and Haysi). To accomplish this objective, the leadership should promote local friends of the library groups that are active, as well as remain available to address local civic organizations and other potential sources for fundraising.

Third, the library director should maintain a high profile within each of the local branches. Regularly scheduled visits to the branches will give the director firsthand knowledge regarding the management practices and capabilities of the branch supervisors, as well as keep the director apprised of other issues in the branches.

*Recommendation (11). Library leadership should address long-range goals of (1) closer relationships with local governing bodies, (2) improved fundraising in designated localities, and (3) a higher profile in local branch libraries.*



---

### III. LIBRARY FUNDING

---

As a regional system, the Lonesome Pine Regional Library (LPRL) relies on the appropriations of several local governments to provide the bulk of its operating funds. Budgets are developed by regional staff and the board of trustees, but must be approved and financed by each participating local government. The myriad of competing interests inherent in regional organizations have led to periodic disagreements and resulted in some dissatisfaction being expressed with the regional system.

Review of the LPRL's financial records indicates that expenses for the system appear to be appropriately allocated among the participating localities. An Auditor of Public Accounts (APA) review of the audits performed for the LPRL revealed that the "substance of the information presented in the statements appears to be reliable." There is no evidence of any financial impropriety or any substantial inequity in the allocation of resources among the local branches. There is no evidence of fund misuse. Comparative analysis demonstrates that the benefits of remaining in the system outweigh the possible drawbacks for most localities. Further, indicators demonstrate that the system is relatively efficient. Personnel costs are comparable to similar regional libraries while staff maintain almost twice the number of books.

However, the LPRL should attempt to resolve at least three problems found during the review to clarify current funding practices. First, important funding policies -- such as methods for handling funding shortfalls -- should be specified in the regional agreement. Second, materials acquisition and budget development procedures should be improved, particularly in the area of videotape purchases. Third, proper procurement procedures should be implemented for all purchases covered by the Virginia Procurement Act.

#### LIBRARY FUNDING SOURCES AND BUDGET DEVELOPMENT

Operating funds for the LPRL come from two primary sources: (1) local funds and (2) state aid grants. Federal grant funds are available on a competitive basis, awarded either by the U.S. Department of Education or the Virginia State Library and Archives (VSLA). However, federal funds have not constituted a major portion of the LPRL budget in recent years.

Budgets for the local branches and the regional office operations are developed by the regional library director, based

primarily on historical revenue and expenditure trends. The budgets are then submitted to the LPRL board of trustees and, subsequently, to the local boards of supervisors for review and eventual approval.

#### Library Funding Sources

Local and State funding sources accounted for virtually all LPRL expenditures during FY 1989. Local funds comprised approximately 70 percent of the LPRL's expenditures in FY 1989. State aid funding was utilized for most remaining expenditures during FY 1989, with federal funding comprising less than one percent of total expenditures (Table 5).

*Local Funds.* Local funds include monies from local government general funds, revenues generated by the local branch (through fines, non-resident fees, book bag sales, etc.), and gifts and donations from local sources. Wise County in particular has benefited from private gifts and donations, receiving an average of almost \$59,000 per year over the past three fiscal years (compared to an average of \$2,432 for the other localities combined). Typically, private gifts and donations are used exclusively in the locality which receives them. Usually there are no restrictions on the types of expenditures for which local funds or private gifts may be used.

Local funds are generally used to support the operating expenses of the local libraries and to pay a portion of the regional salaries and related expenses (e.g., FICA, unemployment taxes). In FY 1991, all participating local governments will also begin paying a portion of regional building operations and maintenance expenses (e.g., electricity, insurance) from local funds, which will total an estimated \$12,560. Wise County has provided all funds for these expenses in past years.

*State Aid Grants.* State aid is awarded to eligible libraries, whether participating in a regional system or operating independently, based on the State aid formula established by §42.1-48 of the *Code of Virginia*. The formula is based on three components: (1) amount of local expenditures, (2) population of the service area, and (3) square miles incorporated in the service area (Exhibit 6). Certain restrictions apply to the amount of State aid provided for the local fund and population components.

The current structure of the formula provides incentives for localities to combine into regional units. For example, the formula provides an initial grant of ten dollars per square mile of area served by a library or library system. However, the formula provides an additional 20 dollars per square mile (for a total of 30 dollars per square mile) to a library system serving more than one city or county. Similar incentives are provided in the population component of the formula.

---

Table 5  
LPRL FUNDING SOURCES AND LOCALITY EXPENDITURES  
FY 1989\*

	<u>Local (%)</u>	<u>State (%)</u>	<u>Federal (%)</u>	<u>TOTAL</u>
Dickenson	\$154,714 (67)	\$76,585 (33)	\$0 (0)	\$231,299
Lee	153,522 (66)	79,406 (34)	0 (0)	232,928
Scott	116,833 (58)	83,892 (42)	0 (0)	200,725
Wise (Norton)**	<u>632,526 (74)</u>	<u>213,544 (26)</u>	<u>6,182 (***)</u>	<u>852,252</u>
<u>TOTAL</u>	<u>\$1,057,595 (70)</u>	<u>\$453,427 (30)</u>	<u>\$6,182 (***)</u>	<u>\$1,517,204</u>

\* Figures may not add exactly due to rounding.

\*\* Figures for the City of Norton are included in Wise County data. Revenues provided by the City of Norton constitute about 5 percent of the total local funding for the two localities.

\*\*\* Less than one percent.

Source: JLARC analysis of LPRL Statement of Revenues and Expenditures, June 30, 1989.

---

Legislation passed by the 1990 General Assembly enhanced the local fund component of the formula. Beginning in FY 1992, libraries will receive 40 cents for each local dollar spent, increasing the per dollar grant by five cents. In addition, the limit on the local expenditure portion of the State aid grant was raised from \$150,000 to \$250,000.

In order to qualify for State aid funding, local libraries must meet a series of requirements established by the State Library



---

## Exhibit 6

### Public Library State Aid Grant Formula

Basic formula provides:

- \$10 per square mile of area served +
- 35¢ for each dollar expended by the local government +
- 30¢ per capita for population in area served.\*

Library systems serving more than one governmental unit receive what the basic formula provides, plus:

- Additional \$20.00 per square mile of area served, and
- Additional 10¢ per capita for each additional governmental unit.

LPRL has five participating governmental units. Therefore, the system receives:

- \$30 per square mile of area served +
- 35¢ for each dollar expended by the five local governments +
- 70¢ per capita for population in area served.\*

\*Local expenditure portion of state aid grant is limited to \$150,000 for each locality. Full per capita amount is in effect up to 600,000 persons. Library or system receives 10¢ per capita for population in excess of 600,000.

Note: Legislation passed by the 1990 General Assembly enhanced the local fund component of the formula. Beginning in FY 1991, libraries will receive 40 cents for each local dollar spent, increasing the per dollar grant by five cents. In addition, the limit on the local fund portion of the State aid grant was raised from \$150,000 to \$250,000.

Source: JLARC Analysis of §42.1-48 of the *Code of Virginia*.

---

Board (Appendix B). Generally, these requirements relate to organization of the library, materials that must be regularly submitted to the VSLA, the amount of required local expenditures, and library extension services that must be provided in certain counties. The amount of State aid may be reduced or eliminated if local funding is reduced from one year to the next, depending on the circumstances surrounding the local fund reduction.

According to the *Code*, State aid grants must be used for purchasing books, library materials, and library equipment. In addition, up to 25 percent of a State aid grant may be used for the salaries of full-time permanent certified librarians (the LPRL currently employs four certified librarians). If a library or library system does not have a certified librarian, the library may enter into a contract with the VSLA to provide professional services. However, in these cases, the amount of state aid received by the library, as determined by the State aid formula, is reduced by 25 percent.

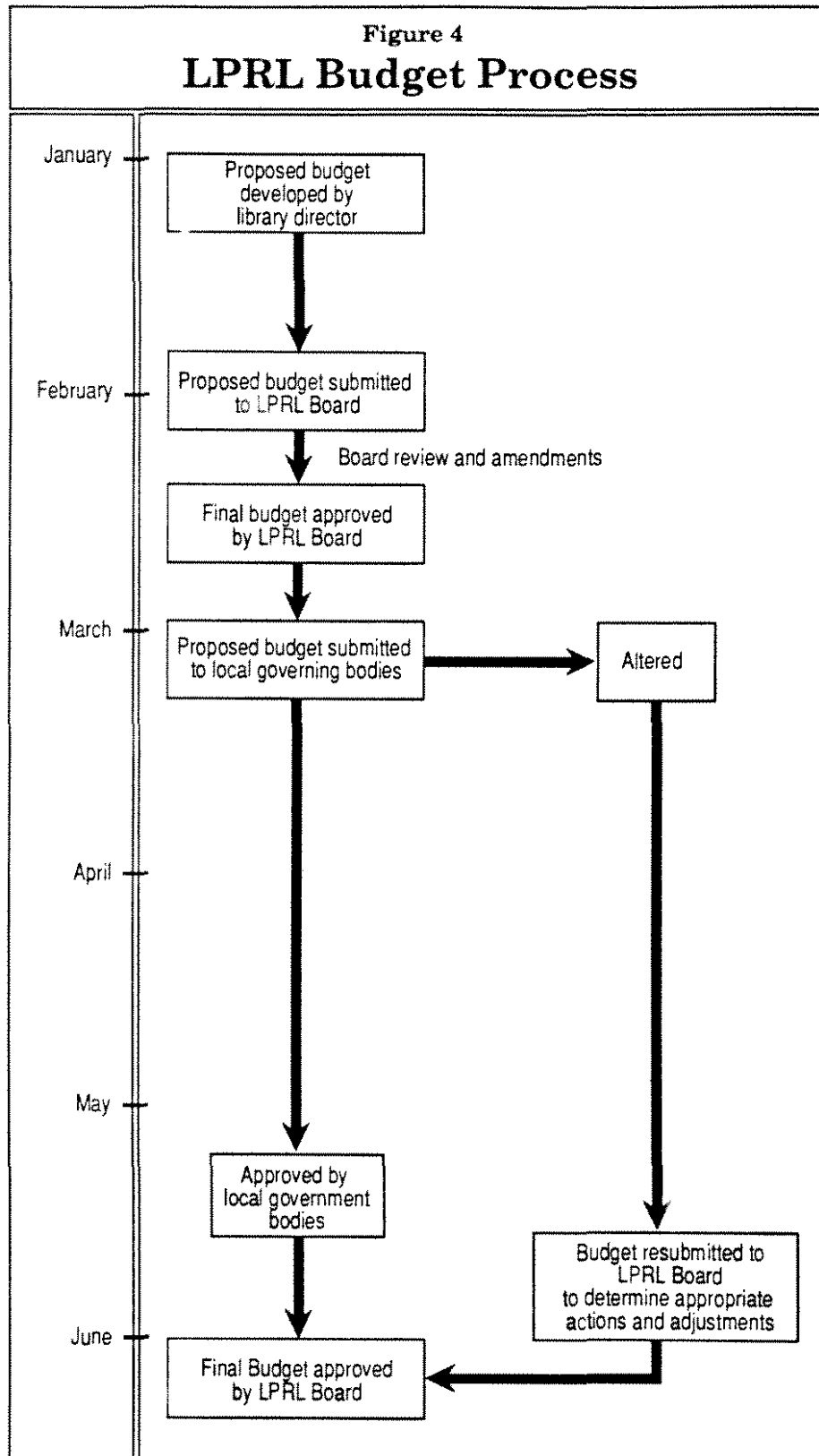
*Federal Funding Sources.* Federal library funds available to libraries in the State are authorized by the federal Library Services and Construction Act (LSCA). Grants are awarded on a competitive basis. Depending on the specific type of grant, federal funds may be awarded directly by the federal Department of Education or through the VSLA. In addition, depending on the specific title of the LSCA under which the grants are awarded, funds must be used for particular types of activities. For example, funds awarded under Title III of the LSCA must be used for cooperative projects involving more than one library.

The LPRL spent \$6,182 in federal funds for a literacy project during FY 1989, but received no federal funds in FY 1990. In FY 1991, the Coeburn branch of the LPRL is scheduled to receive a \$30,000 federal grant for furnishing its new branch.

#### Budget Development and Allocation of Regional Expenses

The regional library director initiates the budget development process during January of each year (Figure 4). Revenues and expenditures for the local libraries and the regional operation are projected based on actual past revenues and expenditures. Line item categories for which the library director anticipates a significant increase or decrease are adjusted accordingly. In addition, input from the board of trustees regarding salary and benefits is sought.

The amount of funding requested from the five local governments is based on (1) the anticipated operating expenses of a locality's branch or branches and (2) the local portion of regional salaries and related expenses (e.g., FICA). The local funding burden



Source: JLARC staff analysis of interviews with LPRL Director and bookkeeper, 1990.

for regional expenses is established by applying the proportion of State aid that each locality receives to the total budgeted regional expenditures.

For example, Lee County is requested to pay for the expenses related to the operation of the Lee County libraries in Pennington Gap and Rose Hill. In addition, because Lee County received 17.7 percent of the State aid in FY 1989, it was responsible for funding 17.7 percent of the regional salaries and related expenses in that fiscal year (Figure 5).

According to the regional library director, the board-approved method for allocating local funding burden for regional salaries assumes that the amount of work performed by regional staff for a particular locality is related to dollar amount of materials purchased with State aid funds. Two considerations appear to support the validity of this assumption. First, virtually all aspects of processing new library materials (e.g., selection, ordering, receiving, cataloging) are performed by regional staff. Second, the vast majority of books and materials requiring processing are purchased with State aid funds (over 87 percent in FY 1989). Therefore, one would expect that there is a relationship between a locality's portion of State aid funding and the amount of materials for the locality requiring processing.

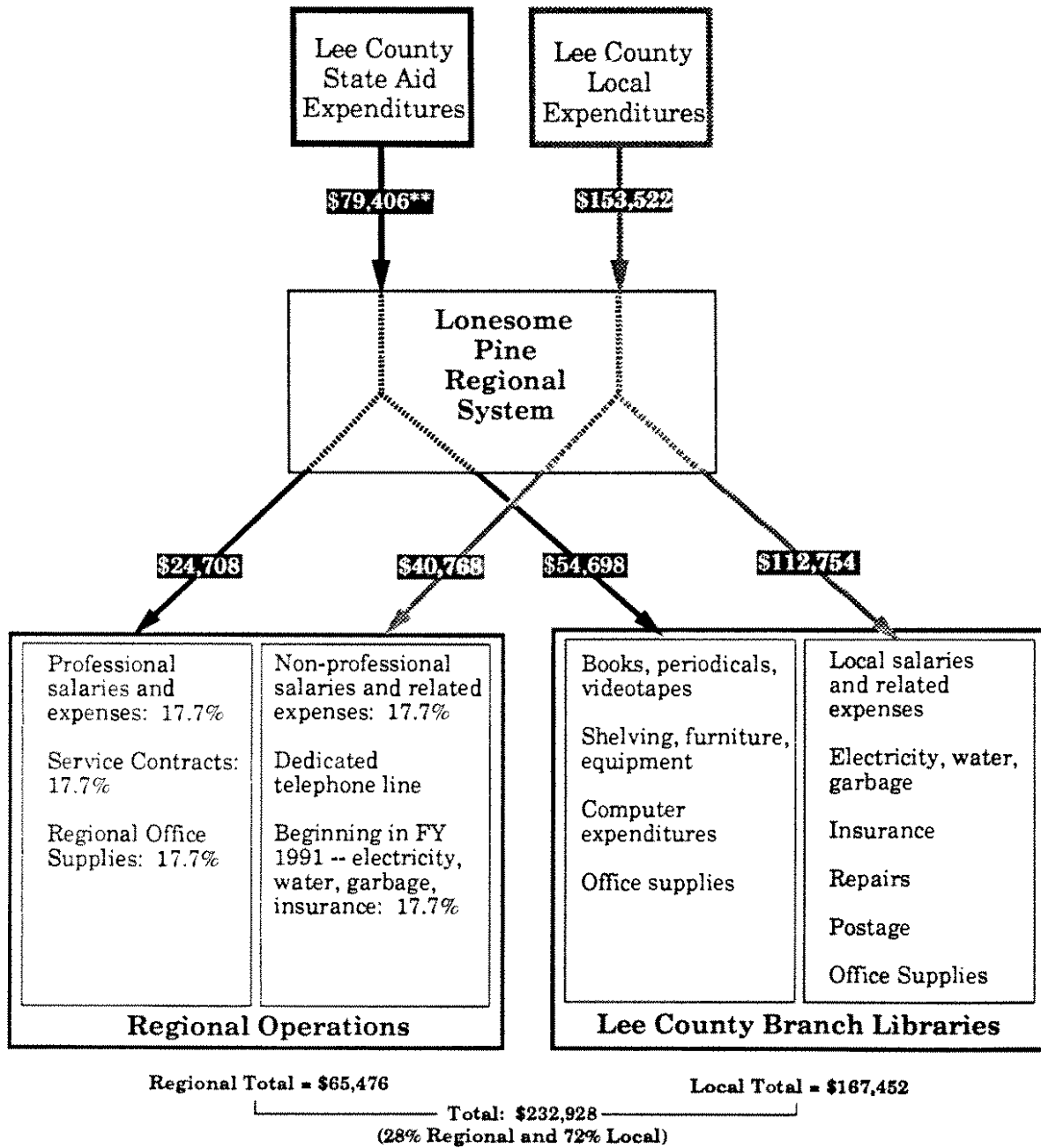
At the end of January or early February, the library director and the regional bookkeeper make a detailed presentation of the budget to the board of trustees and attempt to answer any questions the trustees may have. Once the board of trustees approves the proposed budget (usually by the end of February), it is sent to the governing bodies of the participating localities for review. The regional library director and/or the bookkeeper will appear (if requested) before the local governing bodies.

If the local governments approve the budget and allocate the amount of funding requested, the budget development process is over. However, if a local government is unable or unwilling to allocate the amount of local funds requested, the budget is returned to the library board of trustees for adjustments. In the past, the board generally has reduced local hours of operation. These reductions highlight the major problem of the LPRL financial arrangement. Rather than functioning as an integrated system, the operation is more like a cooperative of independent libraries. The "cooperative" character of the system is a function of the funding arrangement.

Although each local government is required to participate in the system financially, each local government also has a different ability or willingness to pay for the system. Some LPRL localities are among the State's poorest. According to financial data in the *Comparative Report of Local Government Revenues and Taxation* prepared by the Auditor of Public Accounts for FY 1988 (the most recent year

Figure 5

## State Aid and Local Fund Flow Lee County Example -- FY 1989\*



\* Figures include estimated local contributions to regional FICA expenses, unemployment taxes, and office supplies.

\*\* These funds are 17.7% of the regional State aid expenditure total.

Source: JLARC analysis of LPRL FY 1989 *Statement of Revenues and Expenditures*.

for which statewide data are available), average local government expenditures within the LPRL system are lower than most other similar-sized systems. During FY 1988, library expenditures for the five local governments in the LPRL system were, on average, 0.74 percent of total local government expenditures. This was the second lowest average for library systems in the State serving populations between 100,000 and 199,999.

Given the low base of local support, funding shortfalls have a tangible effect on operations. Rather than functioning as an integrated regional entity, current LPRL policy handles disparities in local ability or willingness to pay by penalizing the local government responsible for the shortfall. However, the LPRL board has allowed the policy to vary from year-to-year, which has resulted in disparate treatment of system employees and confusion among local officials. For example:

*One local official indicated at the beginning of a fiscal year that the locality was unable to fully fund the library at the time the budget was being developed. Therefore, the LPRL board decided to reduce local library hours based on the amount of funding provided by the locality. Later in the year, the local official expressed interest in providing sufficient additional local funds to operate the local library at full capacity. However, the local official asserted that the local board of supervisors was unwilling to provide the additional funds because it was their understanding that a portion of the funds would be retained for regional expenses. In fact, according to the regional library director, any additional local funds would have been used exclusively for local salaries and operating expenses. The local government eventually allocated the funds necessary to operate the library at full capacity for the final four months of the fiscal year.*

Problems such as the variations in local ability or willingness to pay should be addressed in order to prevent future misunderstandings and disagreements. Options for handling these problems are discussed in the following sections.

#### FUNDING ISSUES AND PROBLEMS

The regional library concept is designed to provide participating libraries with resources and cost saving economies that they would not have individually. However, regional systems rely on

cooperation among the participating local governments and between the local governments and regional library staff. Like many regionally-oriented organizations, the LPRL has experienced internal disputes. These internal disputes have caused at least two of the participating localities to consider leaving the system. Past regional system disputes in other parts of the State have at times resulted in localities separating from other systems.

A brief examination of the benefits and disadvantages of withdrawing from the system demonstrates that most of the participating localities would lose significant resources if they left the system. The cost of replacing these resources would probably exceed current contributions to the regional system.

Many of the disputes stem from variations in local effort, or local ability and/or willingness to pay for the system. The LPRL's failure to include written policies in the regional contract to address these variations has led to inconsistency on important financial problems, such as funding shortfalls and employee salary adjustments. Consequently, certain financial policies have fluctuated from year-to-year and from locality-to-locality.

Two other problems were discovered with the LPRL's financial activities during the review. First, materials acquisition and budget development procedures need improvement. Materials acquisition policies, particularly for purchasing materials such as videotapes, should be specified and budgeted prior to the beginning of the fiscal year. Budget development procedures should more thoroughly incorporate local officials in the planning process.

Second, although a review conducted by the Auditor of Public Accounts did not discover any significant problems with the financial records of the LPRL, the review did reveal weaknesses in library procurement activities. The LPRL should take steps in the future to ensure adherence to the Virginia Procurement Act.

#### Comparisons Demonstrate Regional System Is Cost-Effective

The problems encountered in the LPRL system have led several counties in the system to explore the possibility of leaving the system. The advantages of leaving the system primarily involve increased autonomy and the possible cost savings of not contributing to regional office operations. However, analysis of the potential savings, compared to the loss of resources resulting from leaving the system, demonstrates that the cost of leaving the system would be substantial in most cases.

The cost of administering the LPRL compares favorably with other similar regional library systems. In addition, localities in

the area with independent libraries appear to either spend more for the operation of their libraries or do not have the resources comparable to libraries in the LPRL system.

*Savings and Costs of Leaving the LPRL System.* Although some savings could be realized by withdrawing from the LPRL system, analysis of the resulting costs to the individual localities indicates that continued participation in the regional system is cost effective. Based on an analysis of FY 1989 finances for participating localities, only Wise County could have theoretically benefited from separating from the regional system. Even in that case, costs could be great, particularly if the county were to lose substantial amounts of its books and other materials as a result of the separation.

(For the purposes of the analysis, it is assumed that Norton City would continue to be served by the Wise County libraries. Unlike other participating localities, Norton City does not have a local branch serving the locality. Instead, due to the proximity of Norton City and Wise County, Norton City residents utilize Wise County library services. In turn, the city contributes local funding to the operation of the Wise County branches. Norton City's portion of the State aid funding is also retained for the operation of the Wise County branches.)

As shown in Table 6, the three counties besides Wise would have also lost an average of \$18,154 in State aid due to the loss of State aid formula incentives for regional systems. In addition, the value of the services and resources that would have to be replaced to operate as an independent library would probably far exceed any savings the localities would realize in leaving the system.

In order to operate independently, localities would face at least three major expenditures in order to replace the services currently available as participants in the LPRL system. First, regional staff currently carry out all activities related to materials selection, ordering, receiving, processing, and cataloging for the branches. Replacing these activities would require at least one additional full-time staff person in the branches and possibly more, at a cost of approximately \$15,000-\$30,000. Other activities currently performed by regional staff that would have to be replaced include bookkeeping, development of grant proposals, and reference services.

Second, local branches would have to replace activities currently performed by the centralized computer system, including cataloging functions, tracking overdue books, and issuing fine notices. These functions could be replaced either by installing an alternative computerized catalog system or developing a manual card catalog and book tracking system. According to VSLA staff, either option would be expensive and would require several years to become fully operational.



---

---

Table 6

STATE AID LOSSES IF COUNTIES  
WERE TO LEAVE THE LONESOME PINE REGIONAL LIBRARY  
FY 1989

	<u>Dickerson</u>	<u>Lee</u>	<u>Scott</u>	<u>Wise</u>
Revenues-- Regional	\$223,409	\$232,862	\$198,167	\$845,655
Estimated Revenues-- <u>Independent</u>	<u>209,050</u>	<u>213,584</u>	<u>177,342</u>	<u>830,427</u>
Estimated Revenue Loss	\$14,359	\$19,278	\$20,825	\$15,228*

\*Assumes Wise and Norton would remain a region.

Source: JLARC Analysis of LPRL Statement of Revenues and Expenditures, June 30, 1989.

---

---

Third, most localities would have to provide some type of library extension service if they withdrew from the system. These types of services include operating a branch library, a bookmobile, opening and monitoring small deposit centers in public locations, or providing books-by-mail service. In FY 1989, the localities spent an average of \$20,704 on salaries, postage, books, office supplies and printing for the books-by-mail service, which is considered one of the less expensive library extension service systems. This amount does not include expenses for building space and related costs (e.g., electricity) which could add significantly to the cost of operating the books-by-mail service independently. The following case study illustrates the possible financial impact on one locality if it were to leave the regional system.

