

MEMORANDUM

TO: Village Council, Village of Pinehurst
Board of Directors, The Given Memorial Library

FROM: The Library Working Group¹

DATE: *Draft of January 17, 2019*

RE: Interim Report of The Library Working Group

1. Executive Summary

The Library Working Group was established following a Village of Pinehurst Council Meeting on January 23, 2018. This Working Group was organized by Council and the Given Memorial Library Board to evaluate the current library services provided in Pinehurst, to study opportunities to improve those services, to study the current structure of the public/private partnership, and to make recommendations to the Village Council and Library Board for improvements to library services, including space available, and the current structure of the public/private partnership.

The Working Group met on at least 25 occasions, and considered the following subjects and matters:

- The current state of the Given Memorial Library, including programs and services offered, adequacy of space requirements, and financial operations.
- Expert opinions of library personnel in North Carolina, as well as firms engaged in expanding, renovating and building libraries within the state.²
- The differences between a neighborhood library, a community library and a regional library, especially the common features of a modern community library, as well as funding by state, county and municipal governments.
- The future of the Library, including possible additional programming and expansion of its collection, and constraints thereon.
- The future of the Tufts Archives and viability of continued co-location with the Given Memorial Library.
- The Village's support for the Library, including past support for operations and capital projects, and how that compared to other similar municipalities.
- The possibilities for an expanded public/private partnership between the Village and the Library.
- The relationship between the Library and other libraries in the area and the state.
- Alternative sites for a possible library building in Pinehurst.
- Possible sources of funding for a new library.
- The need for further input from the Council and staff of the Village, the Board and staff of the Library, and especially the residents of Pinehurst.

¹ APPENDIX A identifies the members of The Library Working Group.

² APPENDIX B identifies individuals interviewed by The Library Working Group.

This interim report summarizes the Library Working Group's activities to date with the following recommendations to the Council and the Board.

- The Working Group recommends that the Village hire a professional firm to assist with a formal Needs Assessment in relation to future library services in Pinehurst. The Needs Assessment should be prepared in conjunction with a thorough exercise of community engagement facilitated by the professional firm. The report of the professional firm should identify a range of options with respect to facility use, space use, programs and services, as well as size needs.³

Estimated capital and operating costs thereof would be generated by the Needs Assessment for consideration by the Council and the Board. Three working assumptions are key:

- The shift from a primarily privately funded public library for Pinehurst to a primarily publicly funded library is likely to occur.
- The current structure housing the library may be devoted to the Tufts Archives precipitating the need to relocate the library.
- Should it be necessary to relocate the Given Memorial Library to a temporary location, the Village and the Library may work cooperatively to identify a suitable site and/or building.

The Library Working Group has explored existing buildings within the Village Center as potential homes for the library, as well as sites for new construction. The Library Working Group recognizes there may be no monetary advantage between a renovation and new construction.

The Library Working Group estimates that a \$25,000 expenditure would be required for a thorough Needs Assessment which would likely take 4 months to complete based upon third party discussions. To be determined is whether this funding needs to be underwritten entirely by the Village of Pinehurst or co-funded with the Library. The proposed scope of a Needs Assessment is defined in section 2.

- The Working Group recommends that the Council consider setting aside the \$1 million currently held in escrow for the benefit of the Library until such time as the Needs Assessment has been delivered and considered. These funds could be potentially used as seed money for a new library structure or renovation of an existing building.

The Working Group encourages you to read the remainder of this interim report which provides helpful background to the foregoing interim recommendations. In addition to the two appendices cited on page 1, **APPENDIX C** is particularly informative with a set of "rules of thumb" suggested to the Working Group by various library experts. **APPENDIX D** lists publications and other materials reviewed by the Working Group.

2. Scope for Needs Assessment

After preliminary meetings with a variety of library experts and building design firms, a formal community-driven assessment to define and scope the need for future library services in Pinehurst is recommended.

³ *Report on Present Use and Future Expansion*, Phillip Barton, 1996, validated a 1992 recommendation for a Pinehurst library facility of at least 12,500 square feet providing a total of 10,000 net square feet for library use.

The Needs Assessment will compile findings from the community including level of need for library services and programs, as well as provide a variety of details such as

- Facility use – such as program needs for children, teens and adults
- Space use – such as study, testing, research and reference, and meeting spaces
- Size needs – current size needs for library collection and other space use
- Staffing requirements – full-time and volunteer
- IT and furnishings recommendations
- Possible locations – including capital and operating costs

Additionally, the Assessment may include funding strategy options as may be achieved by grants and other state and private resources.

The estimated cost of such an initiative is \$25,000 and will likely take four months to complete, including community engagement meetings and workshops.