*In FY 1989, Dickenson County paid \$62,430 toward regional regional operations. In theory, the locality would "save" this amount by leaving the LPRL. However, in order for Dickenson County to continue qualifying for State aid, a certified*

*librarian would have to be hired at an estimated expense of \$27,781 in salary and benefits. Subtracting these costs and the \$14,359 loss in State aid revenues noted in Table 6, Dickenson County would have an estimated \$20,290 to provide equipment and personnel to perform the following functions:*

- materials selection and purchase*
- ordering, receiving, processing, and cataloging materials*
- computerized materials cataloging and tracking (or development of manual card catalog and tracking systems)*
- bookkeeping and related functions*
- extension services to replace the books-by-mail service which averaged \$20,704 in expenditures in FY 1989.*

A final issue that would require clarification if a locality chose to withdraw from the system would be the disbursement of equipment and materials currently maintained by the system. Current law is unclear regarding the disbursement of equipment (including computer hardware), books, and other materials located in the local branches should a locality choose to leave the system. Most of these items were purchased using State and/or federal funds.

A 1985 Attorney General's opinion asserts that all books would have to remain with the regional system, unless the regional library agreement makes specific provisions for locality withdrawal and the division of property (Appendix C). The LPRL agreement makes no such provisions.

According to the opinion, Virginia follows the Dillon Rule regarding the powers of local governing bodies. Under the rule, "localities may exercise only those powers which are expressly granted or which are necessarily or fairly implied, and where there is doubt, the doubt to be resolved against the existence of the power."

The current law governing withdrawal from regional library systems (§42.1-42) only states that withdrawal from a regional system requires the consent of the other members of the regional system or two years notice of the intent to withdraw. Consequently, according to the 1985 Attorney General's opinion, a withdrawing locality "is not entitled or authorized...to withdraw a share of the books in the regional library" because the law governing a locality's withdrawal from a regional system does not expressly grant this power. By extension, much of the equipment in the local branches also belongs to the regional system and may have to be returned if a locality chose to withdraw.

Therefore, combining the cost of replacement personnel and extension services, localities withdrawing from the system would face minimum immediate costs of approximately \$35,704 to \$50,204, depending on the number of personnel needed to provide lost support services. In addition, the localities would be required to pay the substantial costs related to establishing a new catalog system. The localities would also have to determine the status of all equipment and materials currently owned by the system, with the possibility that those items would have to be replaced.

Wise County would probably be least affected by a decision to leave the regional system, due to its larger population and higher local funding of the library. Further, Wise could still be part of a regional library if it retained its association with Norton. However, Wise County would also be in the position of potentially having to leave books, equipment, and other materials in the regional system.

The serious financial problems related to withdrawing from the regional system, particularly the difficult issue of how to divide regional property and equipment, provide at least some justification for localities to continue participating in the system. In addition, as will be shown in the next section, the dissolution of the regional system would represent a tremendous loss to the region in terms of cost efficiencies and available library resources.

#### Comparison With Other Regional and Independent Libraries

Much of the discussion about leaving the LPRL system has involved assertions that the administrative expenses of the LPRL are excessive. However, comparison with other similar-sized and configured regional systems indicates that the LPRL's administrative expenses are not excessive.

Salary expenditures, as a percentage of total expenditures, can provide a relative indicator of the portion of a budget used to administer an organization when used for comparisons of similar types of organizations. In FY 1989, the LPRL spent 58 percent of its total expenditures on salaries (Table 7), which equals the average salary percentage for the comparator systems.

Moreover, the LPRL maintains a collection (in terms of the total number of books in the system) that is double the size of the comparator systems and 87 percent more units per capita. Therefore, the LPRL is currently able to maintain significantly more book resources utilizing personnel and administrative expenses which are comparable to other regional systems. Moreover, the LPRL administers a larger number of outlets and has a higher circulation rate than the comparator libraries.

---

Table 7  
COMPARISON OF LPRL WITH SIMILAR REGIONAL LIBRARIES  
FY 1989

	<u>Population Served</u>	<u>% of Total Exp. on Salary</u>	<u>Books</u>	<u>Books Per Capita</u>	<u>Outlets</u>
Blue Ridge	93,700	55%	127,701	1.36	4
Central Rappahannock	129,400	62	203,380	1.57	6
Jefferson- Madison	144,000	59	260,443	1.81	7
Pamunkey	79,700	51	190,832	2.39	6
Rockingham	<u>102,600</u>	<u>61</u>	<u>120,988</u>	<u>1.18</u>	<u>4</u>
AVERAGE	109,880	58	180,669	1.66	5.4
LONESOME PINE	119,300	58	370,200	3.10	9

Source: JLARC analysis of Virginia State Library and Archives, 1988-1989  
Statistics of Virginia Public Libraries and Institutional Libraries.

---

Similar results are obtained when comparing the salary expenditures and collections of the individual counties (besides Wise) with counties operating independent libraries. Although the total average expenditures of the LPRL counties is higher (which is partially explained by the additional State aid available to the participating counties), the average salary percentage is comparable. However, if Russell County (which has extraordinarily low salary costs) is removed from the calculation, the salary percentage of the comparator localities increases to 58.1 percent, which exceeds the average of the LPRL counties.

Individual collections of the participating LPRL localities average over 16,000 more books and 67 percent more books per capita than collections of the independent libraries (Table 8). Participating LPRL localities also have access to materials and services provided through the regional system, which are not available to independent libraries.

These findings suggest that it may be in the best interest of the participating localities to remain in the LPRL system at this time. The counties of Lee, Scott, and Dickenson, in particular, would be adversely affected if they withdrew from the regional system. However, the problems with local effort disparities, materials acquisition and budget development, and library procurement (which will be explained in subsequent sections) should be addressed in order to minimize the current internal disagreements.

#### Local Funding Effort and Contractual Weaknesses

The most compelling financial problem confronting the LPRL is that of local effort, or local ability and willingness to fund the system. If a local government is either unable or unwilling to contribute the full budgeted amount requested by the library staff for the operation of the local branch and the regional office, the LPRL faces a funding shortfall. Conversely, if a locality desires to enhance its effort by supplementing salaries or benefits of local branch employees, the LPRL is placed in a position of treating some employees differently than others.

The current regional contract contains few specific provisions regarding the financial activities of the LPRL (Appendix D). The current contract specifies only that "participating political subdivisions shall provide sufficient support for the operation of the regional library system." The contract does not specify how regional expenses will be divided among the localities, as required by §42.1-41 of the Code. In addition, important financial decisions -- such as the methods for handling funding shortfalls, adjusting employee salaries, and providing employee benefits -- are based on unwritten procedures which are allowed to fluctuate somewhat from year to year.

Consequently, as noted earlier, the financing of the regional library is a consistent source of misunderstandings between the local governments and the library staff. Although the multi-jurisdictional composition of the LPRL requires that some flexibility be maintained in financial activities, current procedures result in confusion among the parties involved in the budget process, avoidable reductions in library services, and inequitable treatment of LPRL employees. The participating localities of the LPRL should develop a revised regional agreement in order to address these problems.

---

Table 8

COMPARISON OF LPRL PARTICIPATING LOCALITIES  
WITH SIMILAR LOCALITIES OPERATING INDEPENDENT LIBRARIES  
FY 1989

	<u>Population Served</u>	<u>% of Total Exp. on Salary</u>	<u>Books</u>	<u>Books Per Capita</u>
Amherst	29,000	65%	33,222	1.15
Botetourt	24,800	52	50,621	2.04
Buchanan	35,400	67	68,337	1.93
Caroline	19,300	53	21,970	1.14
Farmville- Prince Edward	17,600	51	11,581	0.66
Orange	20,300	57	33,126	1.63
Pulaski	34,100	61	45,186	1.33
Russell	31,800	34	40,086	1.26
AVERAGE	26,538	55	38,016	1.39
Dickenson	19,400	57	52,249	2.69
Lee	26,200	57	57,755	2.20
Scott	25,300	59	52,693	2.08
LPRL COUNTY AVERAGE	23,633	58	54,232	2.32

Source: JLARC analysis of Virginia State Library and Archives,  
1988-1989 Statistics of Virginia Public Libraries and  
Institutional Libraries; Lonesome Pine Regional Library,  
Annual Report, 1988-1989.

---

*Regional Expense Allocation Not Specified.* Expenses related to the salaries and operations of the regional office are currently divided among the participating localities according to the proportion of total regional State aid received by the locality. As explained earlier, the rationale for this type of allocation -- that there is a relationship between the amount of materials processed by regional staff for a locality and the amount of State aid received by the locality -- appears to be logical.

However, the method for allocating regional expenses is not included in the regional contract, as required by §42.1-41 of the Code. This section states that "the expenses of the regional library system shall be apportioned among the participating subdivisions on such a basis as shall be agreed upon in the contract."

Failure to include the specific provisions of the allocation represents a violation of statute and could contribute to misunderstandings regarding the allocation of regional expenses. A survey of local officials in the participating localities indicated that 64 percent (14 of 22) of these officials believed local funds contributed to the system are allocated too heavily towards the regional library. Revising the regional contract to specify the method of allocating regional expenses could help clarify the rationale for the current allocation method.

*Funding Shortfalls and Reduced Library Services.* As mentioned earlier, the LPRL board has determined that funding shortfalls by local governments will result in reductions in local branch library hours. Regional operations have generally remained unaffected by fund shortfalls of the local governments. The rationale for this policy is that reductions in local funds do not generally affect the amount of materials requiring processing by regional staff, since most materials are purchased with State funds. Therefore, reductions in regional staff would cause processing delays for all the branches.

During the last ten years, all of the four counties involved in the system have suffered some reductions in library hours due to funding shortfalls. These reductions have been a source of tension between the participating localities and the regional library staff primarily because of the method used for handling the reductions. Until FY 1990, localities were allowed to begin the fiscal year operating at full schedule, regardless of the funding provided by the local governments. The LPRL board would allow local governments the opportunity to provide additional necessary funding during the year. However, if the local governments could not provide the needed funds, reductions had to be implemented with little prior warning to local officials or patrons.

Beginning with FY 1990, library hours in a locality were linked at the beginning of the year to the amount of local funds

provided. For example, Scott County provided 75 percent of the local funding requested for FY 1990, so the local branch began the year operating at 75 percent of its normal schedule. This method has apparently reduced some of the problems and inconvenience caused by the unanticipated reductions implemented in the past.

However, the reductions still result in patron inconvenience and hardship for employees of the affected branches. A survey conducted of LPRL users indicated that the single most requested service that would increase library usage -- selected from a list including more locations, more books, more videotapes, and more staff -- was increased hours. Library staff report having difficulty maintaining normal patron services with curtailed operating hours and experiencing personal financial problems because of the resulting reduction in pay.

*Employee Benefits and Salary Adjustments.* Due to the variations in local support, the provision of employee benefits and salary adjustments presents a unique problem to the regional library. Although the library is dependent on the local governments to provide funding, the library is a separate entity and is not tied to the benefit or salary policies of the local governments.

Currently, all library employees working 20 hours or more per week are provided with sick leave, annual leave, and retirement benefits. However, only certain employees in the system are provided with medical insurance coverage. In the past, Wise County has provided medical coverage for the Wise County branch employees and a portion of the regional staff. Dickenson County pays medical insurance coverage for one employee.

LPRL policy regarding employee salary adjustments also varies depending on the locality in which an employee works. Prior to FY 1990, an effort was made to implement uniform raises throughout the system. Like the policy regarding library hours, the fiscal year was allowed to begin with all employees receiving the raises regardless of whether or not each local government chose to fund the raise. Towards the end of the fiscal year, local branches in localities choosing not to fund the raises would face a fund shortfall, which resulted in reductions in library hours and salaries.

In FY 1990, the LPRL board decided to more directly link the raises provided in the branches to local funding. Two localities provided raises to library employees and two others chose to leave salaries at FY 1989 levels, while providing funding for other operational cost increases. One locality elected to provide no local fund increase, which resulted in a 25 percent reduction in local branch operating hours. (In March 1990, the local board of supervisors for this locality voted to allocate a supplement in the amount necessary to implement a full operating schedule).



Regional employees received a portion of the raises provided for branch employees, depending on the percentage contributed to their salaries by each locality. For example, because Wise County pays about 46 percent of regional salaries and the county provided its employees a 5.6 percent raise, regional office employees received a 5.6 percent raise on the 46 percent of their salaries paid by Wise County. No increase was paid for the portion of their salaries paid by localities choosing not to provide raises. This policy resulted in regional employees receiving roughly one-half the raise of the Wise County employees, while working in the same physical location as Wise County employees.

The disparity in raises provided to system employees, particularly between Wise County employees and regional employees, may have contributed to lower employee morale. An employee survey indicated that morale among the regional employees was lower than all but one branch in the system (Table 9). The branch reporting lower morale is operating with the reduced schedule and has experienced a series of personnel problems which may account for this result.

*Options for Revising Regional Contract.* The policy problems mentioned above highlight the need for the LPRL board to revise the regional contract to meet the requirements established by §42.1-41 of the Code. VSLA staff are aware of no other regional library which has a differential pay scale for employees of different localities within a region. The board of trustees should consider the adoption of a unified regional classification and pay system. At a minimum, the revised contract should specify the methods for apportioning the expenses of the regional system, handling funding shortfalls, and determining employee benefits and pay adjustments. The current contract contains no such provisions.

There appear to be two primary options from which the library board can choose: (1) budget adjustments could be made with a system-wide emphasis or (2) budget adjustments could be linked to local funding. The first option would ensure that hours in local branches would be reduced only after all other remedies have been explored. In situations requiring a funding shortfall, the effects of the shortfall would be spread throughout the system in order to minimize the damage. Similarly, in order to avoid reducing staff and hours in the local branches, reductions would be made in certain regional services and staff.

However, because the LPRL receives funding from several local government sources, each having different levels of local aspiration for the library system, this option faces several obstacles. First, any regional staff reductions would probably result in materials processing delays. Due to the restrictions on State aid funding -- which require that at least 75 percent of the funds be expended on books, related materials, and library equipment -- the amount of materials to be processed by regional staff would

---

Table 9  
EMPLOYEE MORALE IN LPRL BRANCH LIBRARIES

<u>Branch</u>	<u>Total Responses</u>	<u>Number of Staff Reporting Poor or Fair Morale (%)</u>	<u>Number of Staff Reporting Good or Excellent Morale (%)</u>
Big Stone Gap	4	0 (0%)	4 (100%)
Clintwood	5	1 (20)	4 (80)
Coeburn	5	0 (0)	5 (100)
Haysi	2	0 (0)	2 (100)
Lee Co.	5	0 (0)	5 (100)
Rose Hill	1	0 (0)	1 (100)
St. Paul	3	1 (33)	2 (67)
Scott	5	4 (80)	1 (20)
Wise	9	2 (22)	7 (78)
Regional Office	<u>11</u>	<u>4 (36)</u>	<u>6 (54)*</u>
TOTAL	49	12 (24%)	37 (76%)

\*one respondent answered "Don't Know."

Source: JLARC Survey of LPRL Staff, March 1990.

---

remain about the same, but would have to be processed by a reduced staff. Assuming the other local governments are meeting their budget requirements, these local governments may be reluctant to relinquish regional services for which they have paid their full share.

This option may also provide a disincentive for local governments to fully support the regional library. If local government representatives believe that the local libraries will stay open regardless of their decisions about the regional library budget request, they may not pay their fair share and appropriate the amount needed.

The second option would link any fund shortfalls or surpluses directly to the localities funding the system. Regional operations would be largely unaffected. This option essentially reflects the current policy of the LPRL system and the historical actions of the LPRL board and management in fund shortfalls. The strength of this approach is the directness with which it assigns accountability for a funding shortage. Only the locality which is unable or unwilling to fund the library is affected. Services throughout the rest of the system do not have to suffer.

There are at least two serious weaknesses to this approach. First, local branches are more vulnerable to inconsistent funding patterns, which are directly dependent on the local ability or willingness to fund the library. As local funding fluctuates, the ability of the library to plan future projects is diminished.

Second, this option allows variations among similar employees in pay and benefits, which can result in poor employee morale and the development of management problems. As mentioned earlier, some of these concerns were expressed to the study team by LPRL employees during the review.

Regardless of the option chosen by the LPRL board, specific provisions should be included in a new regional contract to avoid future policy fluctuations and misunderstandings. The overall lack of specificity in the current agreement has exacerbated communications problems outlined earlier in the report, both within the system and between the system and local governing officials.

In the past, reductions in library hours and services were implemented with little communication or understanding of the rationale behind the reductions. The lack of a formal written policy to handle these matters has placed the regional library director in the difficult position of attempting to justify fluctuating board policies to local officials and patrons. Although steps have been taken during the most recent fiscal year to minimize the perception that the regional library was implementing unanticipated service reductions or changes in library policies, guidelines should be formalized in a new regional agreement and communicated to participating localities. These steps should help reduce the confusion surrounding the LPRL's financial activities.

*Recommendation (12). The LPRL board of trustees should consider the adoption of a unified regional classification and pay*

plan. At a minimum, the LPRL board of trustees should revise the regional contract among the participating localities to conform with the requirements of Section 42.1-41 of the Code of Virginia. As part of this revision, the agreement should specify (1) the method utilized to allocate funding responsibility to the participating localities, (2) methods to address local fund deficits and surpluses, (3) system policies for funding employee benefits and salary adjustments, (4) ownership of buildings and other fixed assets, and (5) system provisions for localities choosing to withdraw from the system and methods for disbursing system property and liquid assets. The provisions of the new agreement should then be communicated to the local governing bodies by their representatives on the LPRL board.

#### Materials Acquisition and Budget Development Procedures Should Be Improved

Materials acquisition and budget development are two of the major regional headquarters functions. Currently, these functions are being conducted with minimal established procedures and planning. Materials acquisition is conducted without specified budgets or priorities, which could contribute to disproportionate expenditures on certain types of materials. Similarly, budget development appears to rely excessively on historical revenue and expenditure trends, with little attention to long-term planning and the economic conditions of the participating local governments.

*Materials Acquisition Procedures.* Each of the three librarians working in the regional headquarters has specific materials selection responsibilities. All materials, including books and videotapes, are purchased based on published reviews of the materials. The reviews generally describe the content of an item and attempt to provide some indication of the item's quality or suitability for library purchase. Reviews will also indicate if a particular item is best suited for a wide audience or involves specialty topics, which are more appropriate for particular audiences (e.g., books on flora for a specific region).

Once the decision is made to purchase a particular item, the person selecting the materials then determines how many copies of the item to purchase. These decisions are based on the individual needs of each participating library and the resources available. If an item is selected for a particular library, the expenses associated with the purchase and delivery of that item are apportioned to the appropriate library.

However, there is no plan for materials acquisition. Budgeted amounts or priorities are not established for the different types of materials (e.g., adult books, juvenile books, videotapes) as part of the budget planning process. Consequently, it is possible

for one type of material to dominate purchasing at the expense of purchasing other types of materials.

One area in which this practice has caused concern is in the purchasing of videotapes for the library. The decision for libraries to purchase videotapes remains controversial within the library community, particularly regarding the purchase of so-called "popular" movies. Proponents argue that popular videotapes attract people to the libraries who otherwise would not come. Even if these people do not use other library services, proponents believe that the children brought to the library do check out books and participate in other programs.

Opponents assert that while videotapes may have some cultural value, they detract from the libraries' primary purpose, which is to promote reading. Critics note that videotape purchases use funds better spent on books and places the library in competition with local videotape rental retailers.

Until January 1990, the LPRL purchased videotape copies of newly-released movies for the system. At that time, the LPRL board placed a six-month moratorium on videotape purchases. Wise County was later exempted from the moratorium because it was the only county with local funds earmarked for materials purchases.

Library systems throughout the State vary widely regarding whether or not to purchase videotapes. The determination should be based on an assessment of community needs and expressed desires regarding the functions of the library system. In addition, the potential for placing the library in competition with privately-owned videotape rental outlets should be examined. Interviews with the library director and board members indicate that local videotape rental merchants have complained about the degree to which the LPRL is involved in obtaining newly-released movies on videotape.

Statistics compiled by the VSLA indicate that the LPRL owns over four times as many videotapes as the regional library with the next largest collection (Table 10). Only Fairfax County has more videos. The statistics indicate that in FY 1989, the LPRL added 3,778 fewer new books than the average number purchased by other similar sized regional libraries.

LPRL staff assert that much of the failure to add new books resulted from expenses related to the LPRL computer project, which are costs which the other libraries did not incur. However, of the State aid dedicated solely to materials purchases in FY 1989, the LPRL devoted a significantly larger portion of its expenditures to audio-visual purchases (which are largely comprised of videotape purchases) compared to the other libraries.

---

Table 10  
COMPARISON OF LPRL WITH SIMILAR REGIONAL LIBRARIES--  
VIDEO COLLECTIONS AND NEW BOOKS ADDED TO COLLECTIONS  
FY 1989

	<u>Videos</u>	<u>Population Served</u>	<u>Books Added</u>	<u>% of State Aid for Audio-Visual*</u>
LONESOME PINE	13,469	119,300	8,159	32.5%
Central Rappahannock	3,009	129,400	18,971	11.8
Jefferson- Madison	1,420	144,000	11,167	0.0
Blue Ridge	600	93,700	10,179	10.3
Pamunkey	509	79,700	12,788	6.2
Rockingham	361	102,600	6,579	2.8
AVERAGE (Comparator Libraries)	1,180	109,880	11,937	6.2%

\*includes videotapes, films, filmstrips, slides, recordings, compact discs, etc.

Source: JLARC analysis of Virginia State Library and Archives, 1988-1989  
Statistics of Virginia Public Libraries and Institutional  
Libraries, FY 1989 Financial Statements.

---

Table 11 demonstrates that since 1985 the LPRL has used an average of 36 percent of its State aid funding for purchasing audiovisual materials, including videotape purchases. There are currently no guidelines for the purchases of videotapes utilizing State aid funding.

Given the controversy surrounding the purchases of videotapes and the potential conflict with private businesses, the State Library Board and the LPRL should proceed more cautiously in this area of materials acquisition. Three measures should be employed to address the issue of videotape purchases.

First, the State Library Board should determine the proportion of State aid funding that can be utilized for the purchase of videotapes. This will help ensure that priorities for purchasing materials are established and that certain segments of library collections do not unexpectedly suffer due to expenditures in other areas.

Second, in the interim period, the LPRL should consider adopting a guideline specifying the proportion of State aid funding

---

Table 11  
LPRL AUDIO-VISUAL AND BOOKS PURCHASES USING STATE AID  
FY 1985 - FY 1989

<u>Fiscal Year</u>	<u>Total State Aid for Materials</u>	<u>Amount Spent on Audio-Visual</u>	<u>(%)*</u>	<u>Amount Spent on on Books</u>	<u>(%)</u>
1985	\$243,779	\$80,294	(33%)	\$145,057	(60%)
1986	182,478	69,704	(38 )	90,818	(50 )
1987	181,586	56,114	(31 )	104,378	(57 )
1988	167,918	81,157	(48 )	63,802	(38 )
<u>1989</u>	<u>193,123</u>	<u>62,735</u>	<u>(32 )</u>	<u>103,430</u>	<u>(54 )</u>
<u>AVERAGE</u>	<u>\$193,777</u>	<u>\$70,001</u>	<u>(36%)</u>	<u>\$101,497</u>	<u>(52%)</u>

\* includes films, filmstrips, slides, videotapes, recordings, compact discs, etc.

Source: JLARC Analysis of LPRL Financial Statements, FY 1985 - FY 1989.

---

that can be utilized for videotape purchases. Local governments could supplement the amount of State aid funding used for videotape purchases with local funds, according to local aspiration.

Third, the LPRL should consider waiting a specified period after release of a movie on videotape before purchasing it. Because videotape prices of movies are frequently reduced after a period of time, this action could increase the purchasing efficiency of the library. In addition, it will relieve some of the concern of local video rental merchants over potential library competition with their businesses. A concern of the LPRL staff is that a policy of waiting for lower prices could mean that some popular movie titles might not be available for purchase when the waiting period is over. The library would then be lacking a complete collection.

*Recommendation (13). The Virginia State Library Board should study the issue of videotape purchases by libraries. Upon completion of the study and consideration by the Virginia State Library Board, the Board should consider developing guidelines establishing the proportion of State aid funds received by local governments that can be used for videotape purchases. This guideline should be established for use in conjunction with State aid funds provided to the local governments for FY 1992.*

*Recommendation (14). The LPRL board should consider establishing a policy determining the proportion of State aid funds that can be used for videotape purchases in FY 1991. This policy could include a provision allowing local governments to provide local funding to supplement videotape purchases. The LPRL policy should be amended for FY 1992 to conform with the policy established by the Virginia State Library Board. The commitment to a well-rounded multimedia collection that remains free from the censorship of individuals or groups should be maintained.*

*Recommendation (15). The LPRL board should consider establishing a purchasing guideline requiring that a specified period be allowed to pass before videotape copies of popular movies may be purchased. This waiting period should be based on a survey of appropriate vendors regarding their pricing, discount policies, and availability.*

*Budget Development.* During the most recent fiscal year, the LPRL staff increased its effort to involve the LPRL board in the budget process. More information is now provided to each board member for monthly board meetings compared to previous fiscal years. In addition, the LPRL staff have conducted "budget workdays" for board members to help them understand the items included in the budget and any adjustments to the budget from the previous year.



However, despite efforts to enhance the involvement of the LPRL board in the budget development process, the current process exhibits two primary weaknesses that should be addressed. First, the initial proposal to the LPRL board is based almost purely on historical revenue and expenditure trends. While historical trends do provide accurate projections for many budget items, they do not provide accurate assessments of the current environment in which the budget is being developed. For example, the proposed FY 1991 budget, developed by the LPRL staff and approved by the board of trustees, included 10 percent across-the-board salary increases for LPRL staff and the addition of medical insurance benefits. These types of requests do not seem realistic given the current economic conditions of the area and the residual effects of the recent coal strike on local government revenues.

Analysis of the LPRL staff's proposed budgets from FY 1985 through FY 1989 suggest that the example cited above is not isolated. Requested increases ranged as high as 48.6 percent and were 15 percent or higher five times for individual localities during that period (Table 12). FY 1990 requests demonstrated some downward adjustment in expectations, with two modest proposed increases and three proposed reductions for the localities.

The second, related problem with the LPRL budget process involves the lack of early input by local officials. Local governing officials indicated that they receive little, if any, information regarding the LPRL budget prior to its initial presentation and are not consulted during the development phase of the budget. Consequently, as noted in Chapter II, 45 percent of local officials responding to the study survey (10 of 22) reported that information regarding the LPRL finances was not adequate. Seventy-three percent (16 of 22) were uncertain how State funds are utilized for the library. The lack of information or consultation may also account for the overall skepticism regarding the allocation of local funds provided to the library, which was mentioned in an earlier section.

This skepticism is reflected in the large differences between the proposed local fund budgets and the final budgets approved by the localities. Between FY 1985 and FY 1990, the final approved local fund contributions for the localities have averaged from 13.2 percent less to 20.8 percent less than the amounts requested in proposed budgets (Table 12). During this period, discrepancies regularly exceeded 20 percent, reaching as high as 39.3 percent in one case.

These large discrepancies indicate that LPRL staff and board members should attempt greater consultation with local officials during the development of the proposed budget. This would have the effect of opening the process to useful information regarding local revenue availability in the early development stages, and preventing

Table 12

## LPRL LOCAL BUDGETS--PROPOSED AND APPROVED, FY 1985-1990

<u>Wise</u>	<u>Proposed Budget</u>	<u>% Change From Previous Year</u>	<u>Approved Budget</u>	<u>% Change From Previous Year</u>	<u>% Difference Prop. vs. Appr.</u>
FY 1985	\$445,000		\$415,360		-6.7%
FY 1986	481,500	8.2%	446,863	7.6%	-7.2
FY 1987	522,820	8.6	477,000	6.7	-8.8
FY 1988	647,000	23.8	477,000	0.0	-26.3
FY 1989	611,263	-5.5	493,500	3.5	-19.3
FY 1990	595,990	-2.5	530,450	7.5	-11.0
Average	\$550,596	6.5%	\$473,362	5.1%	-13.2%
<u>Dickenson</u>					
FY 1985	\$99,804		\$85,000		-14.8%
FY 1986	113,000	13.2%	103,500	21.8%	-8.4
FY 1987	137,890	22.0	115,000	11.1	-16.6
FY 1988	142,000	3.0	115,000	0.0	-19.0
FY 1989	210,964	48.6	128,000	11.3	-39.3
FY 1990	179,000	-15.2	131,600	2.8	-26.5
Average	\$147,110	14.3%	\$113,017	9.4%	-20.8%
<u>Lee</u>					
FY 1985	\$113,880		\$91,945		-19.3%
FY 1986	134,000	17.7%	99,445	8.2%	-25.8
FY 1987	143,663	7.2	120,675	21.3	-16.0
FY 1988	150,700	4.9	130,000	7.7	-13.7
FY 1989	160,520	6.5	138,000	6.2	-14.0
FY 1990	171,900	7.1	148,000	7.2	-13.9
Average	\$145,777	8.7%	\$121,344	10.1%	-17.1%
<u>Scott</u>					
FY 1985	\$85,400		\$78,000		- 9.7%
FY 1986	94,000	8.8%	94,000	20.5%	0.0
FY 1987	111,000	18.1	96,000	2.1	-13.5
FY 1988	125,000	12.6	96,000	0.0	-23.2
FY 1989	122,724	-1.8	96,000	0.0	-21.8
FY 1990	129,000	5.1	96,000	0.0	-25.6
Average	\$111,354	8.6%	\$92,667	4.5%	-15.6%

Source: JLARC analysis of LPRL proposed and approved budgets, FY 1985 - FY 1990.

any unnecessary miscommunication or confrontations between LPRL representatives and local officials later in the budget process. In addition, local officials would be better equipped to evaluate the budget during the later stages.

*Recommendation (16). The LPRL staff and board of trustees should consult more fully with officials from the participating localities during the development phases of the proposed budget. As part of this consultation, LPRL staff should provide information on State aid allocation, current status of the library or libraries in the branch, and anticipated funding needs.*

### Library Procurement

As an entity receiving State funding, the LPRL is required to follow the requirements of the Virginia Public Procurement Act in its purchases. However, until recently, purchases made for the LPRL system were made according to a library policy contained in a 1986 resolution passed by the LPRL board, which required competitive bids only for purchases over \$10,000. Furthermore, the review of audit working papers conducted by the Virginia Auditor of Public Accounts indicated that the prior audits examined did not include any testing in the area of procurement.

The provisions of the Public Procurement Act generally require that some type of competitive bidding be conducted for any purchase of goods exceeding \$750 and nonprofessional services exceeding \$2,000 (Exhibit 7). As the amount of the anticipated expenditure increases, the degree of competition and documentation required increases. Exceptions are provided for emergency and sole source purchases.

In August 1989, the VSLA sent instructions to libraries throughout the State system regarding their responsibilities under the Virginia Public Procurement Act. The LPRL appears to be making an attempt to adhere to the Act in procurement activities undertaken since this notification was provided. However, documentation of any solicitation activity prior to the recent efforts to adhere to the Procurement Act is minimal, which may account for the failure of the local auditor to test in the procurement area.

Review of available documentation by JLARC staff did not indicate any significant problems in the procurement activities of the LPRL. However, the lack of documentation made thorough review of LPRL procurement activities difficult. In addition, the long-standing practice of not requiring that multiple sources be solicited for relatively major purchases increases the chances that the LPRL is not obtaining the most competitive prices for large purchases of goods and services.

---

Exhibit 7

SUMMARY OF PROCUREMENT PROCEDURES

I. Small Purchases

<u>Goods and Printing</u>	<u>Nonprofessional Services</u>	<u>Procedure</u>
Less than \$750	Less than \$2,000	Competition not required.
\$750 to \$3,000	\$2,000 to \$5,000	Solicit three valid sources by phone or in writing. Services require either telephone bidding procedures or informal solicitation.
\$3,000 to \$15,000	\$5,000 to \$15,000	Solicit minimum of four sources in writing.
Used Equipment (That which has been previously owned and used. It does not include demonstration or factory rebuilt or remanufactured equipment.)		Under \$15,000 competition not required. Over \$15,000 use same procedure as required for any other purchase.

II. Competitive Sealed Bidding or Competitive Negotiation  
*Code of Virginia 11-37 and 11-41A*

<u>Goods and Printing</u>	<u>Nonprofessional Services</u>	<u>Procedure</u>
Required for purchases over \$15,000; can be used for lesser amounts.	Required for purchases over \$15,000; can be used for lesser amounts.	Solicit minimum of six sources in writing. Use one of the following methods:  1-Competitive sealed bidding 2-Two step competitive sealed bidding 3-Competitive negotiation. A written justification is required for use of #2 or #3 instead of #1.

---

---

Exhibit 7 (Continued)

SUMMARY OF PROCUREMENT PROCEDURES

III. Exceptions to Competitive Procurement  
Code of Virginia 11-41 D&E

<u>Goods and Printing</u>	<u>Nonprofessional Services</u>	<u>Procedure</u>
Emergency Health or safety or equipment in jeopardy	Emergency Health or safety or equipment in jeopardy	Competition required as practicable. Procure directly, requires written justification.
Sole source	Sole source	Requires written justifi- cation. Must be approved in advance by the agency head or their designee.

Source: Department of General Services, Division of Purchases and Supply  
July 1, 1989.

---

*Recommendation (17). The LPRL should adhere to the requirements of the Virginia Public Procurement Act for all relevant purchases, as prescribed by the VSLA. Future audits performed on the LPRL financial records should include testing in the area of procurement.*

---

## IV. EFFECTIVENESS OF LIBRARY OPERATIONS AND SERVICES

---

To assess library operations and effectiveness, JLARC staff utilized two principal approaches:

- surveys of the key constituents of the LPRL (patrons, trustees, local government officials, and staff)
- assessments of 13 professional library performance measures in conjunction with staff of the Virginia State Library and Archives (VSLA).

The convergence of results from these approaches, corroborated by JLARC field observations at each site, indicate that library operations are, on the whole, effective.

Survey results indicated that all four constituent groups were satisfied with library services. The VSLA assessment of professional library performance measures indicated that most branches were acceptable or better on most measures.

### SATISFACTION WITH LIBRARY SERVICES

Four groups associated with the LPRL -- patrons, trustees, staff, and local officials -- were surveyed to obtain their opinions regarding the services provided by the regional library system. Responses from each of these groups indicated general satisfaction with library services. (Copies of the surveys annotated with response frequencies are contained at Appendix E.)

#### User Satisfaction With LPRL Services

Overall, library users appear to be satisfied with the services and collections of the LPRL branch facilities. A total of 587 users -- approximately one-third of the 1,800 surveys that were mailed -- responded to the survey of registered library patrons. In addition to a series of questions regarding which branches of the LPRL they used and how often, patrons were asked to indicate which library collections and services they used. Then, patrons were asked to indicate whether they thought the services or collections were adequate or inadequate.

Survey responses indicated that the great majority of users of LPRL collections were satisfied with the collections (Table 13).

Most often used were the video, non-fiction, fiction, and paperback collections. Least often used were the collections of art work that are available for loan in most branches and library programs for children. However, in all cases, the great majority of patrons who used a particular service or collection indicated they were adequate.

In addition to user surveys, JLARC staff received a number of unsolicited comments from area residents in support of the LPRL. One individual wrote to JLARC that the library director "has developed her system to the ultimate and moved with the times! When many libraries are dying on the vine, Lonesome Pine is a 'light on the hill'!"

#### LPRL Staff Satisfaction With Services

Similar to the survey of library users, responses to a survey of LPRL regional and branch staff indicated their general belief that the services and collections of the system were adequate. A total of 50 staff responses were obtained to the

---

Table 13

#### RESPONSES TO LPRL USER SURVEY: ADEQUACY OF SERVICES AND COLLECTIONS USED

<u>Collection/ Service</u>	<u>Number of Users</u>	<u>Percent of Total</u>	<u>Users Ranking Adequate</u>	<u>Percent of Users</u>
Videos	387	65.9	298	77.0
Non-fiction	341	58.1	277	81.2
Fiction	339	57.8	304	89.7
Paperbacks	318	54.2	288	90.5
Children's Books	248	42.3	213	85.9
Staff assistance	216	36.8	185	85.7
Magazines	203	34.6	173	85.2
Reference Collection	196	33.4	155	79.1
Books-by-mail	192	32.7	165	85.9
Records and tapes	127	21.6	100	78.7
Children's programs	95	16.2	88	92.6
Art work	76	13.0	64	84.2

N = 587

Source: JLARC staff survey of LPRL patrons, 1990.

---

survey of this group. In all cases, a majority of staff indicated that the services and collections used by patrons were adequate (Table 14).

LPRL staff were also asked to rate the services that the LPRL provides to their community. Most of the LPRL staff -- 88 percent -- indicated these services were either excellent (54 percent) or good (34 percent) (Table 15). These responses were similar to those obtained from members of the board of trustees and local officials in the LPRL service area.

#### Library Trustee Satisfaction With LPRL Services

Although several members of the board of trustees expressed some concerns with the operation and management of the LPRL system, the majority indicated general satisfaction with library services. Each member of the LPRL board of trustees received a mail survey. Trustees were asked to respond to several questions regarding a variety of issues related to their own library use, decision-making, funding, and services of the LPRL system.

---

Table 14

RESPONSES TO LPRL STAFF SURVEY:  
ADEQUACY OF SERVICES AND COLLECTIONS USED BY BRANCH PATRONS

<u>Collection/ Service</u>	<u>Number Ranking Service Adequate</u>	<u>Percent of Staff</u>
Videos	46	92
Non-fiction	34	68
Fiction	48	96
Paperbacks	49	98
Children's books	43	86
Staff assistance	36	72
Magazines	37	74
Reference collection	29	58
Records and tapes	32	64
Children's programs	45	90
Art work	39	78

N = 50

Source: JLARC staff survey of LPRL staff, 1990.

---



Table 15

RESPONSES TO STAFF SURVEY:  
ADEQUACY OF LPRL SERVICES FOR COMMUNITY

Question	Response	Percent of Total
How would you rate the services of the Lonesome Pine Regional Library for your community?	Excellent	27
	Good	17
	Fair	5
	Poor	1
Totals	50	100

N = 50

Source: JLARC staff survey of LPRL staff, 1990.

All eleven of the trustees returned their surveys. Responses indicated general satisfaction with the LPRL. Over 90 percent of the trustees rated the services that the LPRL system provides for their communities as excellent or good (Table 16). Only one trustee gave the system a fair rating in this category.

Local Official Satisfaction With LPRL Services

Local officials also indicated their overall satisfaction with the LPRL in a survey regarding its operations and services. The local officials group included the members of the boards of supervisors in each of the four counties in the LPRL system, city council members in the City of Norton, as well as county administrators and the Norton City manager. Responses from this group indicated general, yet more varied, levels of satisfaction with the system than the other groups that were surveyed (Table 17).

Thirty-two surveys were mailed to local officials. A total of 22 local officials -- approximately 69 percent -- responded to the survey. More than three-quarters of this group rated the services provided by the LPRL in their communities as excellent or good. However, five local officials (23 percent) believed the services were only fair.

---

Table 16

RESPONSES TO TRUSTEE SURVEY:  
ADEQUACY OF LPRL SERVICES FOR COMMUNITY

<u>Question</u>	<u>Response</u>		<u>Percent of Total</u>
How would you rate the services of the Lonesome Pine Regional Library for your community?	Excellent	4	36
	Good	6	55
	Fair	1	9
	Poor	0	0
Totals		11	100

N = 11

Source: JLARC staff survey of LPRL trustees, 1990.

---



---

Table 17

RESPONSES TO LOCAL OFFICIAL SURVEY:  
ADEQUACY OF LPRL SERVICES FOR COMMUNITY

<u>Question</u>	<u>Response</u>		<u>Percent of Total</u>
How would you rate the services of the Lonesome Pine Regional Library for your community?	Excellent	8	36
	Good	9	41
	Fair	5	23
	Poor	0	0
Totals		22	100

N = 22

Source: JLARC staff survey of local officials, 1990.

---

## EFFECTIVENESS OF LOCAL BRANCHES

Six factors (encompassing 13 professional library performance measures) were analyzed for each branch to determine the effectiveness of the LPRL in serving its region, including: (1) physical characteristics (such as building attractiveness, accessibility, and location); (2) operating hours; (3) services; (4) collections and collection access; (5) circulation; and (6) public awareness. In addition, three services provided at the regional headquarters -- the books-by-mail service, technical services operations, and planning -- were analyzed to give a comprehensive assessment of the LPRL system.

On the basis of this analysis, the LPRL appears to have an effective library system (Exhibit 8). However, there are issues within each branch, as well as within the system as a whole, which impede optimal effectiveness. Selected problems with structural deficiencies, inadequate operating hours, limited services, collection maintenance, declining circulation, and insufficient public awareness should be addressed by the branch libraries. Similarly, regional operations could be enhanced through expanding reference services, books-by-mail services, and planning activities.

### Physical Characteristics

The LPRL has nine branch facilities that range from well-designed contemporary structures to a former bookmobile that has been parked on blocks by the side of U.S. Route 58. Most of the branches are centrally located within their communities and easy to locate.

Although most branch libraries displayed acceptable physical characteristics, problems exist in some structures. The most notable physical characteristic problems exist at the Rose Hill Public Library, located in the town of Rose Hill in Lee County. This facility is the smallest branch in the LPRL system. The branch is actually a former bookmobile, which has been parked just outside the center of town. The branch has no permanent collection, nor is the building accessible to the handicapped.

Other branches in the LPRL system appear to have physical characteristic problems in three primary areas: (1) overcrowding and structural problems, (2) handicapped access problems, and (3) lack of adequate signage. These problems should be addressed by the LPRL board in order to improve physical conditions throughout the library system.

*Overcrowding and Structural Problems.* Several of the LPRL's branches are housed in attractive, well-designed facilities. Most

Exhibit 8

**Comparison of LPRL Branch Effectiveness  
with Professional Library Performance Measures**

Performance Measures:	Big Stone Gap	Coeburn	Dickenson	Haysi	Lee	Rose Hill	St. Paul	Scott County	Wise
<b>Physical Characteristics:</b>									
Convenience of Location	○	○*	○	○	○	○	○*	○	○
Handicapped Access	○	○*	○	●	○	●	●*	○	○
Parking	○	●*	○	○	○	●	●*	○	○
Building Appeal	○	●*	○	●	○	●	●*	○	○
Operating Hours	○	○	○	●	○	●	○	○	○
Services	○	○	○	○	○	●	○	○	○
<b>Collections:</b>									
Range of Materials	○	○	○	○	○	●	●	○	○
Popular Library	○	○	○	○	○	○	○	○	○
Reference	○	●	○	●	○	●	●	○	○
Non-Print	○	○	○	○	○	●	○	○	○
Collection Access	○	○	○	○	○	●	○	○	○
Circulation (Book)	●	●	●	○	●	●	●	●	●
Public Awareness	○	○	○	○	●	●	○	○	○
<b>Key to symbols:</b> ○ Good/Effective    ○ Acceptable    ● Improvements Needed									

\* Moving to new facility.

Source: Virginia State Library, Library Development Division analysis, 1990.

are well-lighted and provide a comfortable environment for all types of library use. In addition, overcrowding and physical structure limitations are being addressed in the St. Paul and Coeburn branches through anticipated moves to larger facilities. (The Coeburn branch has moved since the JLARC review.)

However, overcrowding is a continuing problem area for the Haysi and Rose Hill branches. The Scott County branch also may soon experience space limitations within its adult book areas. A variety of other crowding and structural problems were noted during the review (Exhibit 9). Among the serious structural defects and inadequate climate control systems are the following:

*The Lee County Public Library suffers some of the most severe problems of any physical structure in the LPRL system. The building was constructed above a system of underground caverns. Because of the way the structure is settling, walls have cracked and the floor has sunk approximately six inches.*

Some of the overcrowding problems can be addressed through book weeding and adjustment of furniture and shelving. (These issues will be addressed later in this chapter.) More serious structural problems, such as those being experienced in the Lee County branch, should be monitored by local safety officials and addressed in the LPRL's long-range planning.

*Handicapped Access Problems.* Handicapped access is a particular concern for public libraries and is one of the goals of the VSLA. However, according to the 1990-1994 Long-Range Program for the Development of Virginia's Libraries, which is issued by the VSLA, 21 libraries in the State reported that they were either totally or partially inaccessible to the handicapped.

Six of the LPRL libraries exhibited good or acceptable handicapped access, despite some minor problems (Exhibit 10). Three libraries, including the Rose Hill branch, presented formidable handicapped access problems which should be corrected where possible.

*Lack of Adequate Signage.* The issue of inadequate signage exists throughout the LPRL. Currently, few collection areas are adequately designated by signage. Improved interior signage would also help direct patrons to the correct terminals when checking out or returning books. Some external identification with the LPRL is also needed for each branch. Particular problem areas noted by VSLA and JLARC staff are presented in Exhibit 11.

*Recommendation (18).* *The LPRL board of trustees and management should comprehensively assess space requirements for each branch in the system every five years. The results of these assessments should be reported in writing to local officials, library*

---

## Exhibit 9

### OVERCROWDING AND STRUCTURAL PROBLEMS NOTED IN LPRL BRANCH LIBRARIES

<u>Branch</u>	<u>Problem(s)</u>
Jonnie B. Deel (Clintwood)	<ul style="list-style-type: none"><li>• Heating system creates considerable noise.</li></ul>
Haysi	<ul style="list-style-type: none"><li>• Small building results in generally crowded conditions and lack of seating.</li><li>• Adequacy of air conditioner questionable.</li><li>• Interior walls in need of repair.</li></ul>
Lee County	<ul style="list-style-type: none"><li>• Cracking walls and floor, resulting in possible future building instability.</li><li>• Space for adult collection limited.</li></ul>
Scott County	<ul style="list-style-type: none"><li>• Space for adult collection is limited.</li><li>• No separate storage room for the facility, resulting in crowded work conditions.</li><li>• Power cables for computer poorly installed, resulting in possible public hazard.</li></ul>
St. Paul	<ul style="list-style-type: none"><li>• Limited seating areas, narrow aisles.</li><li>• Space for entire collection limited.</li></ul>
Wise	<ul style="list-style-type: none"><li>• Numerous roof leaks.</li></ul>

Source: JLARC analysis of VSLA review of LPRL facilities, 1990.

---

*trustees, and friends groups. In addition, handicapped access should be improved at the branch in Clintwood and should be provided for the new location of the St. Paul branch. Also, the LPRL should ensure that adequate interior and exterior signage exists throughout the system.*

#### Operating Hours

Limited operating hours pose a problem for the LPRL. The nine branches of the LPRL are open a total of 443 hours each week. Compared to the 12 other public libraries in the State serving similar-sized populations, the LPRL has the third largest number of

---

Exhibit 10

HANDICAPPED ACCESS PROBLEMS NOTED IN  
LPRL BRANCH LIBRARIES

<u>Branch</u>	<u>Problem(s)</u>
Jonnie B. Deel (Clintwood)	<ul style="list-style-type: none"><li>• Curb between handicapped parking space and front walkway requires wheelchair-bound patron to use street sidewalk.</li></ul>
Haysi	<ul style="list-style-type: none"><li>• Crowded library interior would provide maneuverability problems for wheelchair-bound patron.</li></ul>
St. Paul	<ul style="list-style-type: none"><li>• No handicapped parking or access.</li></ul>
C. Bascom Slemph	<ul style="list-style-type: none"><li>• Pot hole at the beginning of the handicapped access ramp.</li><li>• 170-foot travel distance from handicapped parking to main entrance.</li></ul>

Source: JLARC analysis of VSLA review of LPRL facilities, 1990.

---

---

Exhibit 11

SIGNAGE PROBLEMS NOTED IN  
LPRL BRANCH LIBRARIES

<u>Branch</u>	<u>Problem(s)</u>
Jonnie B. Deel (Clintwood)	<ul style="list-style-type: none"><li>• No signs to direct patrons to the appropriate work station at circulation desk.</li></ul>
Lee County	<ul style="list-style-type: none"><li>• No signs to direct patrons to the appropriate work station at circulation desk.</li></ul>
Scott County	<ul style="list-style-type: none"><li>• No exit signs over the rear emergency exit and the door in the staff lounge area.</li></ul>

Source: JLARC analysis of VSLA review of LPRL facilities, 1990.

---

public service hours. However, among this same group of libraries, the LPRL also has the second lowest number of unduplicated hours, defined as the hours that one branch in the system operates while others remain closed. From a library user's perspective, a low number of unduplicated hours means that options are limited when it comes to finding an alternate branch that is open when one's regular branch is closed. In addition, 70 percent of the LPRL's branch operating hours occur Monday through Friday between 8:30 AM and 5:00 PM, which is the normal workweek for many people. Considering the travel distance and time between branches in the LPRL service area, library operating hours may not be optimal for patrons who work a normal workday.

Within the LPRL system, the Wise branch has the largest number of operating hours (61), including three hours each Sunday and evening hours (until 8:30 PM) on Tuesdays and Thursdays. Five branches are open 54 hours, while one branch is open for 51 hours and another for 44 hours. The Rose Hill branch is open only 17 hours, however.

Responses to a survey of library users indicated that, of 14 possible changes which the LPRL might make to increase patron use of the library system, increased operating hours would be the first choice of patrons (Table 18). LPRL users selected this possible change by a factor of almost two-to-one over the next most frequently desired change -- more videos.

Increased operating hours for LPRL branches would undoubtedly require additional funding resources. Given the past difficulties the LPRL has experienced with obtaining additional funds from some localities in its service area, increased operating hours might not be feasible. Another alternative that should be considered is rescheduling operating hours so branches begin operating later in the day and remain open later in the evening. This would provide people who work until 5:00 PM or later a better opportunity to use their local branch libraries.

*Recommendation (19). The LPRL board of trustees may wish to revise operating hours to ensure that each branch is open until 9:00 PM a minimum of three nights each week.*

## Services

Generally, all branches within the LPRL system offer a similar assortment of services. These services are basically of four types, including: (1) childrens programs, such as storytime and summer reading; (2) inter- and intra-library loans; (3) reference; and (4) public meeting rooms.



Table 18

RESPONSES TO LPRL USER SURVEY  
ONE CHANGE TO MOST INCREASE LIBRARY USE

<u>Possible Changes</u>	<u>Number of Patrons</u>	<u>Percent of Total</u>
Increased Hours	143	24.4
More videos	75	12.8
Other	37	6.3
More books for adults	34	5.8
Library programs for adults	28	4.8
Bookmobile service	26	4.4
New, more convenient locations	24	4.1
No change necessary	23	3.9
Better information service	20	3.4
More library programs for teens	15	2.5
More library programs for children	14	2.4
More books for teens	11	1.9
More staff	9	1.5
More books for children	7	1.2
More records and tapes	7	1.2
More art work	7	1.2
More special services	5	0.8
No response	<u>102</u>	<u>17.4</u>
Totals	587	100.0

Source: JLARC staff survey of LPRL patrons, 1990.

Similar childrens programs are offered in each branch with the exception of Rose Hill. No storytime program can be offered at this facility (a small parked bookmobile), and the summer reading program is held off-site in a local church. Inter- and intra-library loan programs appear adequate. Additional support for intra-library loans between branches will be developed when all branches complete their conversion to the computerized cataloguing system. Currently, branches offer minimal programming services to adults. In addition, branches only offer minimal outreach services to the elderly. These areas should be explored for further program development in the system.

*Children's Services.* Story hours for pre-school aged children are offered by most LPRL branches three days each week

during the school year. Currently, Rose Hill is the only branch which does not offer a storytime service. In addition, all the LPRL branches, including Rose Hill, offer a summer reading program for school-aged children during the summer vacation months. Several branches also offer library tours to school groups.