3. Description of the Library

Pinehurst had only a small lending library until 1963 when an endowment by Sarah Given Larson, in honor of her parents, John L. and Irene Heinz Given, along with a gift of land on the Village Green by Richard S. Tufts, gave birth to the Given Memorial Library. Our community remains grateful to the Larson, Given, and Tufts families, and many other private donors who have enabled this private library to serve effectively as the public library of Pinehurst since the 1960s. Although the Library to this date is principally funded by private donors, the Library has continuously operated on a no-fee basis for residents and non-residents alike.

The Library is space constrained. There is insufficient space to expand the Library's current collection and programming.

The current collection consists of approximately 17,000 volumes. This is roughly the same size as in the late 1960s, notwithstanding a tenfold increase in the population of Pinehurst. The Working Group was advised by a variety of library experts that a typical community library has a collection equal in size to between 1.5 and 5 times the number of its residents.

Current Library services include children's programs and certain educational programs, but these too are limited. Many of the educational programs also double as fundraising events.

Additional space and resources would allow the Library to expand programs for children, teenagers, job seekers, entrepreneurs and retirees. The Library has expressed an interest in becoming the "Family Room" of the Village, providing critical services and enrichment opportunities to residents at every stage of their lives. Many libraries are a source for assistance with technology, and solving technological roadblocks to learning. An ideal community library would have community meeting spaces, conference rooms (where book clubs, homework teams or volunteer groups could meet), a computer lab and several small tutoring rooms.

4. The Tufts Archives

Pinehurst has a rich history which has been documented and archived by the Tufts Archives, founded in 1975. The Library and the Archives are operated by a single private nonprofit corporation, and they share the current library building on the Village Green.

There is a very real opportunity for a significant additional private investment which could modernize the Tufts Archives and improve the existing building to meet ADA compliance, for example. It is envisioned that the expanded archives would occupy all of the shared space in the current building on the Village Green, precipitating the need to relocate the library. A modernized Tufts Archives could serve as a Museum of Pinehurst, and a center for golf architecture, benefitting the residents of Pinehurst and attracting additional tourists to the Village.

5. The Given Book Shop

The Library operates a used book shop, in the historic Pinehurst post office building. The Village contributed \$50,000 to the startup of the used book shop. The Given Book Shop, which houses a coffee bar and also serves as a rental venue space in the Village, is quite popular with the residents of Pinehurst. In fact, the opening of the Given Book Shop and other developments in the center of Pinehurst, such as an expanded Village Green, have been critical to the resumption of active village life following the closing of the post office.

6. A Public Private Partnership

The Library in its current configuration represents a public private partnership as follows:

- The Given Memorial Library's annual budget, excluding Tufts Archives' expenses, is approximately \$400,000 and is likely lower than most stand-alone library operations in North Carolina for similar-sized communities. This budget includes operating costs for the current Library staff and library services. It should be noted that a strong volunteer cadre defrays considerable staffing costs and there is no mortgage expense. Some current expenses for landscaping could be diverted to incremental library services.
- Most of the Library's funds are provided by private donors. However, the Village provides a current subsidy to the Library of \$100,000 per year, which is deeply appreciated by the Board and staff of the Library.⁴ For FY19, an additional \$100,000 was set aside as a contingency for a to-be-determined use in conjunction with assessing the Library's future needs; these funds have not been allocated at this time. It is anticipated that some or all of the estimated \$25,000 fee for the Needs Assessment could be drawn from the Village's contingency fund for the Library.
- The Village has attempted to assist the Library to expand in the past. In fact, over the last 6 years, the Village has made contributions to an escrow account toward a potential Library expansion. Funding included \$100,000 in 2013; \$300,000 in 2014 and 2015; and \$100,000 each year from 2016 to 2018. These funds, now totaling \$1 million, were to be used for the expansion of the existing building, but only if certain matching funds could be identified. At this point, it

⁴ For comparison, the Southern Pines budget for library services exceeds \$900,000 per year and is 100% municipally-funded.

appears that the matching funds by the library will not materialize. It also appears that expansion of the existing building is not possible due to the Village's National Historic Landmark status.⁵ Still, the \$1 million is held in escrow for the benefit of the Library until June 30, 2019.

- There is a strong working relationship between the staff of the Village and the staff of the Library. By title, the Mayor of Pinehurst serves as an ex-officio member of the Library Board.

It is difficult to say with precision what changes will be required to this public private partnership in the event a new library building is built. It seems likely that, with a newer larger Library, the Village of Pinehurst would provide a majority of the operational funding and a significant portion of the capital to build the new building, and this should be reflected in the terms of a new partnership. On the other hand, The Given Memorial Library is an established institution with a staff, endowment, collection, history and goodwill of its own, and will continue to have a role in the Library. Operating guidelines will need to be agreed to at the appropriate time.