Children's services are coordinated at the regional headquarters by the technical services librarian. Basically, the regional headquarters establishes the content, as well as providing resources and staff training, for children's services. Branch staff actually conduct the programs, however.

*Inter- and Intra-library Loans.* Each branch in the LPRL system provides patrons with an opportunity to borrow books owned by other branches in the system or from other libraries in the State. The inter-library loan service is a reciprocal program. Patrons can obtain books that are not owned by the LPRL system, and patrons of other libraries may borrow books owned by the LPRL system. The main source of information for the inter-library loan program is the Catalog of Virginia Library Resources (CAVALIR), which identifies books and their locations across the State. The CAVALIR system is based on microfiche and is available in each branch.

Intra-library loans allow LPRL patrons at one branch to receive in their local branch books which are owned by another LPRL branch. The computerized cataloguing system which is being established in each LPRL branch will assist with intra-library loans by helping branch staff to determine immediately if a desired book is currently available at another branch in the system. Usually the Wise branch, because it has the largest collection within the LPRL system, is the major resource for intra-library loans.

*Reference Services.* All LPRL branches maintain reference collections consisting of various encyclopedias, dictionaries, directories, indexes, and statistical abstracts. Library patrons may use the reference collection on their own or request assistance from branch staff.

When asked reference questions which they cannot answer, branch staff usually call one of the professional librarians at the regional headquarters. Depending upon the nature of the request, the answer may be provided immediately or it may require considerable research and a return call from the professional librarian. Occasionally, the librarian may call another library, such as the Clinch Valley College Library, to answer the patron's question.

*Public Meeting Rooms.* Three LPRL branches -- Clintwood, Big Stone Gap, and Lee -- are equipped with conference rooms which may be used for public meetings. LPRL policies and procedures limit non-library use of these rooms to local non-profit organizations for

educational, cultural, or civic meetings that are open to the general public.

Services in the Wise County Public Library could be improved with additional meeting room space for library-sponsored programs and community activities. Currently the art gallery, which technically is not part of the library, is used for some functions. However, scheduled events in the gallery make it impractical as a reliable venue for adult services or as a meeting room for community groups.

*Adult Programming is Minimal.* Currently, there are few programs targeting adults within the LPRL service area. Also, other than the books-by-mail service, there are only limited outreach services to patrons who are homebound, in nursing homes, or who reside in other locations where handicapped or disabled people are found.

The possibility of increasing services to these specific groups should be explored through a needs assessment process. The VSLA is able to provide support and technical assistance to conduct appropriate needs assessments. In addition, model programs in other regions could be researched through the VSLA to determine their applicability to the LPRL region.

*Recommendation (20).* The LPRL system should improve its services in several areas. These include both in-library and outreach services. Needed improvements in services should be determined through a system-wide needs assessment emphasizing specific segments within the service area and developing service priorities.

## Collections

The collections at the LPRL branch libraries include book and non-book materials in a variety of formats. The primary book formats include: (1) adult fiction and non-fiction hardbacks; (2) children's fiction, non-fiction, and easy readers; (3) reference works; (4) large print books; and (5) popular paperbacks. The non-book formats include audio records and tapes, video cassettes, filmstrips, microfilm, art prints, and sculpture.

Most book and non-book collections are catalogued. Popular paperbacks, which in FY 1989 accounted for over 106,000 volumes throughout the LPRL system, are not catalogued. According to personnel at the VSLA, this is consistent with procedures at most libraries. The total number of catalogued books in the LPRL system exceeded 370,000 in FY 1989. The system had 251,691 catalogued adult books, 118,509 catalogued childrens books, and 106,521 uncatalogued paperbacks. The total number of video cassettes in FY 1989 was 13,469.

With the exception of reference works and the latest editions of newspapers and periodicals, most items in the book collections may be borrowed by patrons. Non-book collections are also generally available for circulation except microfilm and sculpture.

Analysis of the collections in the LPRL branches by staff from the VSLA indicated collections in several libraries require "weeding" (the review of the collection to remove old, outdated, and/or duplicated books) in the near future, which could help relieve crowding problems in those libraries. In addition, improvements are needed in reference works throughout the system. Collections in most other formats were good to adequate. (Two branches, Haysi and Rose Hill, do not own permanent collections.)

*Collection Weeding.* Collection weeding serves at least two purposes for libraries. First, weeding of a collection helps ensure that space set aside for materials is being utilized efficiently. Multiple copies of older, less circulated books do not take space better occupied by more popular or newer materials. Second, weeding can help relieve space problems experienced by libraries which have not undergone a weeding process for a period of time. Collection weeding should generally only be performed by a certified librarian.

Review of the collections of the LPRL branches revealed that weeding is needed in at least some sections of four libraries (Exhibit 12). For example:

*A shelf of books selected at random in the subject areas of Physics, Chemistry, Geology, Meteorology, and others revealed that none of the 21 books had a copyright date later than 1975. This does not mean that the library does not own newer titles, however, it does show that valuable shelf space is used to house out-of-date material, particularly in the subject of chemistry. This observation was not as pronounced in the social sciences, which had a larger number of newer titles on the shelves.*

The VSLA's document Planning for Library Excellence states that professional collection techniques, including weeding, should be undertaken regularly to ensure maintenance of appropriate collections. Regular weeding procedures should be implemented for the libraries mentioned in Exhibit 12 as soon as possible and, ultimately, for all libraries in the system.

*Updating Reference Materials.* Libraries often serve as the community resource for current information on a wide variety of topics. Maintaining up-to-date reference materials is an important factor in local libraries being able to perform this function. Review of the reference collections in LPRL branch libraries

---

## Exhibit 12

### LPRL BRANCHES REQUIRING COLLECTION WEEDING

<u>Branch</u>	<u>Part of Collection</u>
Lee County	• All areas of the collection.
Scott County	• All areas of the collection.
Wise County	• Children's collection.
C. Bascom Slomp	• Adult collection

Source: JLARC analysis of VSLA review of LPRL facilities, 1990.

---

maintaining reference materials (Rose Hill does not maintain reference materials) revealed that reference collections in three branches require improvements: Haysi, Coeburn, and St. Paul. In particular, VSLA staff recommend that serious consideration be given to expanding the Haysi reference collection. However, areas of outdated reference materials were noted throughout the system, including the Wise County reference collection, which is intended to serve as the regional reference base.

*Recommendation (21). Collections in most branches need to be weeded. Weeding should be done under the direction of a professional librarian. If the professional librarians on the LPRL regional staff do not have the time, consultants in the library community who specialize in weeding collections should be utilized. These consultants could be hired periodically, for example every five to six years, to weed collections in the LPRL branches. In addition, reference books in the branch libraries should be evaluated and updated as needed.*

### Circulation

In library terms, circulation refers to the cycle of loaning books and other materials to patrons and the return of these items to the library, so they may be loaned again. Libraries maintain circulation statistics to tell them how many items are being used in this loan-return-loan cycle. In addition, circulation statistics can

help the library to determine which materials are most often being used by patrons.

Total circulation, or the number of items flowing in and out of the library in a certain time period, is one way of demonstrating library effectiveness. Using additional measures in conjunction with total circulation statistics, such as the turnover rate of materials, per capita use, and comparisons between collection levels and circulation, help to increase understanding of what circulation means for library effectiveness.

Analysis of these measures indicated mixed results for the LPRL. Total circulation of materials has increased over the seven-year period from FY 1983 to FY 1989. However, in most branches, the increased overall circulation only reflected a large increase in video cassette circulation. Book circulation in most branches declined. Turnover rates showed a slight but steady decline over the same period. Per capita use and the comparison between holdings and circulation were acceptable.

*Total Circulation.* Circulation statistics from the LPRL show that between FY 1983 and FY 1989, the number of items borrowed through the nine library facilities increased from 787,879 to 1,123,221 (Table 19). This represents approximately a 43 percent increase in total circulation. In FY 1989, the LPRL system circulated 9.86 items for each person in its total service area, as compared to the statewide average of 6.66 items per capita.

Analysis of these statistics demonstrates, however, that during this seven-year period adult book circulation decreased by four percent, and juvenile book circulation decreased by more than 30 percent. These combined for an overall decrease in book circulation of 13 percent. Some of the decrease could be attributed to improved circulation data as a result of automation.

On the basis of its year-to-year decline in book circulation, the LPRL compares less favorably to other libraries in the State serving similar size populations. Although the VSLA could only provide statistics for fiscal years 1983-1988, these data demonstrated that the LPRL was the only library system serving a population between 100,000 to 199,999 whose book circulation decreased every year since FY 1984.

With the exception of video cassettes, non-book circulation decreased by 69 percent during the same period. In contrast to other materials, however, circulation of the new video collection increased dramatically. In addition, the trend of video circulation increasing as book circulation decreases appears to be continuing. Indeed, two branch libraries (Coeburn and St. Paul) circulated more videos in FY 1989 than total books (Appendix F).

Table 19

LONESOME PINE REGIONAL LIBRARY SYSTEM  
CIRCULATION OF BOOKS AND NON-BOOKS BY TYPE OF MATERIAL

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile Books</u>	<u>Video Cassettes</u>	<u>Other Non-Books</u>	<u>Total Circulation</u>
1983	490,817	256,046	7,884	33,132	787,879
1984	506,974	242,446	44,836	30,493	824,749
1985	502,071	228,257	132,338	24,699	887,365
1986	493,418	226,874	190,066	19,712	930,070
1987	491,780	207,940	346,851	15,748	1,062,319
1988	483,259	201,396	458,665	11,173	1,154,493
1989	<u>472,806</u>	<u>178,335</u>	<u>461,724</u>	<u>10,356</u>	<u>1,123,221</u>
TOTALS	3,441,125	1,541,294	1,642,364	145,313	6,770,096

Source: VSL and JLARC staff analysis of LPRL circulation statistics, 1990.

Two factors appear to account for the extremely high increase in video circulation. First, in FY 1983 the LPRL's video collection was comparatively small. At that time, some branches had no videos, while the Wise branch accounted for 79 percent of total video circulation. By FY 1989, the video collection had increased to 13,469, and the Wise branch's percent had declined to just 20 percent of the total.

Second, videos circulate more frequently than other materials. Most materials may be borrowed for a period of two weeks, with the option for renewal. On the other hand, videos may be borrowed for a limit of three days and may not be renewed. Therefore, patrons have the opportunity to borrow items from the LPRL's video collection more often.

*Branch-By-Branch Circulation.* During the seven-year period that was analyzed, adult book circulation increased in only three LPRL branches (Appendix F). At the Haysi Public Library in Dickenson County, adult book circulation increased by 30 percent between FY 1983 and FY 1989. Adult book circulation also increased by five percent at the Coeburn Community Library and eight percent at the Wise Public Library.

Juvenile book circulation declined in all LPRL branches except Haysi. This branch had an increase of almost 123 percent in juvenile circulation and was the only branch in the LPRL system to have an increase in total book circulation. In keeping with the large increase in video circulation for the system, all branches except the Rose Hill Public Library, which does not circulate videos, had an increase in non-book circulation (Table 20).

*Turnover Rate.* A library's turnover rate measures the intensity of its collection's use. Turnover rate is calculated by dividing annual book circulation by the number of books in a library's collection. A high turnover rate means high circulation compared to the collection size. A library with a collection of mainly high-interest, circulating materials will have a higher turnover rate than one with a large collection of less popular titles or one with a large reference collection. In addition, a library with a large proportion of out-of-date or unpopular materials would be expected to have a low turnover rate.

Table 20

LONESOME PINE REGIONAL LIBRARY SYSTEM  
SUMMARY OF CIRCULATION, FY 1983 to FY 1989

Branch	Adult Books	Juvenile Books	Total Books	Videos	Other Non-Books	Total
Big Stone Gap	-	-	-	+	-	+
Coeburn	+	-	-	+	-	+
Dickenson Co.	-	-	-	+	-	+
Haysi	+	+	+	+	-	+
Lee Co.	-	-	-	+	-	+
Rose Hill	-	-	-	N/A	-	-
St. Paul	-	-	-	+	-	+
Scott Co.	-	-	-	+	-	+
Wise Co.	+	-	-	+	-	+
LPRL System	-	-	-	+	-	+

+ = increase

- = decrease

N/A = Not applicable. Rose Hill does not have a video collection.

Source: VSLA and JLARC staff analysis, 1990.



The turnover rates for the LPRL's adult and juvenile book collections were analyzed by county, over a period of seven years. Because videos could not be analyzed separately from other non-book materials, such as records and filmstrips, the turnover rates for these materials were not analyzed.

During FY 1989, the book turnover rate for the LPRL system was 1.5. Turnover was fairly consistent among counties, with Dickenson County having a slightly higher turnover than the other counties. Turnover rates between adult and juvenile books were fairly consistent, with Dickenson county showing the largest disparity in most years. Book turnover in FY 1989 was down slightly from previous years. However, this continued a trend that began in FY 1985.

For FY 1989, the book turnover within the LPRL system was moderate compared to other libraries in the State. The system ranked tenth among the 25 regional libraries in the State in materials turnover. In addition, the LPRL was seventh among the 13 public libraries serving the population range of 100,000 to 199,999.

*Per Capita Use.* Per capita use is the ratio of materials loaned to the population of the library's service area. A high per capita use measure indicates that the collection is used heavily by the population.

An average per capita use rate for FY 1983 through FY 1989 was determined by dividing the average circulation rate for that time period over the average population estimates. Throughout the LPRL system, the average per capita use rate was 5.8 (Table 21). This

---

Table 21

LPRL CIRCULATION  
BOOK USE RATES BY LOCALITY

<u>Locality</u>	<u>Average Circulation</u>	<u>Average Population</u>	<u>Average Use Rate</u>
Dickenson	106,350	19,814	5.4
Lee	116,459	26,471	4.4
Scott	101,947	25,414	4.0
<u>Wise</u>	<u>377,319</u>	<u>49,171</u>	<u>7.7</u>
Totals	702,075	120,870	5.8

Source: VSLA and JLARC staff analysis, 1990.

---

means that approximately six books were circulated for each person in the service area of four counties and the City of Norton. Use rates varied considerably between the different localities. Wise County branches circulated almost eight books per person within the county and the City of Norton. LPRL branches in Lee and Scott counties averaged around four books per person.

*Comparison of Book Holdings and Book Circulation.* Another method of determining the relative use of the LPRL's book collections is to compare holdings and circulation. This measure can be used to determine over- or under-use of segments within the collection. For example, if adult books account for 75 percent of the library's collection and 90 percent of its circulation, then adult books are probably being over-used compared to other types of books.

Although data were not available for a detailed analysis of the LPRL's holdings and circulation, some general conclusions were drawn from adult and juvenile collections and their circulation rates for FY 1989. The book collections owned by each branch and the percent of circulation from these collections were very close in FY 1989, indicating no wide discrepancies of under- or over-use in adult and juvenile books (Table 22). Scott County had the greatest deviation, with more use from the adult collection and less from the juvenile collection.

*Summary of Circulation Findings.* Although total circulation of materials within the LPRL system increased between FY 1983 and FY 1989, the increase appears to be due primarily to the introduction of video cassettes in the circulating collection. Total book circulation declined in all branches but one during this seven-year period.

Analysis of turnover rates for books also indicated a slight decline over seven years. This means that the number of patrons circulating each book was down. Finally, a comparison of book holdings to circulation found general equivalence between the size of the adult and juvenile book collections and their rate of use for each branch.

*Recommendation (22).* *The LPRL should examine the causes of the decline in book circulation throughout the system. In addition, the director and the board of trustees should develop a plan to increase book circulation, especially in juvenile books.*

### Public Awareness

Public libraries such as the LPRL are very dependent upon the resources of their service areas to remain in operation, as well as to constantly update and improve their collections and services.

---

Table 22

LPRL CIRCULATION FY 1989  
COMPARISON OF BOOK HOLDINGS AND BOOK CIRCULATION, BY LOCALITY

	<u>Adult Books</u>	<u>Juvenile Books</u>
<u>Wise County</u>		
Holdings	73.0%	27.0%
Circulation	69.4%	30.6%
<u>Dickenson County</u>		
Holdings	73.5%	26.5%
Circulation	69.1%	30.9%
<u>Lee County</u>		
Holdings	70.8%	29.2%
Circulation	69.6%	30.4%
<u>Scott County</u>		
Holdings	71.8%	28.2%
Circulation	74.5%	25.5%

Source: VSLA and JLARC staff analysis of LPRL circulation, 1990.

---

Some branches in the LPRL appear to have substantial local support and are in the process of expanding. Others appear to be more in need of increased public awareness and support. For example, at the time of the review, none of the nine branches displayed pamphlets, fact sheets, or other handouts describing library services, hours or collections.

To increase public awareness of its operations, the LPRL uses press releases to local newspapers to advertise new acquisitions such as books or other materials in the branch facilities, as well as scheduled events. In addition, some branches have a history of activity in community events, as the following case example demonstrates:

*For several years, the Haysi Public Library has participated in the annual Haysi Kiwanis Club and*

*Merchants Association Christmas Parade. Friends of the Haysi Library, volunteers and mothers who have worked with the staff and the children's program of the library have sponsored a float in this parade since 1983. The entry of the Haysi Library has earned a first place trophy in 1985, 1986, and 1987, second place in 1983, 1988, and 1989, and a third place trophy in 1984. These awards are on display in the children's collection area of the library.*

Another method for increasing public awareness of the library is through local groups often known as Friends of the Library. According to the VSLA's statewide planning document for public libraries, friends groups are voluntary and work "outside of the library making the library strengths and needs known to the public and to local officials."

The primary way that friends groups attempt to assist their local libraries is through fundraising. For example, friends groups in two Wise County LPRL branches, the St. Paul Bicentennial Library and the Coeburn Community Library, have taken the lead in helping their branches find and finance moves to larger facilities.

Currently, most LPRL branches have active friends groups. However, Lee County is the only participating locality in the LPRL system without an organized friends group. The creation of such a group appears to be warranted, especially considering the size and general conditions of the facility in one of the Lee County branches -- the Rose Hill Public Library.

*Recommendation (23). The LPRL board of trustees and the regional headquarters management staff should work to develop greater public awareness. Activities could include the publication of pamphlets, brochures, book marks, and other media. In addition, the board and regional staff should assist the LPRL branches in Lee County to organize and develop Friends of the Library groups.*

## REGIONAL HEADQUARTERS OPERATIONS AND SERVICES

Several of the LPRL's functions are provided on a regional basis. Some of these activities, for example materials acquisition and distribution activities, as well as other management-related functions are discussed in the chapter reviewing the LPRL's organization and management.

However, the regional office provides two other services to the region as a whole: reference services and books-by-mail

services. Planning for the region is also conducted by regional staff. Review of these functions indicates that regional staff should assess the possibility of expanding reference and books-by-mail services (as suggested earlier). In addition, more emphasis should be placed on planning activities.

### Physical Characteristics

The LPRL's regional headquarters are located adjacent to the Wise Public Library. The location of the headquarters at Wise is based largely on history. The region began with a demonstration project between Wise County and the City of Norton, located within Wise County boundaries. Other counties then joined the region. The main offices of the regional headquarters are separated from the branch by a wall behind the circulation desk. Within the main offices of the regional headquarters are located the director's office, regional technical services, regional bookkeeping, and the LPRL's computer operations.

Another regional headquarters operation, the books-by-mail service, is located in the basement of the Wise County Public Library. The collection is housed in a large room in the basement of the wing of the Wise County Branch. The walls are lined with shelving and more than three-fourths of the center of the room is filled with free-standing ranges of shelving. The work area for processing books, filling requests, and preparing the packages for mailing comprises the remainder.

The location of the regional headquarters within the Wise County branch may contribute to the perception by some that Wise is the most "favored" county within the LPRL system. However, there are a number of legitimate reasons (beyond the regional history) for the continued location of the regional headquarters in Wise. Geographically, Wise is centrally located in the LPRL's service area. In addition, the Wise branch is the only existing LPRL facility that currently has the physical capacity to accommodate the regional headquarters. As the largest branch in the system, its "flagship" role is a common one for a region. In the future, as the Wise branch grows and needs additional space, the co-location of the regional headquarters with the Wise branch could be reassessed.

### Reference Services

The professional librarians at the regional headquarters are a resource to the branch staff when they have reference questions which they can not answer. The professional librarians obtain assistance from the VSLA or the Clinch Valley College for reference questions which they can not answer directly.

According to the regional library director and assistant director, many branch reference questions are highly repetitive in nature. Consequently, regional staff frequently take time to answer the same questions over and over.

Each branch maintains statistics, regarding the number of reference questions they receive, which are submitted monthly to the regional headquarters. Analysis of the maintenance of these statistics by staff from the VSLA revealed that significant variation occurs between branches. This indicates that the instructions on recording these statistics may not be clear. In two branches, the statistics were identical for several years, while a third branch reported a 96 percent decrease in reference questions being asked and answered over a seven-year time span.

Another reference-related issue is the comparative lack of online databases at the LPRL. Currently, online searching is not available other than the nationwide Online Computer Library Center (OCLC). In addition, the micro fiche-based CAVALIR system is used to identify books and their locations in libraries across Virginia. Many libraries in the State serving similar size populations offer a variety of online databases to assist with patrons' reference needs. Examples of these include VuText, Westlaw, Dialog, and several others. Acquisition of additional online databases would assist the LPRL in better serving the various needs of library patrons.

*Recommendation (24). Regional staff should increase the reference capabilities of the branch staff through a series of in-service training programs. These sessions should be conducted in-house and be offered on a cyclical basis for new staff. LPRL staff should also participate in basic reference and information service training programs offered by the Virginia State Library and Archives.*

*In addition, regional staff should develop the reference capabilities of branch staff by building a database (card files or a text file on the central computer system) of answers to frequently asked reference questions. Another alternative would be publication of a quarterly newsletter that includes commonly-asked reference questions posed by library users.*

*Finally, standard reporting of reference transactions in all service outlets should be developed. Standard definitions of reference questions, a data gathering device, and monthly reporting procedures should be developed and distributed to all branches.*

*Recommendation (25). The LPRL should consider acquiring additional online databases to increase its reference capabilities. These reference systems should be located in the Wise branch to serve the entire LPRL system.*

## Books-By-Mail

The books-by-mail service provides an alternative borrowing system for library patrons. The books-by-mail service loans paperbacks through the mail primarily to two groups of people: (1) those living in rural areas who are able to use a library facility but choose not to for some reason, such as distance or expense and (2) people in rural and urban areas who are homebound, elderly, institutionalized, or rurally isolated. Home delivery to this latter group is often their only link with the public library. Some extension service or outreach by regional library systems to such groups has been encouraged by the Virginia State Library Board since 1977.

The books-by-mail service was established by the LPRL in 1978. At that time, the regional library was in the process of phasing out bookmobile service because circulation was decreasing and the service was no longer cost effective. The books-by-mail service eventually replaced it. Bookmobile service was discontinued completely in 1988.

The LPRL currently has the largest books-by-mail program in the State. There are two full-time employees, three regular volunteers, and one volunteer who works during the summer months.

There are approximately 45,000 paperback books in the collection, covering subjects in 28 classifications. According to the books-by-mail supervisor, books for children and teens are very popular. Also, adults borrow heavily from the useful arts section (how-to books, crafts, sewing, cooking, etc.). When purchasing new books, the books-by-mail service usually orders an average of ten copies of each title. Books are weeded when they become badly worn or are no longer in demand and space is needed.

Two catalogs are issued each year and usually are distributed in March and September. The books-by-mail supervisor designs and writes annotations for the catalog, as well as preparing the layout. The secretary in the library director's office types the catalog copy.

The books-by-mail catalogs are mailed on a staggered basis to equalize the workload that the new catalogs generate. Catalogs are mailed first to Lee County, then to Scott, Wise, and Dickenson counties. This schedule was determined according to historical usage of the service. Since more books are circulated to Lee County residents, they receive the first new catalog. The library receives approximately 150 orders during the first three days following the issuance of a new catalog, and each order averages six titles.

During FY 1989, the number of patrons using the books-by-mail service totaled 2,644. Detailed records are kept on the books circulated from the books-by-mail, by type of material, i.e., adult non-fiction, fiction, juvenile, for each branch and county. During the period for which circulation figures were studied, FY 1983 through FY 1989, the annual circulation declined from 57,665 to 44,631, or 22.6 percent (Table 23).

Books circulate for three weeks and may be renewed. They may also be returned to the patron's local branch. There is no charge for overdue books, but additional books will not be mailed until the record is cleared.

The books-by-mail service appears to be well-managed and popular. Staff were knowledgeable regarding procedures. As with the branch libraries in the LPRL system, circulation in the books-by-mail service has declined. The LPRL may wish to reassess the patron base for this service and consider whether it should be expanded. In addition, the service should consider whether adding additional materials to its collection might attract additional patrons.

---

Table 23

BOOKS-BY-MAIL  
CIRCULATION

<u>Fiscal</u> <u>Year</u>	<u>Wise</u>	<u>Dickenson</u>	<u>Lee</u>	<u>Scott</u>	<u>Total</u>
1983	14,685	9,618	17,789	15,573	57,665
1984	12,239	7,909	17,077	15,189	52,414
1985	12,468	7,970	15,357	15,541	51,336
1986	10,968	8,986	16,171	15,729	51,854
1987	11,050	8,833	14,211	14,455	48,549
1988	10,716	7,770	14,868	12,839	46,193
1989	8,980	7,890	14,363	13,398	44,631
TOTAL	81,106	58,976	109,836	102,724	352,642
PERCENTAGE CHANGE	-38.9%	-16.9%	-19.3%	-14.0%	-22.6%

Source: VSLA and JLARC staff analysis of monthly books-by-mail circulation reports, 1990.

---



*Recommendation (26). The board of trustees and the LPRL management should consider expanding the books-by-mail service to other clients, such as non-rural residents who are unable to come to the library. Also, a selection of large print books and audiotapes would be an asset to some patrons. Catalogs for the books-by-mail service should be dated or numbered in some manner to facilitate processing.*

### Planning Activities

The LPRL and other public libraries in Virginia that receive grants-in-aid from the State are required to submit five-year plans to the VSLA. These plans are supposed to outline the library system's goals and objectives, paying special attention to the specific needs of its service area. Five-year plans are also supposed to be updated annually by the library.

The last five-year plan submitted by the LPRL covered the years 1985-1990. A new plan for the 1991-1995 period should be submitted in 1990. Analysis of the previous plan indicated areas where improvements could be made.

The LPRL's five-year plan should be comprehensive and one of the most important instruments the system has for promoting library effectiveness. According to the VSLA's guide for assisting libraries with their planning, entitled *Planning for Library Excellence*, the process of planning includes analyzing the community and existing conditions, targeting users, and identifying needs.

Planning documents typically result following an evaluative process. In the case of a library system such as the LPRL, the five-year plan should explicitly state the library's statement of its mission, its definition of the needs of its service area, and the assessment methods used to identify these needs. The plan should also identify which service needs it will address, their priority, and the specific goals and objectives for meeting those needs. Also represented should be the library's plan for continued evaluation of its operation and services, the needs of its patrons, and the entire service area.

An analysis of the content of previous LPRL five-year plans (1980-1985 and 1985-1990) that were submitted to the VSLA indicated the LPRL should consider taking steps to improve its planning process. Generally, these plans consisted of a short general statement of intent and a series of objectives presented on a year-by-year basis.

Both the general statement of intent and the objectives were overly broad and lacking in specificity as to how service needs were

identified or objectives would be met. Yearly revisions were most often presented as simple statements expressing an intent to continue efforts in certain areas, with some additional broad objectives being added in.

The LPRL does not appear to have suffered greatly from its past style of planning. However, some projects might have been done better, such as the conversion to an online catalog, had more attention been paid to planning objectives and staffing for the project. However, now that the LPRL system has reached a certain level of maturity, it might consider a more comprehensive planning process.

The needs of the LPRL's service area will continue to grow and to change. Some physical structures will become overcrowded or otherwise obsolete. A comprehensive planning process will help the library realistically develop goals and identify means for replacing aging structures, building and weeding collections, increasing book circulation, and assessing additional service needs.

*Recommendation (27). The next five-year plan to be submitted by the LPRL should concentrate on recognizing the system's accomplishments, identifying the objectives it was unable to meet during the period the last plan was in effect, and providing a comprehensive assessment of its services. Included should be an assessment of how to best use local, State, and federal funds for library services in the 1990s.*

*The planning process should include an analysis of the service hours provided by each branch, book circulation trends, development of branch-by-branch planning, and expectations for major capital outlays. The LPRL should implement a formal planning process, as outlined in the VSLA's document Planning for Library Excellence, that results in a mission statement. This statement of the library's purpose should articulate its public service orientation, as well as the specific goals and objectives for its attainment. Annual revisions to the plan should be based upon a review of the library's progress and its specific goals for the next year of the plan.*



---

## APPENDIXES

---

A. Study Resolutions	A-1
B. Requirements Which Must Be Met In Order to Receive Grants-In-Aid	B-1
C. Attorney General Opinion, February 26, 1985	C-1
D. Lonesome Pine Regional Library Contract	D-1
E. JLARC Survey Forms and Response Frequencies	E-1
F. Circulation Statistics	F-1
G. Book Turnover Rate, By County	G-1
H. Agency Responses	H-1

## Appendix A

### STUDY RESOLUTIONS

On September 6, 1989, the Scott County Board of Supervisors passed a resolution requesting the Virginia State Library to conduct an administrative audit and management review of the Lonesome Pine Regional Library System. The Lee County Board of Supervisors passed a similar resolution on September 8, 1989 and the Dickenson County Board of Supervisors issued a letter supporting the Scott County resolution on December 19, 1989. The resolutions and the supporting letter provided the basis for the JLARC review of the system.

Due to the similarity of the two resolutions, only the Scott County resolution is included in this appendix. The Lee County resolution and the Dickenson County supporting letter are available in JLARC study archives.

BOARD OF SUPERVISORS

M. C. "Brownie" PRICE, Chairman  
KENNETH D. HENSLEY, Vice-Chairman  
BILL K. JONES  
BILLY C. ODLE  
JOE W. BEGLEY  
E. VIRGIL SAMPSON, Jr.  
I. E. HORTON



SCOTT COUNTY  
BOARD OF SUPERVISORS

COUNTY ADMINISTRATOR

BILLIE T. LYNCH  
Telephone (703) 386-6521

SCOTT

VIRGINIA

At a meeting of the Scott County Board of Supervisors begun and held in the Supervisors' Meeting Room of the County Office Building in Gate City on Wednesday, the sixth day of September, 1989, at 9:30 A. M.,

PRESENT: M. C. "Brownie" Price, Chairman  
Kenneth D. Hensley  
E. Virgil Sampson, Jr.  
Bill K. Jones  
Billy C. Odle  
Joe W. Begley  
I. E. Horton

ABSENT: None.

On a motion by E. Virgil Sampson, Jr., duly seconded by Billy C. Odle, the following resolution is hereby adopted and ordered spread on the minutes of this meeting:

RESOLUTION NO. 90-4

RESOLUTION TO STATE LIBRARIAN REQUESTING URGENT  
ASSISTANCE TO LONESOME PINE REGIONAL LIBRARY  
SYSTEM AND REVIEW OF THE REGIONAL LIBRARY  
SYSTEM MANAGEMENT AND ADMINISTRATION.

WHEREAS, Scott County has been an active and loyal contributing and participating member of the Lonesome Pine Regional Library System since its founding;

WHEREAS, serious questions and problems have arisen which threaten the continued existence of the Library System as a regional entity regarding the management and administration of the Regional Library System but which questions and problems the Lonesome Pine Regional Library Board will not address despite repeated requests to do so by the two representatives of Scott County on the Regional Board;

WHEREAS, Scott County as an active member of the Regional System has the obligation and responsibility to see that these issues are addressed in a good faith effort to preserve the survival of the Regional System and at the request of its two representatives on the Regional Board;

NOW, THEREFORE, IT IS RESOLVED by the Board of Supervisors of Scott County that:

A-2

The Office of the Virginia State Librarian and such other offices, agencies and departments of the Commonwealth of Virginia as the State Librarian may deem desirable to be involved are hereby requested to take the following actions as expeditiously as possible:

1. Conduct a thorough administrative audit and management review specifically with on-site interviews of Regional Board members, staff and employees, and the local officials in the participating jurisdictions, of the current operations of the Lonesome Pine Regional Library System to include but not be limited to practices and procedures in the areas of personnel, financial recordkeeping and accountability, Regional Board and staff relations, library operations and procedures, service to library patrons and the public, and Regional System relationship, accountability and responsibilities to the local governing bodies and to the State Librarian;

2. At the completion of said administrative and management review, to produce a written report to the Lonesome Pine Regional Library Board and to the governing bodies of each of the five participating jurisdictions in the Regional System of the findings of the review incorporating therein suggestions and recommendations for both the Board and its staff for the correction of any deficiencies found and the proper management and administration of the affairs of the Board and its staff in accordance with the applicable requirements of federal and state law and regulations and consistent with recognized principles of sound and effective public management practices and procedures.

BE IT FURTHER RESOLVED that a certified copy of this resolution be mailed forthwith to Mrs. Ella Gaines Yates, Virginia State Librarian, State Library Building, 11th Street at Capitol Square, Richmond, VA 23219-3491, and to the representatives of Lee, Scott, Wise and Dickenson Counties and the City of Norton in the Virginia General Assembly, and to the Chairpersons of the Board of Supervisors and the City Council of said participating jurisdictions all of whose support is requested for this resolution to the State Librarian seeking State review and assistance.

Voting aye: M. C. "Brownie" Price, Bill K. Jones, Kenneth D. Hensley,  
Billy C. Odle, E. Virgil Sampson, Jr., I. E. Horton and  
Joe W. Begley.

Voting nay: None.

A COPY TESTE:

Bileen T. Lynch  
CLERK

## Appendix B

### REQUIREMENTS WHICH MUST BE MET IN ORDER TO RECEIVE GRANTS-IN-AID

In order to qualify for grants-in-aid, all libraries serving more than 5,000 persons shall meet the following requirements by July 1, 1980:

- I. Be organized under the appropriate section of the *Code of Virginia*. Not more than one library in a county or regional library system or a municipal governmental unit may receive a grant.
- II. Submit to the State Library Board:
  1. Charter, resolutions, or other legal papers under which they are organized.
  2. A copy of the by-laws of the board of trustees, a list of trustees, revised as changes occur.
  3. A five-year plan, adopted by the governing body of the library (trustees or equivalent) for the development of library service in the area (areas) served. In order to receive continuing grants, this plan must be updated annually.
  4. A written statement of policy covering such items as: service, personnel, and maintenance of book collections and other materials.
  5. Statistical and financial reports including audits and statements of progress of the plan as requested.
  6. A copy of the budget for the expenditure of local funds, not including anticipated state and federal funds. This must be submitted annually.
- III. Have local operating expenditures of at least \$1.75 per capita by July 1, 1980 and \$2.00 per capita by July 1, 1981, two-thirds of which must be from taxation or endowment. Libraries obtaining aid for the first time must meet the lower requirement within two years after approval of first grant and the higher within three years.



## Appendix B (continued)

Local operating expenditures from taxation or endowment for any library, or library system, shall not fall below that of the previous year. In cases where the budgets of all of the departments of the local government are reduced below those of the previous year, the library's state grant-in-aid would be reduced. The State Library may require that the amount of such reduction in the library's total expenditure be subtracted from the library's eligibility and that the state's grant be reduced accordingly. If the library's budget is reduced and other agencies' budgets are not, then the library would receive no state grant-in-aid and would be ineligible for one until local expenditures shall have again reached or exceeded the local effort at the time of the last previous grant.

The library would be ineligible for any federal funds if local funds are reduced below that of the previous year.

Grants-in-aid shall be used as supplements to local funds.

The amount of any undesignated balance in the local operating budget at the end of the fiscal year which exceeds 10 percent will be subtracted from the grant which is based on that year's expenditures.

- IV. Have certified librarians in positions as required by state law.
- V. Keep open a headquarters library or centrally located branch at least 40 hours a week for a full range of library services. This schedule must include at least four evening hours and appropriate weekend hours.
- VI.
  - 1. Maintain an up-to-date reference collection and set up procedures for securing materials from other libraries through interlibrary loan.
  - 2. Organize materials for convenient use through shelf arrangement, classification and cataloging, and provide a catalog of its resources.
  - 3. Stimulate use of materials through publicity, displays, reading lists, story hours, book talks, book and film discussions and other appropriate means.

Appendix B (continued)

4. Lend guidance in all outlets to individuals in the use of informational, educational, and recreational materials.
  5. Lend assistance to civic, cultural, and educational organizations in locating and using materials for program planning, projects, and the education of members.
  6. Maintain a collection of currently useful materials by annual additions and systematic removal of items no longer useful to maintaining the purposes and quality of its resources.
- VII. Every regional, county, and city library serving an area of more than 400 square miles and/or more than 25,000 persons must provide some form of extension service acceptable to the board.
- VIII. If a library system has two or more service units, either branches or stations, it must maintain a scheduled, frequent delivery system.
- IX. The Library Board may, at its discretion, make exceptions for a specified period of time to any single requirement listed above. The exception will be made only if the library can show that a real effort has been made to meet the requirement and that significant progress has been made toward meeting this requirement.

Source: Virginia State Library and Archives, 1990.



# COMMONWEALTH of VIRGINIA

## Office of the Attorney General

Gerald L. Batiles  
Attorney General

William G. Braddus  
Chief Deputy Attorney General

February 26, 1985

3/1

Donald C. Gehring  
Deputy Attorney General  
Chief of the Environmental Division

Maxwell T. Jacks  
Deputy Attorney General  
Water & Natural Resources Division

Elizabeth B. Lacy  
Deputy Attorney General  
Public Affairs Division

Walter A. McFarlane  
Deputy Attorney General  
Finance & Transportation Division

Karl E. Brien  
Director of Administration

The Honorable Thomas M. Moncure, Jr.  
Member, House of Delegates  
P. O. Box 62  
Stafford, Virginia 22554

My dear Delegate Moncure:

You have asked the following questions:

1. If a political subdivision withdraws from a regional library, is it entitled to a share of the books in the regional library, absent provision for such entitlement in the regional library agreement?
2. If the answer to No. 1 is in the affirmative, upon what basis is the distribution of books in the regional library to be made?

Two or more political subdivisions may, by agreement, establish and maintain a regional free library pursuant to § 42.1-38 of the Code of Virginia. An agreement establishing a regional library usually sets forth provisions governing the administration and control of the library and the proportions in which funds and expenses of the library will be shared. See § 42.1-41.

The only statutory provision governing a political subdivision's withdrawal from a regional library is § 42.1-42, which requires the consent of the remaining members or two years' notice to them. Nothing in this statutory provision, or in any other provision of which I am aware, expressly entitles a withdrawing political subdivision to claim a share of the books in the regional library.

Virginia follows the Dillon Rule of strict construction concerning the powers of local governing bodies. Under that rule, localities may exercise only those powers which are expressly granted or which are necessarily or fairly implied, and where there is doubt, the doubt is to be resolved against the existence of the power. See Tabler v. Fairfax County, 221 Va. 200, 269 S.E.2d 358 (1980); Commonwealth v. Arlington County Bd., 217 Va. 558, 232 S.E.2d 30 (1977).

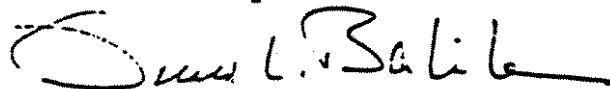
The Honorable Thomas M. Moncure, Jr.  
February 26, 1985  
Page 2

As noted above, there is no express authority for a county withdrawing from a regional library system to unilaterally claim a share of the library's books. Nor, in my opinion, may such authority be fairly or reasonably implied. Nothing in the statutes generally governing regional libraries provides a basis for such an implied authority. Additionally, the power of political subdivisions to unilaterally withdraw contributed assets when they withdraw from regional projects is usually denied by the General Assembly. See, e.g., § 15.1-1369 (holding cities or counties which withdraw from a regional transportation district to the obligations and commitments made during their membership); § 15.1-1414(b) (requiring governmental subdivisions which withdraw from a regional planning district to relinquish their interests in the regional commission's assets).

Accordingly, I am of the opinion that, under the existing law, a political subdivision which withdraws from a regional library is not entitled or authorized, absent consent of the other participating jurisdictions as may be evidenced in the regional library agreement, to withdraw a share of the books in the regional library. In view of the foregoing, it is unnecessary to address your second question.

With kindest regards, I am

Sincerely,

A handwritten signature in dark ink, appearing to read "Gerald L. Baliles", with a stylized flourish at the end.

Gerald L. Baliles  
Attorney General

6:26/54-366

Appendix D

LONESOME PINE REGIONAL LIBRARY CONTRACT

THIS CONTRACT, executed in sextuplet, this 2nd day of March, 1972, by and between the TRUSTEES OF THE LONESOME PINE REGIONAL LIBRARY, parties of the first part, WISE COUNTY, party of the second part, NORTON CITY, party of the third part, DICKENSON COUNTY, party of the fourth part, LEE COUNTY, party of the fifth part, and SCOTT COUNTY, party of the sixth part.

W I T N E S S E I H

WHEREAS, the parties of the first, second, third, fourth and fifth parts are in control of the existing Lonesome Pine Regional Library System, under the terms of a contract between such political subdivisions, dated May 4, 1967.

WHEREAS, the parties hereto are mutually desirous of extending the services of said library to the people of Scott County by assuming the administrative functions of Scott County Library and by other means deemed mutually beneficial to the people of the five political subdivisions above mentioned, pursuant to Title 42.1, Sections 36-42 of the Code of Virginia, as amended in 1970.

WHEREAS, this contract was submitted to the Board of Trustees of the Lonesome Pine Regional Library at its regular meeting held on the 2nd day of March, 1972, approved by said Board, and its Chairman was authorized to execute the same on behalf of and in the name of said Board; and the Board of Supervisors of Wise County, after having read and discussed this agreement at its regular meeting held on the 9th day of March, 1972, authorized its Chairman to execute the same on behalf of and in the name of the said Board; the Norton City Council, after having read and discussed this agreement at its regular meeting held on the 4th day of April, 1972, authorized its Chairman to execute the same on behalf of and in the name of said Council; and the Board of Supervisors of Dickenson County, after having read and discussed this agreement at its regular meeting held on the 3rd day of March, 1972, authorized its Chairman to execute the same on behalf of and in the name of the said Board; the Board of Supervisors of Lee County, after having read and discussed this agreement at its regular meeting held on the 27th day of March, 1972, authorized its Chairman to execute the same on behalf of and in the name of the said Board; and the Board of Supervisors of Scott County, after having read and discussed this agreement at its regular meeting held on the 7th day of March, 1972, authorized its Chairman to execute the same on behalf of and in the name of the said Board.

Appendix D (continued)

NOW, THEREFORE, for an in consideration of the premises and of mutual advantages to the parties hereto, it is hereby mutually agreed:

(1). Membership on the Board of Trustees for the Lonesome Pine Regional Library System shall consist of four (4) members from Wise County; one (1) member from the City of Norton; two (2) members from Dickenson County; two (2) members from Lee County; and two (2) members from Scott County, to be appointed by the respective governing bodies represented herein, in conformity with Title 42.1, Section 39 of the Code of Virginia, as amended in 1970. Appointments shall be for a term of four years. Vacancies shall be filled for unexpired terms as soon as possible in the manner in which members are regularly chosen. No appointive member shall be eligible to serve more than two (2) successive terms. A member shall not receive a salary or other compensation for services as member, but necessary expenses actually incurred shall be paid from the library fund. A regional board member may be removed for misconduct or neglect of duty by the governing body making the appointment.

(2). The board members shall elect officers and adopt such bylaws, rules and regulations for their own guidance and for the government of the regional free library system as may be expedient. They shall have control of the expenditure of all moneys credited to the regional free library fund. The regional board shall have the right to accept donations and bequests of money, personal property, or real estate for the establishment and maintenance of such regional free library system or endowments for same.

(3). The regional library board shall have authority to execute contracts with the State Library Board, with the library boards of the respective jurisdictions, and any and all other agencies for the purpose of administering a public library service within the region, including contracts concerning allocation and expenditure of funds, to the same extent as the library board of any one of the jurisdictions which are parties to the agreement would be so authorized.

(4). The participating political subdivisions shall provide sufficient support for the operation of the regional library system, and to make the minimum local appropriations of funds as may now or hereafter be recommended by the State Library Board.

Appendix D (continued)

(5). The Treasurer of the Board of Trustees for the Lonesome Pine Regional Library System shall have the custody of the funds of the regional library system, and the Treasurers of Wise, Dickenson, Lee and Scott Counties, and of the City of Norton, shall transfer quarterly to the Treasurer of the Board of Trustees for the Lonesome Pine Regional Library System all moneys collected or appropriated for this purpose, in their respective jurisdictions. This shall constitute a separate fund and shall not be used for anything other than for library purposes.

(6). The regional library board shall furnish a detailed report of receipts and disbursements of all funds at the regular meeting of the governing body of every participating jurisdiction after the close of the State's fiscal year. It shall make a similar report to the State Library.

(7). The Treasurer of the regional library board shall be bonded for an amount to be determined by the board. The board may authorize the Treasurer to pay bond premiums from State aid library funds.

(8). The library building in Wise County shall be the administrative center for Wise, Lee, Dickenson and Scott Counties and the City of Norton.

(9). The Dickenson County Library located in Clintwood will retain its name, but will function as a branch of the regional free library system in accordance with standards set by the State Library Board, the regional library system law and this contract.

(10). The Lee County Library located in Pennington Gap will retain its name, but will function as a branch of the regional free library system in accordance with standards set by the State Library Board, the regional library system law and this contract.

(11). The Scott County Library located in Gate City will retain its name, but will function as a branch of the regional free library system in accordance with standards set by the State Library Board, the regional library system law and this contract.

(12). The citizens of Wise County, Lee County, Dickenson County, and Scott County, and of the City of Norton, shall have the free use of all of the library services provided, subject to such rules and regulations as may be adopted by the Board of Trustees.

Appendix D (continued)

(13.) This contract shall become effective on July 1, 1972 and shall continue for each fiscal year thereafter until discontinued by appropriate action of any contracting political subdivisions herein. No county or city participating in the regional library system shall withdraw herefrom without two years' notice to the other participating counties and city, without the consent of such other participating political subdivisions.

(14.) This contract is executed in conformity with Title 42.1, Sections 37-42 of the Code of Virginia, as amended, 1970.

Source: Lonesome Pine Regional Library, 1990.



## Appendix E: User Survey



### COMMONWEALTH OF VIRGINIA

Joint Legislative Audit and Review Commission of the Virginia General Assembly

February 26, 1990

Dear Library Patron:

The Joint Legislative Audit and Review Commission (JLARC), which is an oversight agency for the Virginia General Assembly, has been directed to conduct an administrative audit and management review of the Lonesome Pine Regional Library system. As part of the review, survey information is being collected from randomly selected library patrons like yourself.

The questionnaire which follows is designed to obtain your views regarding the services and operations of the regional library. Directions are included at the end of most questions. Your responses will remain confidential.

Please complete the questionnaire and return to JLARC in the enclosed pre-stamped envelope by March 16, 1990. If you have questions regarding the questionnaire, please contact Stephen Fox or Kirk Jonas at (804) 786-1258.

Thank you for your time and cooperation.

Sincerely,

Philip A. Leone  
Director

### USER SURVEY

1. Where do you live? (CHECK ONE BOX)

☐ 127 Dickenson County      ☐ 130 Scott County      ☐ 53 City of Norton  
☐ 133 Lee County      ☐ 143 Wise County

2. What is your sex? (CHECK ONE BOX)

☐ 140 Male      ☐ 440 Female

3. What is your age range? (CHECK ONE BOX)

☐ 52 13 - 18      ☐ 222 26 - 40      ☐ 83 55 or over  
☐ 78 19 - 25      ☐ 151 41 - 54

4. What level of schooling have you completed? (CHECK ONE BOX)

☐ 56 8 years or less      ☐ 44 High school equivalency      ☐ 130 Some college      ☐ 10 Graduate work  
☐ 86 Some high school      ☐ 153 High school graduate      ☐ 81 College graduate      ☐ 26 Graduate degree

5. Which branch of the Lonesome Pine Regional Library do you use most often? (CHECK ONE BOX)

☐ 154 Wise County Branch      ☐ 81 Jonnie B. Deel Memorial Library (Clintwood)      ☐ 108 Scott County Public Library  
☐ 29 C. Bascom Slemp Memorial Library (Big Stone Gap)      ☐ 94 Lee County Public Library      ☐ 54 Books-by-Mail (if used more than any branch)  
☐ 28 Coeburn Community Library      ☐ 7 Rose Hill Public Library      ☐ 4 None  
☐ 22 Haysi Public Library      ☐ 6 St. Paul Bicentennial Library

6. How often do you usually visit the library? (CHECK ONE BOX)

☐ 42 Less than once a year      ☐ 92 Six to eleven times a year      ☐ 294 More than twelve times a year  
☐ 84 One to five times a year      ☐ 73 Once a month

7. What is the single most important purpose for which you use the library? (CHECK ONE BOX)

- ☐ 10 a. COMMUNITY INFORMATION: Current information on community activities, meetings, and services.
- ☐ 147 b. EDUCATION SUPPORT: Books and other materials and staff assistance for school assignments or independent learning.
- ☐ 290 c. POPULAR MATERIALS: Current, high-interest materials, such as bestsellers and videos.
- ☐ 69 d. CHILDREN'S SERVICES: Books and audio-visual materials and special programs for children and families.
- ☐ 53 e. REFERENCE SERVICES: Timely, accurate, useful information for job-related or personal interests.

8. Check below the library services or collections you use. In addition, for each service or collection you use, indicate by checking whether you think the service or collections are adequate or inadequate.