7. The Pinehurst Elementary School

There is only one public school within the borders of the Village of Pinehurst: The Pinehurst Elementary School. The Moore County Schools are preparing to demolish the elementary school building and construct an entirely new and modern elementary school in its place. During construction, the elementary school will be relocated temporarily to property owned by the Village. Members of the Working Group informally approached the Moore County Schools about the possibility of combining resources to create a new community library on the grounds of the new elementary school but were informed that there was insufficient space to do so.

8. The Cannon Park Community Center

Explorations were made earlier in 2018 with the Village of Pinehurst about co-locating a library on the property selected for the Pinehurst community center. Architects and engineers deemed the property too small to accommodate sports fields, parking and an adjacent second building.

9. Preliminary Observations of the Working Group

Based on the information and advice it has gathered and assimilated, the Library Working Group makes the following preliminary observations:

- There are multiple types of public libraries in North Carolina. Funding for the majority is provided by county governments, and all have some state funding as well. There are only a dozen public libraries funded by municipalities in North Carolina. Of the twelve municipal libraries, only two have populations similar to Pinehurst.
- The Given Memorial Library is a charming neighborhood library, but it does not provide the level of community support and services which libraries in some other comparable locations provide.

⁵ The Pinehurst Historic District was awarded status as a National Historic Landmark in 1996. The National Park Service, which governs our landmark status, has insisted that Pinehurst comply with a "physical integrity" requirement – appearance the same as during the Period of Significance governing our award, from 1895-1948. This requirement prohibits an addition to the existing Given Memorial Library and Tufts Archives.

- In order to substantially expand library services, a new facility with more space will be required.
- In light of the Library's current financial position, it seems likely that much of the capital and operating costs of a new library would be borne by the Village and, ultimately, the Pinehurst tax payer.
- Although the Working Group could make conceptual recommendations, it is difficult to make any detailed recommendations prior to obtaining input from the residents of Pinehurst.
- The Village center is a favored location for the Library if a suitable site for renovation or new build can be located and secured.
- The Library Working Group encourages the Board and staff of the Library to improve the operations of The Given Book Shop to generate incremental funding for the Given Memorial Library.
- The Library Working Group learned that comparably-sized communities with municipal libraries tend to have much larger library staffs. The Library may want to consider making a proposal to the Village for directed funding to improve services to the community using available contingent funding by the Village.
- The Library should work diligently to initiate its application before June 30, 2019 to begin a provisional year in its quest to become a "public library" so that it can benefit from certain statewide programs available only to public libraries to improve services to residents of Pinehurst.

10. Other Matters Considered by the Working Group

Over the course of more than 25 meetings, the Working Group collected information and "rules of thumb" in relation to library operations and library buildings. These are summarized in Appendix C.

Following identification of next steps by the Village of Pinehurst Council and the Given Memorial Library Board, this Library Working Group is poised and very willing to continue leading these activities.

APPENDIX A

The Library Working Group

Mission

“Formed in February 2018, the Library Working Group is an *ad hoc* committee consisting of representatives from the Village of Pinehurst and the Given Memorial Library. The Library Working Group’s mission is to evaluate the current library services provided in Pinehurst, to study opportunities to improve those services, to study the current structure of the public/private partnership, and to make recommendations to the Village Council and Library Board for improvements to library services and the current structure of the public/private partnership.”

Representing the Library

Claire Berggren, Board Member
Bill Callison, Board Member and
Past Board Chair 2018
Stuart Mills, Board Member and
Board Vice Chair 2019
Audrey Moriarty, Executive Director
Diane Westbrook, Board Vice Chair 2018 and
Board Chair 2019

Representing the Village Council and Staff

John Bouldry, Council Member
Judy Davis, Council Member
Brooke Hunter, Financial Services Director
Jeff Sanborn, Village Manager

APPENDIX B

The Library Vision Panels

The Library Working Group conducted four Library Vision Panels – one with librarians within the state and two with architecture firms as follows

October 4, Alan Stagaard
October 11, Oakley Collier

October 16, Lynda Reynolds and Phillip Barton
October 18, Clearscapes

An illustrative agenda appears below.

Prior to conducting the Library Vision Panels, the Working Group met on June 7th with ModSpace, a modular space provider.