Use (✓)		Adequate	Not Adequate
<input type="checkbox"/> 318	Paperback collection	<input type="checkbox"/> 288	<input type="checkbox"/> 30
<input type="checkbox"/> 339	Fiction collection	<input type="checkbox"/> 304	<input type="checkbox"/> 30
<input type="checkbox"/> 341	Non-fiction collection	<input type="checkbox"/> 277	<input type="checkbox"/> 56
<input type="checkbox"/> 248	Children's book collection	<input type="checkbox"/> 213	<input type="checkbox"/> 32
<input type="checkbox"/> 203	Magazine collection	<input type="checkbox"/> 173	<input type="checkbox"/> 36
<input type="checkbox"/> 127	Records and tapes	<input type="checkbox"/> 100	<input type="checkbox"/> 30
<input type="checkbox"/> 387	Videos	<input type="checkbox"/> 298	<input type="checkbox"/> 77

Use (✓)		Adequate	Not Adequate
<input type="checkbox"/> 76	Art Work	<input type="checkbox"/> 64	<input type="checkbox"/> 22
<input type="checkbox"/> 216	Staff Assistance	<input type="checkbox"/> 185	<input type="checkbox"/> 40
<input type="checkbox"/> 95	Library program for children	<input type="checkbox"/> 88	<input type="checkbox"/> 15
<input type="checkbox"/> 192	Books-by-Mail	<input type="checkbox"/> 165	<input type="checkbox"/> 25
<input type="checkbox"/> 196	Reference collection	<input type="checkbox"/> 155	<input type="checkbox"/> 44
<input type="checkbox"/> 31	Other	<input type="checkbox"/> 14	<input type="checkbox"/> 8
(specify) _____			

9. Which of the following changes would increase your use of the Lonesome Pine Regional Library? (CHECK AS MANY AS APPLY)

- ☐ 252 a. Increased hours
- ☐ 52 b. New, more convenient locations
- ☐ 69 c. Bookmobile service
- ☐ 143 d. More books for adults
- ☐ 76 e. More books for teens
- ☐ 68 f. More books for children
- ☐ 65 g. More records and tapes
- ☐ 234 h. More videos
- ☐ 76 i. More art work
- ☐ 97 j. Better information services
- ☐ 68 k. More staff
- ☐ 77 l. More library programs for children
- ☐ 109 m. More library programs for teens
- ☐ 109 n. Library programs for adults
- ☐ 54 o. More special services
- ☐ 99 p. No change necessary
- ☐ 60 q. Other (specify) \_\_\_\_\_

10. Which one of the above changes would most increase your use of the Lonesome Pine Regional Library? (WRITE LETTER IN BOX) A=143 D=34 G=7 J=20 M=15 P=23

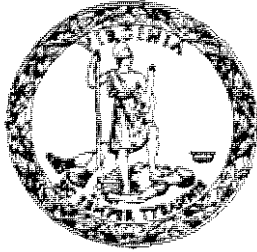
☐ B=24 E=11 H=75 K=9 N=28 Q=37  
C=26 F=7 I=7 L=14 O=5 NO ANS=102

11. Do you have any additional comments or suggestions regarding library services? (Write in the space provided below or attach additional sheets to the survey.)

THANK YOU FOR COMPLETING THE SURVEY, PLEASE RETURN TO:

JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION  
SUITE 1100, GENERAL ASSEMBLY BUILDING  
CAPITOL SQUARE  
RICHMOND, VIRGINIA 23219

**Appendix E (continued): Staff Survey**



**COMMONWEALTH OF VIRGINIA**  
**Joint Legislative Audit and Review Commission of**  
**The Virginia General Assembly**

February 22, 1990

Dear Library Staff:

The Joint Legislative Audit and Review Commission (JLARC), which is an oversight agency for the Virginia General Assembly, has been directed to conduct an administrative audit and management review of the Lonesome Pine Regional Library system. As part of the review, survey information is being collected from library staff like yourself.

The attached questionnaire is designed to obtain your views regarding the services, operations, and management of the regional and branch library. Directions are included at the end of most questions. Although your identity will remain confidential, your name and home telephone number are requested in case it becomes necessary to contact you for additional information or to clarify your responses.

Please complete the questionnaire and return to JLARC in the enclosed pre-stamped envelope by March 9, 1990. If you have questions regarding the questionnaire, please contact Stephen Fox or Kirk Jonas at (804) 786-1258.

Thank you for your time and cooperation.

Sincerely,

Philip A. Leone  
Director

## STAFF SURVEY

Name: \_\_\_\_\_ Telephone Number: (     ) \_\_\_\_\_

Job title: \_\_\_\_\_

1. How many years of experience do you have in public libraries? (PLACE NUMBER IN BOX)

Avg: 7.7 Range = Less than 1 to 28 years

2. How many years of experience do you have in the Lonesome Pine Regional Library? (PLACE NUMBER IN BOX)

Avg: 7.6 Range = Less than 1 to 28 years

3. Where do you work? (CHECK ONE BOX)

- ☐ 11 Regional Office  
☐ 9 Wise County Branch  
☐ 4 C. Bascom Slemp Memorial Library (Big Stone Gap)  
☐ 5 Coeburn Community Library  
☐ 2 Haysi Public Library  
☐ 5 Jonnie B. Deel Memorial Library (Clintwood)  
☐ 5 Lee County Public Library  
☐ 1 Rose Hill Public Library  
☐ 3 St. Paul Bicentennial Library  
☐ 5 Scott County Public Library

4. Generally, job descriptions inform employees about the expectations of their job titles and how tasks should be performed. Have you been given a written job description? (CHECK ONE BOX)

☐ 29 Yes

☐ 19 No

2 NO ANS

5. Did you receive an orientation when first employed? (CHECK ONE BOX)

☐ 40 Yes

☐ 10 No (Skip to #7)

6. How would you rate the adequacy of the orientation you received? (CHECK ONE BOX)

☐ 4 Excellent

☐ 28 Good

☐ 5 Fair

☐ 2 Poor

7. Have you received any training other than an orientation? (CHECK ONE BOX)

☐ 36 Yes

☐ 14 No

*If yes: In the space below, please specify the training you received.*

8. What were the dates of your last two written performance evaluations? (GIVE MONTH AND YEAR)

Most recent      /

Next most recent      /

9. Have you been offered any employee benefits by the Lonesome Pine Regional Library system? (CHECK ONE BOX)

☐ 40 Yes

☐ 10 No (*Skip to #11*)

10. If benefits have been offered, check those which you receive. (CHECK ONE BOX)

☒ 35 Retirement or pension

☒ 16 Health insurance

☐ 1 Life insurance

☒ 36 Annual leave

☒ 40 Sick leave

☐ 0 Other (specify) \_\_\_\_\_

11. How would you rate your satisfaction with your job? (CHECK ONE BOX)

☒ 47 Satisfied

☐ 3 Dissatisfied

12. In general, do you feel that you are adequately paid for your work? (CHECK ONE BOX)

☒ 30 Yes

☐ 16 No

13. How would you describe morale among staff within your immediate working environment? (CHECK ONE BOX)

☐ 14 Excellent

☐ 23 Good

☐ 7 Fair

☐ 5 Poor

☐ 1 Don't Know

14. Do you believe the regional librarian is accessible to you for meetings or discussions?  
(CHECK ONE BOX)

☐ 38 Yes

☐ 11 No

15. How would you characterize working relationships among staff within the branch?  
(CHECK ONE BOX)

☐ 17 Excellent

☐ 26 Good

☐ 4 Fair

☐ 3 Poor

16. How would you characterize working relationships between branch staff and the regional staff (including the regional librarian)? (CHECK ONE BOX)

☐ 7 Excellent

☐ 20 Good

☐ 9 Fair

☐ 11 Poor

17. How would you rate the level of staffing at your facility? (CHECK ONE IN EACH CATEGORY)

	<u>Understaffed</u>	<u>About Right</u>	<u>Overstaffed</u>	<u>Don't Know</u>	<u>NO ANS</u>
Librarians	<input type="checkbox"/> 6	<input type="checkbox"/> 25	<input type="checkbox"/> 1	<input type="checkbox"/> 7	11
Supervisors	<input type="checkbox"/> 0	<input type="checkbox"/> 49	<input type="checkbox"/> 0	<input type="checkbox"/> 0	1
Clerks	<input type="checkbox"/> 22	<input type="checkbox"/> 26	<input type="checkbox"/> 1	<input type="checkbox"/> 0	1
Aides	<input type="checkbox"/> 14	<input type="checkbox"/> 17	<input type="checkbox"/> 0	<input type="checkbox"/> 10	9
Volunteers	<input type="checkbox"/> 23	<input type="checkbox"/> 8	<input type="checkbox"/> 0	<input type="checkbox"/> 8	11
All others	<input type="checkbox"/> 8	<input type="checkbox"/> 8	<input type="checkbox"/> 0	<input type="checkbox"/> 15	19

18. When was the last time the regional librarian visited your branch? (GIVE MONTH AND YEAR)

/

19. Have you been issued a copy of the Lonesome Pine Regional Library operating policies and procedures? (CHECK ONE BOX)

☒ 43 Yes

☐ 7 No

*If yes: Give month and year you received it*

20. To what extent do you feel you are kept informed of new developments, changes, etc., that take place in the branch library? (CHECK ONE BOX)

☒ 39 Adequately Informed

☐ 9 Seldom Informed

☐ 1 Never Informed

☐ 1 Don't Know

21. To what extent do you feel you are kept informed of new developments, changes, etc., that take place at the regional level? (CHECK ONE BOX)

☒ 24 Adequately Informed

☐ 17 Seldom Informed

☐ 4 Never Informed

☐ 5 Don't Know

22. How would you rate the services of Lonesome Pine Regional Library for your community? (CHECK ONE BOX)

☒ 27 Excellent

☐ 17 Good

☐ 5 Fair

☐ 1 Poor



23. **SERVICE ROLES:** Public library roles are profiles of library service. Each role is a shorthand way of describing what the library is trying to do, who the library is trying to serve, and what resources the library needs to achieve these ends. Consider the following roles and the emphasis that you think should be placed on each by the Lonesome Pine Regional Library as a whole.

Rank the roles from 1 to 5, where 1 = highest priority and 5 = lowest priority. Do not use the same number in more than one box. In addition, please check whether you think the Lonesome Pine Regional Library is doing an adequate or inadequate job of addressing each role.

Rank					Roles	Adequate	Inadequate	NO ANS
1	2	3	4	5				
				NO				
				ANS				
1	2	3	4	5	<u>Community Information Center:</u> The library is a clearinghouse for current information on community organizations, issues, and services.	32	15	3
1	4	8	9	26				2
					<u>Education Support Center:</u> The library helps people to meet educational objectives established as part of a formal course of study or as part of a program of independent learning.	37	9	4
12	12	7	11	2				6
					<u>Popular Materials Center:</u> The library features current, high-demand, high-interest materials in a variety of formats (such as best sellers and videos) for people of all ages.	46	2	2
18	6	0	8	9				9
					<u>Children's Door to Learning:</u> The library encourages children to develop an interest in reading and learning through services for children, parents, and other adults who work with children.	42	4	4
7	13	13	5	4				8
					<u>Reference Library:</u> The library actively provides timely, accurate, and useful information for community residents in their pursuit of job-related and personal interests.	34	13	3
4	9	14	12	1				10

24. Check below the library services or collections used by patrons in your community. In addition, for each service or collection used, indicate by checking whether you think the service or collections are adequate or inadequate.

Patrons Use	Adequate	Not Adequate	NO ANS
<input type="checkbox"/> 48 Paperback collection	<input type="checkbox"/> 49	<input type="checkbox"/> 0	1
<input type="checkbox"/> 48 Fiction collection	<input type="checkbox"/> 48	<input type="checkbox"/> 1	1
<input type="checkbox"/> 48 Non-fiction collection	<input type="checkbox"/> 34	<input type="checkbox"/> 13	3
<input type="checkbox"/> 48 Children's book collection	<input type="checkbox"/> 43	<input type="checkbox"/> 6	1
<input type="checkbox"/> 47 Magazine collection	<input type="checkbox"/> 37	<input type="checkbox"/> 11	2
<input type="checkbox"/> 45 Records and tapes	<input type="checkbox"/> 32	<input type="checkbox"/> 15	3
<input type="checkbox"/> 47 Videos	<input type="checkbox"/> 46	<input type="checkbox"/> 2	1
<input type="checkbox"/> 41 Art work	<input type="checkbox"/> 39	<input type="checkbox"/> 7	4
<input type="checkbox"/> 45 Staff assistance	<input type="checkbox"/> 36	<input type="checkbox"/> 10	4
<input type="checkbox"/> 46 Library programs for children	<input type="checkbox"/> 45	<input type="checkbox"/> 4	1
<input type="checkbox"/> 44 Reference collection	<input type="checkbox"/> 29	<input type="checkbox"/> 17	4
<input type="checkbox"/> 7 Other _____	<input type="checkbox"/> 7	<input type="checkbox"/> 0	43

25. Which of the following changes do you believe would increase use of the Lonesome Pine Regional Library? (CHECK AS MANY AS APPLY)

- ☐17 a. Increased hours
- ☐5 b. New, more convenient locations
- ☐3 c. Bookmobile service
- ☐15 d. More books for adults
- ☐17 e. More books for teens
- ☐11 f. More books for children
- ☐16 g. More records and tapes
- ☐16 h. More videos
- ☐3 i. More art work
- ☐22 j. Better information services
- ☐23 k. More staff
- ☐13 l. More library programs for children
- ☐20 m. More library programs for teens
- ☐18 n. Library programs for adults
- ☐11 o. More special services
- ☐4 p. No change necessary
- ☐12 q. Other (specify) \_\_\_\_\_

26. Which one of the changes in question # 25 would most increase use of the Lonesome Pine Regional Library? (WRITE LETTER IN BOX)

☐ A=12 D=4 G=1 J=6 M=2 P=0  
☐ B=1 E=0 H=8 K=6 N=1 Q=0  
C=0 F=0 I=0 L=2 O=0 NO ANS=7

27. Which statement best describes reference and information services in relation to the patrons at your branch? (CHECK ONE BOX FOR EACH STATEMENT)

	<u>Agree</u>	<u>Disagree</u>
Little use is made of reference and information services.	<input type="checkbox"/> 4	<input type="checkbox"/> 46
Reference and information services meet most needs.	<input type="checkbox"/> 32	<input type="checkbox"/> 14
Staff are not adequately trained to provide reference and information services.	<input type="checkbox"/> 11	<input type="checkbox"/> 33
There are not enough staff to provide adequate reference and information services.	<input type="checkbox"/> 24	<input type="checkbox"/> 22

28. Are programming activities at your branch adequate or inadequate for the following groups: (CHECK ONE FOR EACH GROUP)

	<u>Inadequate</u>	<u>Adequate</u>	<u>Not Provided</u>	<u>Don't Know</u>	<u>NO ANS</u>
Preschool children	<input type="checkbox"/> 2	<input type="checkbox"/> 45	<input type="checkbox"/> 1	<input type="checkbox"/> 0	2
School age children	<input type="checkbox"/> 3	<input type="checkbox"/> 36	<input type="checkbox"/> 4	<input type="checkbox"/> 3	4
Teenagers	<input type="checkbox"/> 8	<input type="checkbox"/> 6	<input type="checkbox"/> 23	<input type="checkbox"/> 4	6
Adults	<input type="checkbox"/> 5	<input type="checkbox"/> 8	<input type="checkbox"/> 27	<input type="checkbox"/> 3	7
Senior citizens	<input type="checkbox"/> 5	<input type="checkbox"/> 3	<input type="checkbox"/> 29	<input type="checkbox"/> 7	6
Special groups	<input type="checkbox"/> 4	<input type="checkbox"/> 8	<input type="checkbox"/> 18	<input type="checkbox"/> 9	11
Other (Who?) _____	<input type="checkbox"/> 0	<input type="checkbox"/> 4	<input type="checkbox"/> 1	<input type="checkbox"/> 1	44

29. Do you have any additional comments or suggestions regarding library services or operations? (Write in the space provided below or attach additional sheets to the survey.)

THANK YOU FOR COMPLETING THE SURVEY. PLEASE RETURN TO:

JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION  
SUITE 1100, GENERAL ASSEMBLY BUILDING  
CAPITOL SQUARE  
RICHMOND, VIRGINIA 23219

Appendix E (continued): Trustee Survey



**COMMONWEALTH OF VIRGINIA**  
Joint Legislative Audit and Review Commission of  
The Virginia General Assembly

February 22, 1990

Dear Library Trustee:

As you know, the Joint Legislative Audit and Review Commission (JLARC) has been directed to conduct an administrative audit and management review of the Lonesome Pine Regional Library system. In addition to information obtained through interviews previously conducted with yourself and other library trustees, we would like you to take a few moments and fill out the attached survey.

The questionnaire is designed to obtain your views regarding the services, operations, and management of the regional library. Directions are included at the end of most questions. Please be sure to include a daytime telephone number in the space next to your name in case it should be necessary to contact you for additional information or to clarify your responses.

Please complete the questionnaire and return to JLARC in the enclosed pre-stamped envelope by March 9, 1990. If you have questions regarding the questionnaire, please contact Kirk Jonas or Stephen Fox at (804) 786-1258.

Thank you for your time and cooperation.

Sincerely,

Philip A. Leone  
Director

## TRUSTEE SURVEY

Name: \_\_\_\_\_ Telephone Number: (    ) \_\_\_\_\_

1. What is your zip code? \_\_\_\_\_
2. How many years of experience do you have as a library trustee? (PLACE NUMBER IN BOX)

AVG 1.32
-------------

Range: = 3/4 to 7 years

3. Do you have a library card in your own name? (CHECK ONE BOX)

☐ Yes

☐ No

4. Which branch of the Lonesome Pine Regional Library do you use most often? (CHECK ONE BOX)

☐ Wise County Branch

☐ C. Bascom Slemph Memorial Library (Big Stone Gap)

☐ Coeburn Community Library

☐ Haysi Public Library

☐ Jonnie B. Deel Memorial Library (Clintwood)

☐ Lee County Public Library

☐ Rose Hill Public Library

☐ St. Paul Bicentennial Library

☐ Scott County Public Library

☐ Books-by-Mail (if used more than any branch)

☐ None

5. How often do you usually visit the library? (CHECK ONE BOX)

☐ Less than once a year

☐ One to five times a year

☐ Six to eleven times a year

☐ Once a month

☐ More than twelve times a year

6. When you became a library trustee, were you provided with written materials describing your duties and responsibilities? (CHECK ONE BOX)

☐ 7 Yes

☐ 4 No (*Skip to #8*)

7. Were the materials you received adequate? (CHECK ONE BOX)

☐ 5 Yes

☐ 2 No

4 NOANS

8. Did you receive an orientation when you became a trustee? (CHECK ONE BOX)

☐ 4 Yes

☐ 7 No (*Skip to #10*)

9. How would you rate the adequacy of the orientation you received? (CHECK ONE BOX)

☐ 0 Excellent

☐ 3 Good

☐ 2 Fair

☐ 2 Poor

☐ 4 Not applicable

10. Have you received any training other than an orientation? (CHECK ONE BOX)

☐ 3 Yes

☐ 8 No

*If yes:* In the space below, please specify the training you received.

11. To what extent do you feel you are kept informed of new developments, changes, etc., that take place in the branch libraries? (CHECK ONE BOX)
- ☐ 5 Adequately Informed
- ☐ 6 Seldom Informed
- ☐ 0 Never Informed
- ☐ 0 Don't Know
12. To what extent do you feel you are kept informed of new developments, changes, etc., that take place at the regional level? (CHECK ONE BOX)
- ☐ 5 Adequately Informed
- ☐ 6 Seldom Informed
- ☐ 0 Never Informed
- ☐ 0 Don't Know
13. How much influence do you and other trustees have regarding the operating policies and procedures of the Lonesome Pine Regional Library? (CHECK ONE BOX)
- ☐ 2 Too much influence
- ☐ 4 About the right amount of influence
- ☐ 5 Not enough influence
14. How much influence do you and other trustees have regarding the budget and expenditures of the Lonesome Pine Regional Library? (CHECK ONE BOX)
- ☐ 1 Too much influence
- ☐ 8 About the right amount of influence
- ☐ 2 Not enough influence



15. How would you characterize relationships between the library trustees and local officials? (CHECK ONE BOX)
- ☐ 5 Excellent
- ☐ 4 Good
- ☐ 2 Fair
- ☐ 0 Poor
- ☐ 0 Don't Know
16. How would you characterize relationships between the library trustees and the regional librarian? (CHECK ONE BOX)
- ☐ 2 Excellent
- ☐ 1 Good
- ☐ 3 Fair
- ☐ 5 Poor
- ☐ 0 Don't Know
17. Do you believe the regional librarian is accessible to you for meetings or discussions? (CHECK ONE BOX)
- ☐ 6 Yes
- ☐ 5 No
18. How would you characterize working relationships among staff within the branch libraries in your area? (CHECK ONE BOX)
- ☐ 4 Excellent
- ☐ 3 Good
- ☐ 2 Fair
- ☐ 2 Poor
- ☐ 0 Don't Know

19. How would you characterize working relationships between branch staff and the regional staff (including the regional librarian)? (CHECK ONE BOX)

☐ 2 Excellent  
☐ 2 Good  
☐ 2 Fair  
☐ 5 Poor  
☐ 0 Don't Know

20. How would you characterize the staff morale within the Lonesome Pine Regional library system? (CHECK ONE BOX)

☐ 1 Excellent  
☐ 4 Good  
☐ 3 Fair  
☐ 3 Poor  
☐ 0 Don't Know

21. How would you rate the services of Lonesome Pine Regional Library for your community? (CHECK ONE BOX)

☐ 4 Excellent  
☐ 6 Good  
☐ 1 Fair  
☐ 0 Poor

22. **SERVICE ROLES:** Public library roles are profiles of library service. Each role is a shorthand way of describing what the library is trying to do, who the library is trying to serve, and what resources the library needs to achieve these ends. Consider the following roles and the emphasis that you think should be placed on each by the Lonesome Pine Regional Library as a whole.

Rank the roles from 1 to 5, where 1 = highest priority and 5 = lowest priority. Do not use the same number in more than one box. In addition, please check whether you think the Lonesome Pine Regional Library is doing an adequate or inadequate job of addressing each role.

Rank					Roles	Adequate	Inadequate
1	2	3	4	5	NO ANS		
0	0	2	1	4	4 <u>Community Information Center:</u> The library is a clearinghouse for current information on community organizations, issues, and services.	<input type="checkbox"/> 7	<input type="checkbox"/> 4
1	2	2	2	0	4 <u>Education Support Center:</u> The library helps people to meet educational objectives established as part of a formal course of study or as part of a program of independent learning.	<input type="checkbox"/> 8	<input type="checkbox"/> 3
2	1	0	2	1	5 <u>Popular Materials Center:</u> The library features current, high-demand, high-interest materials in a variety of formats (such as best sellers and videos) for people of all ages.	<input type="checkbox"/> 10	<input type="checkbox"/> 1
3	4	0	0	0	4 <u>Children's Door to Learning:</u> The library encourages children to develop an interest in reading and learning through services for children, parents, and other adults who work with children.	<input type="checkbox"/> 9	<input type="checkbox"/> 2
1	0	3	1	1	5 <u>Reference Library:</u> The library actively provides timely, accurate, and useful information for community residents in their pursuit of job-related and personal interests.	<input type="checkbox"/> 7	<input type="checkbox"/> 4

23. Which of the following changes do you believe would increase use of the Lonesome Pine Regional Library? (CHECK AS MANY AS APPLY)

- ☒ 6 a. Increased hours  
☒ 2 b. New, more convenient locations  
☐ 0 c. Bookmobile service  
☒ 3 d. More books for adults  
☒ 3 e. More books for teens  
☒ 3 f. More books for children  
☒ 1 g. More records and tapes  
☒ 1 h. More videos  
☐ 0 i. More art work  
☒ 4 j. Better information services  
☒ 6 k. More staff  
☒ 4 l. More library programs for children  
☒ 6 m. More library programs for teens  
☒ 7 n. Library programs for adults  
☒ 2 o. More special services  
☒ 1 p. No change necessary  
☐ 0 q. Other (specify) \_\_\_\_\_

24. Which one of the above changes would most increase use of the Lonesome Pine Regional Library? (WRITE LETTER IN BOX)

☐ A=5 D=0 G=0 J=0 M=2 P=0  
☐ B=0 E=0 H=0 K=1 N=1 Q=0  
☐ C=0 F=0 I=0 L=1 O=0 NO ANS=1

25. If inadequate funding forced reductions in library expenditures, which of the following actions with regards to library materials should be considered?

(RANK ORDER 1 THROUGH 5, WHERE 1 = THE FIRST REDUCTION AND 5 = NO THE LAST REDUCTION. DO NOT USE THE SAME NUMBER IN MORE THAN

1 2 3 4 5 ANS ONE BOX.)

0	0	4	3	4	0	Reduce the number of books purchased
3	6	1	1	0	0	Reduce the number of duplicate copies of books purchased
0	1	4	4	1	1	Reduce the number of magazine and newspaper subscriptions
6	3	1	0	0	1	Reduce the number of videos, records, cassettes and other non-print materials purchased
0	0	0	3	6	2	Reduce the amount of children's materials purchased

26. If inadequate funding forced reductions in library expenditures, which of the following actions with regards to library services should be considered?

(RANK ORDER 1 THROUGH 7, WHERE 1 = THE FIRST REDUCTION AND 7 = THE LAST REDUCTION. DO NOT USE THE SAME NUMBER IN MORE THAN ONE BOX.)

1	2	3	4	5	6	7	NO ANS	
1	0	2	4	2	0	1	1	Reduce reference and information services
1	4	2	1	2	0	0	1	Reduce or discontinue in-library programs for adults
1	3	1	0	0	2	1	3	Reduce outreach services (such as books-by-mail)
0	0	2	0	0	1	7	1	Close some facilities
5	0	2	1	1	1	0	1	Reduce hours and days of operation
1	0	0	2	3	2	0	3	Reduce staff
0	1	0	1	2	3	1	3	Reduce staff pay

27. If inadequate funding forced reductions in library expenditures, which would you reduce first, library materials or services? (CHECK ONE BOX)

☒ 7 Library materials

☐ 4 Library services

28. How would you characterize your community's financial support for the Lonesome Pine Regional Library? (CHECK ONE BOX)

☐ 5 Too little

☐ 6 About right

☐ 0 Too much

29. Which of the following statements most accurately represents your belief regarding the allocation of local funds which are contributed to the regional library system? (CHECK ONE BOX)

☐ 4 Too much goes to the regional library.

☐ 0 Too much goes to the local branches.

☐ 6 The allocation is about right.

1 NO ANS

30. Are State aid funds received by the regional system on behalf of the local governments utilized appropriately? (CHECK ONE BOX)

☒ 8 Yes

☐ 3 No

☐ If No: How could State aid funds be utilized more appropriately?

31. Do you believe that you receive adequate information regarding the Lonesome Pine Regional Library system budget and other financial concerns? (CHECK ONE BOX)

☒ 7 Yes

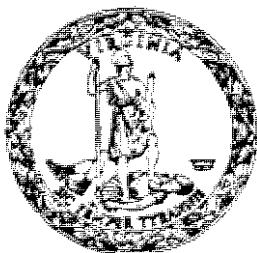
☐ 4 No

32. Do you have any additional comments or suggestions regarding library services or operations? (Write in the space provided below or attach additional sheets to the survey.)

THANK YOU FOR COMPLETING THE SURVEY. PLEASE RETURN TO:

JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION  
SUITE 1100, GENERAL ASSEMBLY BUILDING  
CAPITOL SQUARE  
RICHMOND, VIRGINIA 23219

**Appendix E (continued): Local Official Survey**



**COMMONWEALTH OF VIRGINIA**  
**Joint Legislative Audit and Review Commission of**  
**The Virginia General Assembly**

February 22, 1990

Dear Local Official:

The Joint Legislative Audit and Review Commission (JLARC) has been directed to conduct an administrative audit and management review of the Lonesome Pine Regional Library system. As part of the review, survey information is being collected from local officials in the region.

The attached questionnaire is designed to obtain your views regarding the services, operations, and management of the regional library. Directions are included at the end of most questions. Please be sure to include a daytime telephone number in the space next to your name in case it becomes necessary to contact you for additional information or to clarify your responses.

Please complete the questionnaire and return to JLARC in the enclosed pre-stamped envelope by March 9, 1990. If you have questions regarding the questionnaire, please contact Kirk Jonas or Stephen Fox at (804) 786-1258.

Thank you your time and cooperation.

Sincerely,

Philip A. Leone  
Director

### LOCAL OFFICIAL SURVEY

Name: \_\_\_\_\_ Telephone Number: (    ) \_\_\_\_\_

1. What is your zip code? \_\_\_\_\_
2. Do you have a library card in your own name? (CHECK ONE BOX)  
☐ 14 Yes  
☐ 8 No
3. Which branch of the Lonesome Pine Regional Library do you use most often? (CHECK ONE BOX)  
☐ 10 Wise County Branch  
☐ 1 C. Bascom Slomp Memorial Library (Big Stone Gap)  
☐ 0 Coeburn Community Library  
☐ 1 Haysi Public Library  
☐ 3 Jonnie B. Deel Memorial Library (Clintwood)  
☐ 2 Lee County Public Library  
☐ 0 Rose Hill Public Library  
☐ 0 St. Paul Bicentennial Library  
☐ 5 Scott County Public Library  
☐ 0 Books-by-Mail (if used more than any branch)  
☐ 0 None
4. How often do you usually visit the library? (CHECK ONE BOX)  
☐ 1 Less than once a year  
☐ 10 One to five times a year  
☐ 3 Six to eleven times a year  
☐ 1 Once a month  
☐ 7 More than twelve times a year
5. Do you believe that you receive adequate information regarding the Lonesome Pine Regional Library budget and other financial concerns? (CHECK ONE BOX)  
☐ 11 Yes  
☐ 10 No

1 NO ANS



6. How would you characterize relationships between the library trustees and local officials? (CHECK ONE BOX)

- ☐ 4 Excellent  
☐ 7 Good  
☐ 5 Fair  
☐ 6 Poor  
☐ 0 Don't know

7. Do you believe the regional librarian is accessible to you for meetings or discussions? (CHECK ONE BOX)

- ☐ 14 Yes  
☐ 7 No  
 1 NO ANS

8. If inadequate funding forced reductions in library expenditures, which of the following actions with regards to library materials should be considered?

(RANK ORDER 1 THROUGH 5, WHERE 1 = THE FIRST REDUCTION AND 5 = NO THE LAST REDUCTION. DO NOT USE THE SAME NUMBER IN MORE THAN ONE BOX.)

1	2	3	4	5	ANS	ONE BOX
0	0	2	9	10	1	<input type="checkbox"/> Reduce the number of books purchased
7	7	6	0	1	1	<input type="checkbox"/> Reduce the number of duplicate copies of books purchased
1	9	9	1	1	1	<input type="checkbox"/> Reduce the number of magazine and newspaper subscriptions
14	5	3	0	0	0	<input type="checkbox"/> Reduce the number of videos, records, cassettes and other non-print materials purchased
0	0	1	11	9	1	<input type="checkbox"/> Reduce the amount of children's materials purchased

9. If inadequate funding forced reductions in library expenditures, which of the following actions with regards to library services should be considered?

(RANK ORDER 1 THROUGH 7, WHERE 1 = THE FIRST REDUCTION AND 7 = NO THE LAST REDUCTION. DO NOT USE THE SAME NUMBER IN MORE THAN ONE BOX.)

1	2	3	4	5	6	7	ANS	ONE BOX
1	3	6	2	2	4	2	2	<input type="checkbox"/> Reduce reference and information services
5	5	3	4	2	1	0	2	<input type="checkbox"/> Reduce or discontinue in-library programs for adults
7	5	4	2	1	1	1	1	<input type="checkbox"/> Reduce outreach services (such as books-by-mail)
1	2	2	2	1	1	1	2	<input type="checkbox"/> Close some facilities
4	1	3	5	3	2	2	2	<input type="checkbox"/> Reduce hours and days of operation
3	2	1	3	4	7	0	2	<input type="checkbox"/> Reduce staff
0	3	1	2	7	4	4	1	<input type="checkbox"/> Reduce staff pay

10. If inadequate funding forced reductions in library expenditures, which would you reduce first, library materials or services? (CHECK ONE BOX)
- ☐ 15 Library materials
- ☐ 7 Library services
11. How would you characterize your community's financial support for the Lonesome Pine Regional Library? (CHECK ONE BOX)
- ☐ 1 Too little
- ☐ 17 About right
- ☐ 4 Too much
12. Which of the following statements most accurately represents your belief regarding the allocation of local funds which are contributed to the regional library system? (CHECK ONE BOX)
- ☐ 14 Too much goes to the regional library.
- ☐ 0 Too much goes to the local branches.
- ☐ 8 The allocation is about right.
13. Are State aid funds received by the regional system on behalf of the local governments utilized appropriately? (CHECK ONE BOX)
- ☐ 5 Yes
- ☐ 1 No
- ☐ 16 Don't Know
- If No: How could State aid funds be utilized more appropriately?*
14. How would you rate the services of Lonesome Pine Regional Library for your community? (CHECK ONE BOX)
- ☐ 8 Excellent
- ☐ 9 Good
- ☐ 5 Fair
- ☐ 0 Poor

15. **SERVICE ROLES:** Public library roles are profiles of library service. Each role is a shorthand way of describing what the library is trying to do, who the library is trying to serve, and what resources the library needs to achieve these ends. Consider the following roles and the emphasis that you think should be placed on each by the Lonesome Pine Regional Library as a whole.

Rank the roles from 1 to 5, where 1 = highest priority and 5 = lowest priority. Do not use the same number in more than one box. In addition, please check whether you think the Lonesome Pine Regional Library is doing an adequate or inadequate job of addressing each role.

Rank					Roles	Adequate	Inadequate	NO ANS
1	2	3	4	5	NO ANS			
					<u>Community Information Center:</u> The library is a clearinghouse for current information on community organizations, issues, and services.	13	8	1
4	0	2	5	8				
					<u>Education Support Center:</u> The library helps people to meet educational objectives established as part of a formal course of study or as part of a program of independent learning.	16	3	3
6	8	1	2	2				
					<u>Popular Materials Center:</u> The library features current, high-demand, high-interest materials in a variety of formats (such as best sellers and videos) for people of all ages.	19	1	2
3	3	2	5	5				
					<u>Children's Door to Learning:</u> The library encourages children to develop an interest in reading and learning through services for children, parents, and other adults who work with children.	18	3	1
3	6	6	1	1				
					<u>Reference Library:</u> The library actively provides timely, accurate, and useful information for community residents in their pursuit of job-related and personal interests.	18	2	2
3	2	8	3	1				

16. Which of the following changes do you believe would increase use of the Lonesome Pine Regional Library? (CHECK AS MANY AS APPLY)

- ☒ 9 a. Increased hours
- ☒ 3 b. New, more convenient locations
- ☒ 4 c. Bookmobile service
- ☒ 6 d. More books for adults
- ☒ 8 e. More books for teens
- ☒ 7 f. More books for children
- ☒ 1 g. More records and tapes
- ☒ 2 h. More videos
- ☒ 2 i. More art work
- ☒ 10 j. Better information services
- ☒ 3 k. More staff
- ☒ 9 l. More library programs for children
- ☒ 8 m. More library programs for teens
- ☒ 6 n. Library programs for adults
- ☒ 0 o. More special services
- ☒ 2 p. No change necessary
- ☒ 3 q. Don't know
- ☒ 0 r. Other (specify) \_\_\_\_\_

17. Which one of the above changes would most increase use of the Lonesome Pine Regional Library? (WRITE LETTER IN BOX)

<input type="checkbox"/>	A=7	D=1	G=0	J=4	M=0	P=1
	B=0	E=0	H=0	K=1	N=0	Q=1
	C=1	F=0	I=0	L=2	O=0	NO ANS=4

18. Do you have any additional comments or suggestions regarding library services or operations? (Write in the space provided below or attach additional sheets to the survey.)

THANK YOU FOR COMPLETING THE SURVEY, PLEASE RETURN TO:

JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION  
SUITE 1100, GENERAL ASSEMBLY BUILDING  
CAPITOL SQUARE  
RICHMOND, VIRGINIA 23219

# Appendix F

## SUMMARY: CIRCULATION STATISTICS

### JONNIE B. DEEL MEMORIAL LIBRARY (CLINTWOOD)

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	57,562	29,642	87,204	2,927	165	90,296
1984	58,331	27,436	85,767	2,838	1,873	90,478
1985	57,871	27,088	84,959	2,135	16,019	103,113
1986	56,857	26,869	83,726	2,149	26,885	112,760
1987	57,648	20,914	78,562	1,441	46,143	126,146
1988	59,338	25,770	85,108	1,265	60,369	146,742
1989	53,719	22,933	76,652	1,102	65,540	143,294
TOTAL	401,326	180,652	581,978	13,857	216,994	812,829
PERCENT CHANGE	(6.7)	(22.6)	(12.1)	(62.4)	39,621.2	58.7

### HAYSI PUBLIC LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	12,675	2,866	15,541	34	0	15,575
1984	15,661	3,703	19,364	26	0	19,390
1985	16,602	4,323	20,925	33	2,403	23,361
1986	21,415	4,343	25,758	63	9,161	34,982
1987	21,472	4,040	25,512	49	12,383	37,944
1988	27,394	4,589	31,983	26	21,017	53,026
1989	16,488	6,378	22,866	4	18,137	41,007
TOTAL	131,707	30,242	161,949	235	63,101	225,285
PERCENT CHANGE	30.1	122.5	47.1	(88.2)	654.8*	163.3

\*Percent change from FY 1985.

Appendix F (Continued)

SUMMARY: CIRCULATION STATISTICS

LEE COUNTY PUBLIC LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	75,519	41,694	117,213	4,695	1,345	123,253
1984	65,592	35,736	101,328	5,068	6,139	112,535
1985	71,676	31,127	102,803	6,001	23,670	132,474
1986	70,046	32,747	102,793	3,145	32,509	138,447
1987	60,281	33,400	93,681	2,174	56,636	152,491
1988	57,492	28,933	86,425	1,380	74,578	162,383
1989	58,392	24,411	82,803	848	68,501	152,152
TOTAL	458,998	228,048	687,046	23,311	263,378	973,735
PERCENT CHANGE	(22.7)	(41.5)	(29.4)	(81.9)	4,993	23.5

ROSE HILL PUBLIC LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	14,519	7,710	22,229	31	N/A	22,260
1984	15,116	7,304	22,420	38	N/A	22,461
1985	13,078	5,935	19,013	26	N/A	19,039
1986	12,423	5,835	18,258	9	N/A	18,268
1987	11,504	4,357	15,861	1	N/A	15,862
1988	11,849	3,671	15,520	0	N/A	15,520
1989	10,868	3,078	13,946	0	N/A	13,946
TOTAL	89,357	37,890	127,247	105	N/A	127,356
PERCENT CHANGE	(25.2)	(60.1)	(37.3)	(100)	N/A	(37.4)

Appendix F (Continued)

SUMMARY: CIRCULATION STATISTICS

SCOTT COUNTY PUBLIC LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	71,041	36,580	107,621	4,031	0	111,652
1984	77,128	35,546	112,674	4,849	2,608	120,131
1985	73,798	31,173	104,971	3,337	13,244	121,552
1986	71,365	30,078	101,443	2,460	21,597	125,500
1987	74,279	27,956	102,235	2,479	38,844	143,558
1988	67,584	27,550	95,134	1,668	54,781	151,583
1989	66,720	22,834	89,554	1,144	57,603	148,301
TOTAL	501,915	211,717	713,632	19,968	188,677	922,277
PERCENT CHANGE	(6.1)	(37.6)	(16.8)	(71.6)	2,108.7	32.8

WISE COUNTY PUBLIC LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	127,354	59,249	186,603	13,241	6,262	206,106
1984	130,347	57,140	187,487	11,221	24,100	222,808
1985	127,833	53,995	181,828	8,146	39,088	229,062
1986	127,809	50,341	178,150	7,197	42,716	228,063
1987	134,257	46,843	181,100	5,612	79,853	266,565
1988	131,206	45,629	176,835	4,449	102,275	283,559
1989	138,011	43,965	181,976	5,041	91,719	278,736
TOTAL	916,817	357,162	1,273,979	54,907	386,013	1,714,899
PERCENT CHANGE	8.4	(25.8)	(2.5)	(61.9)	1,364.7	35.2



Appendix F (Continued)

SUMMARY: CIRCULATION STATISTICS

COEBURN COMMUNITY LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	42,239	21,774	64,013	1,629	5	65,647
1984	45,317	18,091	63,408	1,641	2,279	67,328
1985	43,987	20,654	64,641	1,378	13,744	79,763
1986	43,014	20,212	63,226	1,064	21,964	86,254
1987	42,070	18,682	60,752	875	41,140	102,767
1988	43,253	18,614	61,867	498	56,734	119,099
1989	44,298	17,552	61,850	519	65,674	128,043
TOTAL	304,178	135,579	439,757	7,604	201,540	648,901
PERCENT CHANGE	4.9	(19.4)	(3.4)	(68.1)	1,313,380	95.1

ST. PAUL BICENTENNIAL LIBRARY

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	28,799	20,761	49,560	1,579	107	51,246
1984	30,855	22,197	53,052	1,473	2,400	56,925
1985	31,717	20,920	52,637	1,268	7,827	61,732
1986	29,770	21,750	51,520	1,041	15,870	68,431
1987	29,498	20,421	49,919	665	34,872	85,456
1988	26,386	16,936	43,322	414	41,484	85,220
1989	23,763	10,524	34,287	421	45,390	80,098
TOTAL	200,788	133,509	334,297	6,861	147,950	489,108
PERCENT CHANGE	(17.5)	(49.3)	(30.8)	(73.3)	42,320.6	56.3

Appendix F (Continued)

SUMMARY: CIRCULATION STATISTICS

C. BASCOM SLEMP MEMORIAL LIBRARY  
(BIG STONE GAP)

<u>Fiscal Year</u>	<u>Adult Books</u>	<u>Juvenile</u>	<u>Total Books</u>	<u>Other Non- Books</u>	<u>Video</u>	<u>Grand Total</u>
1983	61,109	35,770	96,879	4,965	0	101,844
1984	68,627	35,293	103,920	3,339	5,434	112,693
1985	65,509	33,042	98,551	2,375	16,343	117,269
1986	60,719	34,699	95,418	2,584	19,363	117,365
1987	60,771	31,327	92,098	2,452	36,980	131,530
1988	58,757	29,704	88,461	1,473	47,427	137,361
1989	60,547	26,660	87,207	1,277	49,160	137,644
TOTAL	436,039	226,495	662,534	18,465	174,707	855,706
PERCENT CHANGE	(92.0)	(25.5)	(9.9)	(74.3)	804.7*	35.2

\*Percent change from FY 1984.

# Appendix G

## BOOK TURNOVER RATE, BY COUNTY

### FY 1989

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	175,679	251,537	1.4	65,118	110,913	1.5	1.5
Dickenson	48,525	69,100	1.4	17,451	30,945	1.8	1.5
Lee	46,000	68,622	1.5	18,996	29,948	1.6	1.5
<u>Scott</u>	<u>43,098</u>	<u>66,720</u>	<u>1.5</u>	<u>16,942</u>	<u>22,834</u>	<u>1.3</u>	<u>1.5</u>
Totals	313,302	455,979	1.4	118,509	194,340	1.6	1.5

### FY 1988

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	175,529	259,602	1.5	63,914	109,219	1.7	1.5
Dickenson	49,038	86,732	1.8	17,316	30,359	1.8	1.8
Lee	45,509	69,041	1.5	18,730	32,604	1.7	1.6
<u>Scott</u>	<u>41,501</u>	<u>67,584</u>	<u>1.6</u>	<u>16,520</u>	<u>27,550</u>	<u>1.7</u>	<u>1.6</u>
Totals	311,577	482,959	1.5	116,480	199,732	1.7	1.6

### FY 1987

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	172,575	266,596	1.5	63,007	117,273	1.9	1.6
Dickenson	49,024	79,120	1.6	16,963	24,954	1.5	1.6
Lee	44,080	71,785	1.6	18,398	37,757	2.1	1.8
<u>Scott</u>	<u>39,746</u>	<u>74,279</u>	<u>1.9</u>	<u>16,195</u>	<u>27,956</u>	<u>1.7</u>	<u>1.8</u>
Totals	305,425	491,780	1.6	114,563	207,580	1.8	1.7

Source: VSL and JLARC staff analysis of LPRL circulation statistics, 1990.

Appendix G (Continued)

BOOK TURNOVER RATE, BY COUNTY

FY 1986

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	168,511	261,312	1.6	61,154	127,002	2.1	1.8
Dickenson	47,155	78,272	1.6	16,555	31,212	1.9	1.7
Lee	43,729	82,469	1.9	17,877	38,582	2.2	2.0
<u>Scott</u>	<u>38,769</u>	<u>71,365</u>	<u>1.9</u>	<u>15,862</u>	<u>30,078</u>	<u>1.9</u>	<u>1.9</u>
Totals	298,164	493,418	1.7	111,480	226,874	2.0	1.8

FY 1985

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	167,303	269,046	1.6	59,172	128,611	2.2	1.8
Dickenson	46,409	74,473	1.6	16,295	31,411	1.9	1.7
Lee	43,806	84,754	1.9	17,394	37,062	2.1	2.0
<u>Scott</u>	<u>39,210</u>	<u>73,798</u>	<u>1.9</u>	<u>15,391</u>	<u>31,173</u>	<u>2.0</u>	<u>1.9</u>
Totals	296,728	502,071	1.7	108,252	228,257	2.1	1.8

FY 1984

	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	159,872	275,146	1.7	56,134	132,721	2.4	1.9
Dickenson	45,590	73,992	1.6	15,628	31,139	2.0	1.7
Lee	42,431	80,708	1.9	16,536	43,040	2.6	2.1
<u>Scott</u>	<u>38,091</u>	<u>77,128</u>	<u>2.0</u>	<u>14,579</u>	<u>35,546</u>	<u>2.4</u>	<u>2.1</u>
Totals	285,984	506,974	1.8	102,877	242,464	2.4	1.9

Source: VSL and JLARC staff analysis of LPRL circulation statistics, 1990.

Appendix G (Continued)  
BOOK TURNOVER RATE, BY COUNTY

FY 1983							
	<u>Adult Books</u>	<u>Adult Circ.</u>	<u>Adult T/R</u>	<u>Juvenile Books</u>	<u>Juvenile Circ.</u>	<u>Juvenile T/R</u>	<u>Total T/R</u>
Wise	150,115	230,702	1.5	54,686	137,554	2.5	1.8
Dickenson	43,205	70,237	1.6	15,271	32,508	2.1	1.7
Lee	40,793	90,038	2.2	16,248	48,804	3.0	2.4
<u>Scott</u>	<u>35,616</u>	<u>71,041</u>	<u>2.0</u>	<u>14,155</u>	<u>36,580</u>	<u>2.6</u>	<u>2.2</u>
Totals	269,729	462,018	1.7	100,360	255,446	2.5	1.9

Source: VSL and JLARC staff analysis of LPRL circulation statistics, 1990.

## Appendix H

### AGENCY RESPONSES

As part of an extensive data validation process, each State agency involved in a JLARC assessment effort is given the opportunity to comment on an exposure draft of the report. Appropriate technical corrections resulting from the written comments have been made in this version of the report. Page references in the agency responses relate to an earlier exposure draft and may not correspond to page numbers in this version of the report.

This appendix contains the following responses:

- State Librarian
- Chairman, Lonesome Pine Regional Library Board of Trustees
- Members, Lonesome Pine Regional Library Board of Trustees
- Lonesome Pine Regional Library Director

Additional letters from one member of the board and the library's assistant director have not been included at the request of those individuals.



# COMMONWEALTH of VIRGINIA

VIRGINIA STATE LIBRARY

and

ARCHIVES

ELLA GAINES YATES  
STATE LIBRARIAN

(804)786-2332

June 5, 1990

Mr. Philip A. Leone, Director  
Joint Legislative Audit and Review Commission  
General Assembly Building, Suite 1100  
Capitol Square  
Richmond, VA 23219

Dear Mr. Leone:

The Virginia State Library and Archives is most appreciative of the administrative review conducted by your agency at the Lonesome Pine Regional Library.

The report is thorough and in-depth. The recommendations numbers 1 through 27 are accepted, although there is concern as to how these recommendations can be addressed with the paucity of professionally trained personnel in the system.

One of the greatest weaknesses of the Lonesome Pine Regional Library is its need for professionally trained library staff. By professional library standards, there should be at least one professional staff member in each of the branches for the efficient and effective coordination of programs, readers' guidance, reference services, and children's and young adult services. Professional librarian status is acquired through earning a college degree plus a master's degree (1-½ to 2-year program) from a library school accredited by the American Library Association. In the master's programs intensified training is given on books and materials, how to evaluate materials, how to conduct programming, reference tools, research methods and principles, media, management, technological applications in information services, and practicum training in a library environment. The management component has been added to the master's level training in library schools within the past 12 to 13 years; and on-the-job training became an unacceptable norm for professional competencies in the mid 1950's.

The Continuing Education opportunities and training workshops offered by the Virginia State Library, Library Development Division are effective, but cannot bring untrained library staff to the proficiency level of a professionally-trained librarian with a master's level degree. Staff from the Lonesome Pine Regional Library do attend sessions for para-professionals, and the director attends sessions that are applicable for the certified librarian.

The staff composition of some 62 persons is good for the area served. Four professionals out of the 62 is a weakness in that too much responsibility is placed on overburdened staff to render efficient and effective service. Until more professionally-trained personnel are added to the staff, it will be extremely difficult to resolve a number of service problems there.

Sincerely,

A handwritten signature in cursive script that reads "Ella Gaines Yates".

(Mrs.) Ella Gaines Yates  
State Librarian



# COMMONWEALTH of VIRGINIA

VIRGINIA STATE LIBRARY

and

ARCHIVES

LLA GAINES YATES  
STATE LIBRARIAN

JUL 16 1990

(804) 786-2332

## MEMORANDUM

TO: Mr. Philip Leone, Director  
JLARC

FROM: Mrs. Ella Gaines Yates *Ella Gaines Yates*  
State Librarian

SUBJECT: RECOMMENDATIONS ON THE LONESOME PINE REGIONAL LIBRARY  
STUDY

Following a priority assessment of the needs articulated for the Lonesome Pine Regional Library system, the Virginia State Library makes the following recommendations which provide an avenue of addressing the JLARC study with a degree of alacrity. The considerations are as follows:

1. The Virginia State Library and Archives (State Library) will offer management training in 3 days sessions in August, 1990. The Board of the Lonesome Pines Library should designate specific staff to attend even if some branches are temporarily closed to permit staff time for this training in Richmond.
  - A. Sessions will be held for non-certifiable staff, new library personnel in the state (professional and non-professional), and staff who serve in small, rural, or one-man branch library operations.
  - B. Training components will be in 2 sections:  
  
One for professional librarians and one for para-professionals in charge of branch services.
2. The State Library can provide assistance to the Library Board in:
  - A. Establishing a collection development policy,
  - B. Drawing up a job description, and measurable standards for the new director to be hired,
  - C. Drawing up job descriptions and standards for all staff in the regional system, and
  - D. Establishing a fair and equitable pay scale for the system.



3. As the Board considers hiring a new director, strong consideration should be given to increasing the professional staff level. One measure to address this need could be "floating" certified librarians, if one professional cannot be hired for each branch. The three categories recommended are listed in priority order:
  - A. A Children's and Young Adult professionally trained staff person.
  - B. A professionally trained Reference librarian, with skills in adult programming, and reader's advisory services.
  - C. One librarian for Outreach Services whose thrust will be reaching the "unreached," working with schools and working with county agencies in an effort to reach and attract children and adults who are not availing themselves of the libraries and services offered.

These three librarians should work out of the Lonesome Pine Regional Headquarters Library and answer directly to the regional library director. They should be regularly scheduled to be in each of the branches as leaders, instructors, and resource people.

EGY/jct

324 Chestnut Street  
Norton, Virginia 24273  
June 3, 1990

JUN 07 1990

Mr. Philip A. Leone, Director  
Joint Legislative Audit and Review Commission  
Suite 1100, General Assembly Building, Capitol Square  
*Richmond, Virginia 23219*

Dear Mr. Leone:

I consider JLARC's exposure draft of the Lonesome Pine Regional Library redundant, inconsistent, unrealistic, and contradictory.