ATTACHMENT C	
LIBRARY VISION PRELIMINARY AGENDA	
Thursday, October 11, 2018 • 4:30 PM to 6 PM Pinehurst Village Hall • 395 Magnolia Road • Pinehurst NC	
Welcome and introductions	
Library functionality and resource requirements	
▪ What are the essential elements for a successful contemporary library? What do you see as the need for libraries in the future that we should consider? Any specific recommendations for Pinehurst? ▪ What is the relationship between the size of the library, the size of the collection, the staffing required and the annual operating costs of a library? What useful "rules of thumb" apply? ▪ What works to create a welcoming aesthetic for libraries?	
Cost considerations	
▪ What are the tradeoffs in renovations vs. new builds? ▪ What are the cost differentials for renovations vs. new builds? ▪ What advice to you have regarding needs assessments and financing requirements – capital and operational – and funding sources?	
Your experience	
▪ In building or expanding a library, what worked and what didn't work? ▪ What is the range of compelling reasons for a library plan?	
Final thoughts	
▪ What should we anticipate as the service time horizon for a new library, for either new construction or renovation? ▪ What is our top priority for this journey?	
Next Steps	

APPENDIX C

Rules of Thumb Suggested by Experts

The Working Group learned about size and space needs as well as other community's considerations for comparably sized libraries within our state. A number of illustrative examples follow.

- Library availability within community – Described as either drive time or miles, such as 15 minutes away or within 10 miles of residents
- Book collection size – A library's collection ranges from 1.5 to 5 times the number of residents
- Book collection space
 - Space to house book collection is roughly 10% of the size of the collection. For a collection of 17,000 volumes, 1,700 square feet of space is needed.
 - 10 volumes = one linear square foot of shelving = one square foot of space
 - Books/stacks/open reading areas drive the size of libraries and account for more than half of the library space
- General library design considerations
 - Facilities space design should not be for a single purpose to increase flexibility
 - Plan space that will be sufficient for the next 10 to 15 years, and include flexibility to add space that would be suitable 20 years out
 - In addition, the library building needs
 - Staff space – 150 square feet for each FTE
 - Lounge chairs – 40 square feet per chair
 - Computer stations – 45 square feet per station
 - A community meeting room – seating for 100
 - Conference room space and board room seating up to 25
 - Computer lab
 - Several small study/tutoring rooms – 55 square feet each
 - Kitchen space
 - Movable furniture to promote reconfigurations
 - IT, wireless access and carpet tiles deemed essential to modern library with plenty of floor outlets for laptops
 - One story building with line of sight minimizes staffing and cost
 - Ample parking is essential
- Staffing – 5 to 10 full-time employees in comparable communities like Clayton, Washington, Roanoke Rapids and Southern Pines
- Estimated cost for a new library building is \$250 to \$280 per square feet
 - Contemporary design costs less than traditional
 - Renovation expense may be equivalent to new build cost
 - Add 10% to 15% to the cost of construction for furniture, shelving and equipment

APPENDIX D

Bibliography

- Barton, Phillip, *Given Memorial Library, Report on Present Use and Future Expansion*, 1996
- Cozzolina, Phillip, *Library Subdivision Granted Final Approval*, The Narragansett Times, September 21 2018
- Daily, Laura, *Kayaks, ukuleles, neckties: The weird and useful things you can check out from local libraries*, Washington Post, October 30, 2018
- Garner, Amy K., *Action Guide for Re-Envisioning Your Public Library, Version 2.0*, Aspen Institute, 2017
- Garner, Amy K., *Rising to the Challenge – Re-Envisioning Public Libraries*, A report of the Aspen Institute Dialogue on Public Libraries, 2014
- Given Memorial Library, Schedule of Current and Hoped for Programming, including list of Characteristics of Best Libraries, and list of attributes of Best Community Library Services
- Given Memorial Community Survey
- Given Memorial GAP analysis
- Klinenberg, Eric, *To Restore Civil Society, Start with the Library – This Crucial Institution is Being Neglected Just When We Need It the Most*, New York Times, September 8, 2018
- Libraries in Municipalities with Populations Between 15,000 and 25,000*, Schedule and Graphic
- Library Facilities Study*, Fort Worth Library 2010 System Master Plan; Appendix Three: Facility Standards, Definition of Terms, page A3.5.
- Public Libraries and NC Live, Benefits of NC Live
- Resolution Recognizing the Given Memorial Library/Tufts Archives as Effectively Functioning as the Public Library of the Village of Pinehurst, March 18, 1996
- Schlipf, Fred and Moorman, John, *Repurpose with a Purpose: Converting non-library spaces into public libraries*, American Libraries Magazine, September/October 2018
- State Library of North Carolina, LSTA Grants
- Sullivan, Maureen, *Rising to the Challenge – Re-Envisioning Public Libraries – Facilitators Guide*, Aspen Institute, 2017
- Term Sheet for Village of Pinehurst-Given Memorial Library Escrow Agreement, May 2015
- Village of Pinehurst, 2017 Resident Survey
- Village of Pinehurst Demographic Information from ClearGov