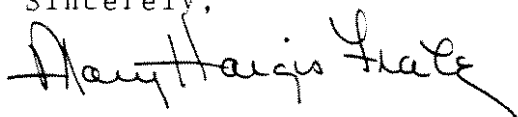
For the most part, your recommendations are far fetched pie in the sky pipe dreams. You do not seem to have any concern that this area has recently experienced a long unpleasant devastating coal strike which multiplied the complexities of an already unstable economy. I also feel you are applying metropolitan concepts to a rural situation.

I resent many of your detremental accusations of Theda Gibson. None of us are perfect, however, you have ignored her many attributes. This woman has devoted twenty-five years of her life to LPRL. Clearly she could not have attained the goals set by herself and LPRL trustees in the past had she been inaccessible. Miss Gibson is a genteel woman who conducts herself in a ladylike manner.

I would advise you to include recommendations to the Wise County Board of Supervisors, the Norton City Council, and, particularly, Lee, Scott, and Dickenson Boards of Supervisors how THEY can be more cooperative, courteous, and receptive to LPRL.

Obviously, your interviews with the Wise County and Norton trustees bore little, if any, weight in the report. I would be remiss in approving your report as it is presently written. Untill you have made major revisions, I will not accept this report.

Sincerely,



Mary Hargis Fraley  
Chairman, Lonesome Pine Regional  
Library Board of Trustees

June 1, 1990

JUN 6 1 1990

Mr. Philip A. Leone  
Director  
Joint Legislative Audit and Review Commission  
Suite 1100, General Assembly Building, Capitol Square  
Richmond, Virginia 23219

Dear Mr. Leone:

We have received and reviewed the exposure draft of your report on the Lonesome Pine Regional Library System. We would like to commend you and your staff for the content of this report. You have pointed up the problems that this organization's board has been experiencing. The report is in-depth, fair, and very well done.

We appreciate the recommendations and will strive to improve the system by putting these recommendations in place. This accomplished, we will be most happy to remain within the regional system. We have always maintained that regional membership is appropriate for Scott County if the system is operated properly and fairly.

Again, our personal thanks to you and members of the Commission for a job well done.

Sincerely,

*Anita B. Steiner*  
*Larry Gillenwater*

Anita Steiner  
Larry Gillenwater  
SCOTT COUNTY TRUSTEES  
LONESOME PINE REGIONAL LIBRARY

ONESOME PINE REGIONAL LIBRARY

WISE COUNTY PUBLIC LIBRARY  
P.O. BOX 1379  
WISE, VIRGINIA 24293  
03 / 328 - 8061

JUN 1 5 1990

Regional Librarian  
Theda F. Gibson

June 2, 1990

Mr. Philip A. Leone, Director  
Joint Legislative and Review Commission  
Suite 1100  
General Assembly Building  
Capitol Square  
Richmond, Virginia 23219

Dear Mr. Leone:

I have read the draft of your report on the Lonesome Pine Regional Library. The copy of the first letter that I received from you, dated December 28, 1989, said that you would make an audit of the funds appropriated to the Lonesome Pine Regional Library with both program and financial components included. I believe that the finances should have received equal space with your theories of library programs in the report, but the handling of finances is barely mentioned. I only found three sentences concerning handling of funds, and they all included qualifications.

On page "i" of the Summary the last sentence addresses our handling of funds. "There is also no evidence of any financial impropriety or any substantial inequity in the allocation of funds among the local branches." Will you please explain what inequity was found even though it was not substantial?

On page 64 the first and second sentences of the second paragraph read, "Review of the Lonesome Pine Regional Library's financial records indicates that expenses for the system appear to be appropriately allocated among the participating localities. An Auditor of Public Accounts (APA) review of the audits performed for the LPRL revealed that the 'substance of the information presented in the statement appear to be reliable.'" Will you please check to be sure and include your findings in the report?

Just before this audit was requested there was a great deal of newspaper publicity about mishandling of funds. Because funds have been the main source of distrust and continuous problems for the library system since the establishment, I REQUEST THAT THE FINANCES BE DISCUSSED FULLY IN THE REPORT.

I hate to lower myself to the level necessary to answer this report; but it can only be answered point by point in the same style that it is presented.

In my opinion the report is very poorly written, and the content is even worse. It is repetitive and has too much detail on subjects that are

Mr. Leone, page 2

insignificant and no discussion on some important points. The report is full of opinions that are stated as facts, inaccurate statements, and petty gossip and comments. I cannot imagine that you would want to produce a report that was not accurate on all points, or a report totally without dignity.

I have made an extra copy. Since it was easier to mark small corrections on the sheets in some cases I have marked directly on the sheets, and I will attach them to this letter. In the interest of speed and simplicity I have used "you" when referring to the JLARC reporters, and "I" or "we" in our replies.

Comments on Summary ii

In the last paragraph you state that the percentage of staff expense at LPRL is virtually identical to five comparator regional systems.

Your figures are for FY 1989. We do not have access to 1989 figures so I have added columns for the systems you have used on Table 7 on page 84 and have used 1988 figures. To show a complete picture these additional categories are necessary. See copy attached.

To properly judge the economy of the LPRL operation as compared to others you would have to also use the other statistics to compare the workload of the staff. LPRL is lacking in trained librarians as compared to the other systems. Two of us work long hours and the other one works steadily and efficiently for the total work day. The two who have most of the personal contacts (patrons, employees, etc,) have to work after regular hours and on weekends to keep their desk work done. All three are working librarians and not just figureheads.

Summary iii

LPRL has more outlets to staff than the other comparators. Circulation is higher, yet you state that LPRL only appears to be relatively efficient in managing its collections.

Summary iv

You state that circulation is a problem. LPRL circulation last year was 1,176,281, which was much higher than any of the comparators. I do not think that circulation over one million in this rural section of the state is a big problem area.

Summary v

A great deal of space and criticism was given to the fact that AV purchases topped book purchases in 1987-88. See your Table 11 on page 100.  
(Copy follows)

Mr. Leone, page 3

The fact that we spent more funds on A-V materials than books in 1987-~~88~~<sup>89</sup> was a human error that we regretted, but the fiscal year had ended before we discovered the mistake. The LPRL bookkeeper always gives the book selectors a monthly report on money available for books in each county. ( See copy of last month's report attached.) 1987-88 was our current bookkeeper's first year here. She did not realize that she should include the money Wise County appropriates for books in these reports. The book selectors did not realize that the money was available and curtailed purchases. Wise County local funds for books and all donations from individuals for book purchases were carried over into fiscal year 1988-89.

Page 19

I have no idea where you got the LPRL organization chart you have reproduced on page 19. I have never seen it before and it is certainly not correct. I gave you a copy of our organizational chart earlier but I am enclosing another copy. It is nothing like the one you have included in your report.

You mention repeatedly that the technical services librarian should have more responsibility. On the chart you have included in the report you show her standing alone. On our chart it shows that she shares responsibility of supervision with the other two librarians and that it is way it is intended to be.

By definition the TSL is supervisor of the technical services department. At least three of her assignments could be a full time position if we could allow that much time for them: 1. Cataloging  
2. Children's services 3. Book selection

This librarian came to the library about 14 years ago as a secretary. She then moved to technical services as a clerk. Her title was changed when she received her master's degree. She has been very disappointed because the staff did not change their attitude toward her.

Page 20

You suggest that we might send some materials through the mail as an alternative to van deliveries. We have always done that. If we think that a request is needed promptly and it can get to the branch quicker than by van, we send it by mail. If any regional employee is going to a branch they take anything destined to that branch. (I really hope that we would not fail to recognize anything that elementary.)

In the list of the library director's duties in the personnel manual fund raising is not included. It is listed as a duty of the trustees. These lists are standard. Very few librarians would have time to raise funds unless they were in a public relations position.

Mr. Leone, page 4

Page 20 continued

I cannot understand how you could possibly say that "the library director retains authority for making the final determination regarding which materials are purchased for the branches."

All of the materials are selected from reviews. The selector reads the review and uses her judgment about ordering the books. The subject, quality, funds available, and need in each location is considered by the selector from the content of the review. She marks her decision on the review source for the order clerk. Titles are often misleading and there is no way I could decide about a purchase by looking at the title on an order card. Besides the impossibility of such a system, I would not have time to do such a silly thing.

You obviously do not realize the magnitude of the work in administering a system of this size. You suggest that two of the three librarians travel a large part of the time, two people get involved with each order that goes out, and that all three act as bosses. Most of the employees know their jobs and require little or no supervision.

Page 26

You state that internal conflicts within the regional headquarters appear to interfere with effective management of the system.

When some of the newspaper articles following the Scott County grievance fiasco were saying so many ugly things last year, the regional staff sent a letter to all the local newspapers in my defense. I am attaching a copy. It think it is an excellent letter, and it shows that attitudes change as circumstances touch employees personally. .

Some members of the regional staff want to leave the office for the public service area as openings occur because those employees have more job security. I sympathize with them, but they were hired for office jobs and do not always suit the positions in public service.

As you know, we recently had a vacancy and three employees applied. One of the ones who was not selected filed a grievance, but the library board did not reverse our decision. A limited rebellion followed. All of the employees are not involved. The ones who are involved have bragged to anyone who would listen that they were going to get me fired by making wild statements and attributing them to me. I have been told that the JLARC investigators, in their interview with them, told them that they need not worry because they were going to take care of me. (After seeing your report I tend to believe that.)

The regional staff and I have had an excellent working relationship over the years - unless something happened that they did not like. ~~They~~ They know how hard I worked to get a pension plan for them, additional

holidays, salary increases, etc. They know that they never had to feel that they were under a strain. The work atmosphere was always informal.

A lot of our employees are not malcontents, and several previous employees who have very positive attitudes still live in the area. To get a true picture of the situation you need to talk to a representative group.

The report mentions several times that I try to worry the regional employees by telling them that the branch staff and the library board are hostile to the regional staff. That is not true. I do not have to tell them anything about that. They tell me things that I did not know.

Regional employees work in branches often and they come back telling all sorts of horror stories. Delivery clerks also come back and repeat things they have heard. Some of the employees have heard directly from the library board members that they think the regional staff should be reduced. Several of them have typed letters I have written over the years to the various county administrators justifying the number of regional employees and explaining in detail what each one does. In other words this is a well known situation.

The majority of the staff in the branches resent the fact that their county pays a percentage of the salaries of the regional employees and that fact is known by almost anyone who has ever entered one of the libraries, including patrons and employees. That is and always has been the most popular subject of conversation. The gist of the talk is that "they" use the money from "our" county to hire all of that gang to "sit" in Wise and will not hire the help "we" need. Every personnel manager we have had has expected to get through to them, but they have failed because it is impossible. I have tried everything I could think of trying, but I have also failed.

We have had some open-minded and intelligent board members over the years. Several years ago they suggested that we have every employee in the system come to Wise to work for a week so they could see and understand the mass of work to be done. They came with a closed-mind, and if even one employee changed as a result it was not evident.

The best explanation I have heard for these attitudes was made by a board member, an experienced businessman, who said that the employees in his county were strongly union-minded and that they really believed that they had to be against the establishment. He also said that we need not hope for a change as long as they are employed there, and they are still employed.

The report also mentions several times that I do not have a good relationship with local officials. That was news to me. I have never been anything but nice to them, and they have never been anything but nice to me. I have always been available to explain anything they



Mr. Leone, page 6

did not understand. I have invited them to the office for a first-hand examination of the operation. I have answered long lists of questions by letter. They do get negative reports from the local employees and they probably cannot separate truths and untruths.

Page 28

You state that local officials do not believe that the library director was accessible for meetings or discussions. A good way to clear up that question would be to ask, then they would know and would not have to believe. In my 25 years I have never failed to attend a meeting when I was asked. I have never failed to talk to someone who came to the library. I have never failed to talk to anyone on the telephone. I have been complimented on my accessibility. Years ago a staff member from the State Library said that it was well known that Howard Smith, then director of the Richmond Public Library, and I were the two most accessible librarians in the state.

I think that it is totally unsuitable in a supposedly factual report of this kind to say that a local official said that I have an "arrogant attitude." In the next sentence you state that I told the official that Wise and Norton could have a regional library. He asked that question and I told him that they could. That is true. These statements are only opinion and have no place in a factual report. I think that they should be removed or balanced with some positive opinions.

Pages 29, 30, and 31

We are back to the chain of command and the phantom organization chart. Please see discussion of Page 19. I do not think it is necessary to discuss it again and again.

Page 33

The statements on this page are absolutely untrue. Similar statements were discussed the last time you brought it up. Please see discussion of Page 26.

At the end of the second paragraph you mention that I made critical remarks about the branch supervisors. I do not have much contact with them (for which you have criticized me often) and I do not know why I would have occasion to discuss them. Some of the regional employees do have daily contacts with them and they laugh at them, call them stupid, call them uncooperative, call them two-faced, and on and on.

Page 37

I quote from the second paragraph, "... the director stated that she had wanted all along to use regional staff for the project but had been waiting for someone to tell her to do it." This statement is slightly

Mr. Leone, page 7

confused. In the interest of the entire region I knew that the regional staff should be helping to complete the union catalog; but because of all the jealousy over the work of the regional staff I dreaded to go through what would follow if the branch people heard that they were working on the books housed in the Wise building. The strong directive from the State Library staff member gave us the backing we felt we needed to go ahead.

One of the advantages of a regional library system is that expensive but little-used books can be placed in the main library but not duplicated in the branches. These books should be considered regional anyway; they are not really Wise books. I do not know any words in the English language that would explain this to the branch employees. Also, this is another expense that Wise County pays for the region. Technically these books should have been handled by the regional staff.

In discussing the question of equal time, boxes of books are brought to the technical services office each week. The staff in the branches has had trouble with linking them. These books have already taken more time than was spent on the books in question and will continue until the project is completed. The assistant director works with these books.

Page 38

In the second paragraph you state that LPRL's director "claimed." Anything I said was true, and I do not appreciate the insinuation that it was not. In the same paragraph you state that "she claimed that the chairman of the board of trustees." I did not say the "chairman". It was a board discussion.

Page 39

In the second paragraph you stated that "a written statement obtained from one current board member indicated that the director has claimed that the Wise Conversion was performed by students hired through money provided by a private individual." It would take an IDIOT to make a statement like that and expect anyone to believe it. Again, I cannot believe that you would include this in a serious report.

This statement probably came from the same trustee who stated in a newspaper article that I told the trustees that they could not go in their library as long as they were on the library board. I do not think that there are two people in the world who would make such statements.

Mr. Leone, page 8

Page 41

In the second paragraph you state that upon conversion of the Wise Branch the supervisor received a letter from the director indicating that the board had commended her for the branch's progress on the project. This is not true. During work on the project and on the instructions of the library board we sent letters to all supervisors who were making an effort on the project, and a letter to all supervisors who were not making an effort. These were the only commendation letters that were ever sent. The supervisors who failed to improve after they received their letters of criticism were finally placed on probation.

I have had very little connection with the computer project. I never used Wise to the branches as a good example. I did not discuss the project with them at all.

We are criticized because we do not get the approval for day to day operations from the staff. This is foolish from a management standpoint. We would never get anything done because nothing would ever be approved. This also hold true for the library board. If the administration does not have the authority to carry on the day to day operations the library would stagnate.

Pages 42 and 43

We agree that human resources management is poor. Another position is absolutely necessary before this area can be properly covered.

Page 52

In the second paragraph you state that we have not allowed our personnel to take advantage of educational programs. You stated that only the Wise Branch Supervisor had "ever" attended an educational program, and that only one Supervisor reported having attended the VLA Conference.

I am listing below the employees who have attended the VLA Conferences in the last few years:

1988-89 Hazel Jesee, Mail Order  
Goldora Carico, Technical Services  
Delores Gibson, Technical Services  
Jennie Adams, Assistant Director  
Theda Gibson, Director  
Sheila Phipps, Dickenson County  
Norma Ferguson, Lee County  
Debbie Booher, Haysi

- 1987-88 Delores Gibson, Technical Services  
Karen McClellan, St. Paul  
Candace Hilton, Coeburn
- 1986-87 Martha Irvin, Big Stone Gap  
Jennie Adams, Assistant Director  
Anna Collins, Mail Order  
Elizabeth Gillespie, Wise County  
Donna May, Coeburn  
Theda Gibson, Director
- 1985-86 Jennie Adams, Assistant Director  
Debbie Booher, Haysi  
Carol Arwood, Scott County
- 1984-85 Arlie Hilton, St. Paul  
Linda Smith, Assistant Director  
Anna Collins, Mail Order  
Faye Slemp, Bookkeeper  
Goldora Carico, Technical Services

Other employees were offered the opportunity to go but they did not accept. In a year prior to the years listed 18 LPRL employees attended the Conference.

Our employees regularly attend meetings held by the State Library staff in Abindon, Marion, Wytheville, and Roanoke. Some of them have attended meetings in Richmond. Several of our employees have attended workshops in Knoxville and Atlanta.

For several years the West Virginia Library Association held two-week seminars on cataloging and reference at Marshall University. Two to six of our employees attended the meetings annually. ~~University in Huntington, West Virginia. Two to six of our employees attended the meetings annually.~~

The Library has paid the tuition and given time off from work to allow any employee to take Library Science courses at Clinch Valley College here in Wise. Only employees working in Wise have taken advantage of this offer. One year 12 employees took a reference course and another year seven employees took the reference course.

Page 52

You state that several branch supervisors state that they receive no professional periodicals in their branches. All of the larger branches receive Library Journal and Publisher's Weekly. The supervisor is Dickinson County requested that Library Journal be discontinued in their branch in order to have periodicals that would receive more use. These magazines are available for loan to all employees.

Mr. Leone, page 9

Page 76

Would you please explain the problems discovered even if they were not substantial?

Page 102

We have always provided exactly what the Library Board wants in their monthly reports. We have detailed reports on file, and they can have anything they want. They decide periodically what they want. Some groups want very little because a lot of information confuses them; some of them want detailed reports. We have had many budget workdays; sometimes with the whole board; other times I have gone to each county and worked on each county budget with the local trustees.

Without any variation, the budget is discussed at the Library Board meeting in January. The Board decides about the employee benefits they would like to provide for the employees for the coming year. The staff then prepares the proposed budgets based on operating expenses in the current year and any other factors that they know will effect the budget. The staff then prepares the budget, as they have been directed, for the board's examination in February. If changes are needed, they are made and the budgets are mailed out to the counties before March 1st.

Your criticism of the director for using poor judgment in asking for such large amounts in the budgets was misdirected. The staff never makes budget decisions as you have charged.

~~Page 104~~

Page 104

The primary duty of the library board is to secure adequate funds for library operation. They should understand the budget and be able to reinforce what we explain to the governing bodies. Most of the local governing officials have full-time jobs and would not be interested in being involved in making the budgets.

When Dr. Jonas, Mr. Fox, and Mr. Campbell visited our library the first time they told me that they were going to conduct a fair, thorough, and unbiased report on the Lonesome Pine Regional Library.

The biggest problem this library has is that some of the branch employees talk against the region constantly and always have. Even though you did not talk to me very much I cannot imagine that someone did not mention that. Their influence is strong with the members of the Boards of Supervisors at all times because they do not like to hear that their money is being used for the benefit of Wise County. Their

Mr. Leone, page 10

influence on the library board members varies. If the members are on a management level, the malcontents have little influence. If the members are not business oriented they sometimes have a great deal of influence.

Negative remarks about me and some about the assistant director are sprinkled all through the report, but there are no negative remarks about other staff, and please do not say that there are none to be made. Is this fair? Is this unbiased?

There is no way the report could be described as thorough. We have proof of every correction I have mentioned. Why were all of these statements made without checking the facts?

I was shocked when I heard that the investigation was complete. The introductory visit and requests for information were the only contacts I had had with the investigators. At the suggestion of a State Official I called Dr. Jonas and asked for an oppoortunity to have some input. The investigators did come here but the visit was "in name only." No input from me or the assistant director shows anywhere in the report. We are not surprised now that we realize that we were the "investigatees." We should have had a right to defend ourselves.

You had several months to prepare your report, and I had only a few days to answer. I know it is roughly prepared, but I do not have time to correct it.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Shirley Gibson", written in a cursive style.

Director

---

---

## JLARC Staff

---

### RESEARCH STAFF

---

#### Director

Philip A. Leone

#### Deputy Director

● R. Kirk Jonas

#### Division Chiefs

Barbara A. Newlin

Glen S. Tittermary

#### Section Managers

John W. Long, Publications & Graphics

Gregory J. Rest, Research Methods

#### Project Team Leaders

Teresa A. Atkinson

Linda E. Bacon

Stephen A. Horan

Charlotte A. Kerr

Susan E. Massart

Robert B. Rotz

Wayne M. Turnage

#### Project Team Staff

James P. Bonevac

Craig M. Burns

● Andrew D. Campbell

Julia B. Cole

Joe K. Feaser

● Stephen P. Fox

Joseph J. Hilbert

Lisa J. Lutz

Laura J. McCarty

Deborah L. Moore

Barbara W. Reese

Phoebe A. Roaf

E. Kim Snead

### ADMINISTRATIVE STAFF

---

#### Section Manager

Joan M. Irby, Business Management  
& Office Services

#### Administrative Services

Charlotte A. Mary

#### Secretarial Services

Angela R. Mitchell

Becky C. Torrence

### SUPPORT STAFF

---

#### Technical Services

Desiree Asche, Computer Resources

Kim S. Hunt, Associate Methodologist

Betsy M. Jackson, Publications Assistant

#### Interns

Mary S. Delicate

Leslie J. Little

Kimberly S. Williams

● *Indicates staff with primary  
assignments to this project*

---

## Recent JLARC Reports

---

*Organization of the Executive Branch in Virginia: A Summary Report*, January 1984  
*1984 Follow-up Report on the Virginia Department of Highways and Transportation*, January 1984  
*Interim Report: Central and Regional Staffing in the Department of Corrections*, May 1984  
*Equity of Current Provisions for Allocating Highway and Transportation Funds in Virginia*, June 1984  
*Special Education in Virginia's Training Centers for the Mentally Retarded*, November 1984  
*Special Education in Virginia's Mental Health Facilities*, November 1984  
*Special Report: ADP Contracting at the State Corporation Commission*, November 1984  
*Special Report: The Virginia State Library's Contract with The Computer Company*, November 1984  
*Special Report: The Virginia Tech Library System*, November 1984  
*Special Report: Patent and Copyright Issues in Virginia State Government*, March 1985  
*Virginia's Correctional System: Population Forecasting and Capacity*, April 1985  
*The Community Diversion Incentive Program of the Virginia Department of Corrections*, April 1985  
*Security Staffing and Procedures in Virginia's Prisons*, July 1985  
*Towns in Virginia*, July 1985  
*Local Fiscal Stress and State Aid: A Follow-up*, August 1985  
*1985 Report to the General Assembly*, September 1985  
*The Virginia Housing Development Authority*, October 1985  
*Special Report: Cousteau Ocean Center*, January 1986  
*Staff and Facility Utilization by the Department of Correctional Education*, February 1986  
*Funding the Standards of Quality - Part I: Assessing SOQ Costs*, February 1986  
*Proceedings of the Conference on Legislative Oversight*, June 1986  
*Staffing of Virginia's Adult Prisons and Field Units*, August 1986  
*Deinstitutionalization and Community Services*, October 1986  
*The Capital Outlay Planning Process and Prison Design in the Department of Corrections*, December 1986  
*Organization and Management of The State Corporation Commission*, December 1986  
*Local Jail Capacity and Population Forecast*, December 1986  
*Correctional Issues in Virginia: Final Summary Report*, December 1986  
*Special Report: Collection of Southeastern Americana at the University of Virginia's Alderman Library*, May 1987  
*An Assessment of Eligibility for State Police Officers Retirement System Benefits*, June 1987  
*Review of Information Technology in Virginia State Government*, August 1987  
*1987 Report to the General Assembly*, September 1987  
*Internal Service Funds Within the Department of General Services*, December 1987  
*Funding the State and Local Hospitalization Program*, December 1987  
*Funding the Cooperative Health Department Program*, December 1987  
*Funds Held in Trust by Circuit Courts*, December 1987  
*Follow-up Review of the Virginia Department of Transportation*, January 1988  
*Funding the Standards of Quality - Part II: SOQ Costs and Distribution*, January 1988  
*Management and Use of State-Owned Passenger Vehicles*, August 1988  
*Technical Report: The State Salary Survey Methodology*, October 1988  
*Review of the Division of Crime Victims' Compensation*, December 1988  
*Review of Community Action in Virginia*, January 1989  
*Progress Report: Regulation of Child Day Care in Virginia*, January 1989  
*Interim Report: Status of Part-Time Commonwealth's Attorneys*, January 1989  
*Regulation and Provision of Child Day Care in Virginia*, September 1989  
*1989 Report to the General Assembly*, September 1989  
*Security Staffing in the Capitol Area*, November 1989  
*Interim Report: Economic Development in Virginia*, January 1990  
*Review of the Virginia Department of Workers' Compensation*, February 1990  
*Technical Report: Statewide Staffing Standards for the Funding of Sheriffs*, February 1990  
*Technical Report: Statewide Staffing Standards for the Funding of Commonwealth's Attorneys*, March 1990  
*Technical Report: Statewide Staffing Standards for the Funding of Clerks of Court*, March 1990  
*Technical Report: Statewide Staffing Standards for the Funding of Financial Officers*, April 1990  
*Funding of Constitutional Officers*, May 1990  
*Special Report: The Lonesome Pine Regional Library System*, September 1990  
*Review of the Virginia Community College System*, September 1990





Suite 1100, General Assembly Building  
Capitol Square, Richmond, VA 23219  
(804) 786-1258

---

