

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: October 19, 2004

Action Agenda

Item No. 7-c

SUBJECT: Library Services Task Force Final Report

DEPARTMENT: Library

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

1. Task Force Final Report
2. Consultant's Report

INFORMATION CONTACT:

Dr. Evelyn Daniel, Chair, Library
Services Task Force
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PURPOSE: The Library Services Task Force has completed its charge and will present its Final Report to the BOCC.

BACKGROUND: In January 2004, the BOCC formally re-convened a Library Services Task Force and charged it with reviewing its original work from November 2001 and making recommendations on improving library services/facilities – especially as they related to the Central Library in Hillsborough and the branch library in Carrboro – by the fall of 2004.

The Task Force conducted a total of twelve meetings extending from May through October. A consultant, retired Director of Durham County Public Library Dale Gaddis, was retained by the Task Force (with financial assistance provided by the BOCC, the Friends of the Orange County Library and Friends of the Carrboro Library) in July to prepare a needs assessment of Orange County library facilities. Ms. Gaddis' report was issued on September 30, 2004, and provided material background for review and recommendations by the Task Force.

The Final Report at **Attachment 1** addresses the following major areas, among other opportunities as described:

- Construction of a new Central Library (including pros/cons on co-location at the planned Durham Technical Community College satellite campus Waterstone site);
- Consolidation of the Cybrary and McDougale Branch Libraries in Carrboro;
- Establishment of an Orange County Heritage Center; and
- Establishment of a Branch Library to serve the Efland - Cheeks Township.

A copy of the consultant's report is included as **Attachment 2**.

The Chair of the Library Services Task Force, Dr. Evelyn Daniel, will make the presentation to the BOCC.

FINANCIAL IMPACT: At this point, County staff has not conducted a thorough analysis of the direct or indirect costs associated with any of the recommendations by the Task Force. The BOCC would ultimately need to discuss and determine the overall magnitude and relative priority of any future capital project proposal alongside various funding scenarios for development/construction and on-going operational costs. The Library currently holds \$120,000 in a NC Collection Endowment Fund grant that can be used as a capital contribution towards a Heritage Center.

RECOMMENDATION(S): The Manager recommends that the Board receive the Final Report as information and provide feedback and direction to the Task Force and/or County staff as desired.

Library Services Task Force, Reconvened 2004

Final Report & Recommendations

October 19, 2004

The Library Services Task Force was appointed in January 2004 and charged by the BOCC

“to review the Library Services Task Force report of November 2001 and to make recommendations to improve library services/facilities in Orange County specifically related to the expansion of the Central library in Hillsborough and the branch library in Carrboro.

“Potential areas of study for the Task Force were: 1) pursue co-location of a new facility for the Central Library in Hillsborough with the Orange county campus of Durham Technical Community college scheduled to open in Fall 2006, and 2) possibly combine Carrboro library operation of a Cybrary and the McDougle Branch Library.”

Members of the Task Force were: Barbara Baker, DTCC; Bridget Booher, Friends of the Orange County Public Library; Keith Cook, At-Large; Evelyn Daniel, Library Services Task Force 2001; Amy Efland, Hyconeechee Board of Trustees; Mike Gering, Town of Hillsborough; Barry Jacobs, Board of Orange County Commissioners; Jessica Kem, Chapel Hill Public Library Board of Trustees; Senator Ellie Kinnaird, At-Large; Nerys Levy, Friends of the Carrboro Library; Diana McDuffee, Carrboro Board of Aldermen; Heidi Perry, Friends of the Carrboro Library; Jeffrey Schmitt, At-Large; Brenda Stephens, Director of Hyconeechee Library System; Lisa Stuckey, CHCCS; Kathleen Thompson, Director of the Chapel Hill Public Library; James Ward, Town of Chapel Hill.

Commissioner Barry Jacobs convened the first meeting and reviewed the charge and informed the group that the task force recommendations were to be completed and submitted by October 2004. Evelyn Daniel was elected chair.

All meetings were held at the Central Library conference room in the Whitted facility.

May 18, 2004

June 7, 2004

June 28, 2004

July 6, 2004 – Consultant with Library Director

July 12, 2004 – Consultant with LSTF members

July 20, 2004 – Orange County Library Staff met with the Consultant

July 26, 2004 – with Consultant

August 9, 2004 – with Consultant

August 18, 2004 – Archival Task Force, subcommittee of the LSTF

September 7, 2004 – with Consultant

September 20, 2004 – with Consultant

October 12, 2004

In June 2004, the BOCC approved hiring a library consultant to provide recommendations on the size needed for a library headquarters facility for Orange County and guidelines on co-locating library facilities using professional library standards and community needs. Dale Gaddis, retired Director of Durham County Public Library was engaged as the consultant. Her final report was delivered on September 30, 2004 and is attached.

The Task Force members and consultant have thoroughly investigated the charge and reviewed the consultant's report and recommendations. Members have worked very diligently to provide this report in a short period of time.

Below are the recommendations that we are making:

- 1) That Orange County adopt a long range library facility plan that takes into consideration the needs of the entire county and is based on 20 year population projections. (*Long-Range Library Facility Planning, Recommendation #1, pgs 11-13*)
 - 2) That the Orange County Public Library develop a comprehensive 3 – 5 year strategic action plan that places priority on achieving a vision of countywide equitable library services and resources for all citizens of Orange County. (*Long-Range Library Facility Planning, Recommendation #2, pg 13*)
 - 3) That a new Orange County Central Library be constructed in the vicinity of Hillsborough, a central location for the County. The recommended size range of the facility is between 30,000 – 65,000 square feet based on the equations provided by the consultant using design population estimates for 2025. (*Long-Range Library Facility Planning, Recommendation #3, pgs 13-17*)
- Pursuant to our charge, the Task Force investigated the advantages and disadvantages of a co-located facility on the DTCC site in Waterstone.
 - Advantages:
 - The site is centrally located and would be convenient to the needs of the total county population;
 - A substantial synergy between DTCC students and county residents would be realized;
 - The tax burden would be reduced through facility cost sharing and co-use of the land;
 - Users of the new facility would have access to a larger, broader collection. Public library patrons would have access to other DTCC resources; students would have access to a significantly larger collection;
 - The dual collections of a combined public and community college library would enrich the experience of students in the proposed middle college high school program;

Disadvantages:

- There are unresolved issues related to DTCC restrictions / expectations about maximum square footage for a new library facility;
- Concerns have been expressed about the loss of the Orange County Public Library from Central Hillsborough;

If a new central library is constructed at Waterstone, the Task Force recommends that a library presence continue in central Hillsborough in conjunction with the proposed Orange County Heritage Center (see recommendation 5 below).

4) That the Carrboro Library Workgroup recommendations be supported and that a southwest regional branch library be established combining the collections, staff, and services presently located at McDougle Middle School Carrboro Branch and the Century Center Cybrary. This branch should be centered in the town of Carrboro. (*Long-Range Library Facility Planning, Recommendation #4, pg 17*)

5) That an Orange County Heritage Center be established to make accessible the local history materials now located in the central library as well as appropriate materials from other archival collections in the county such as from NC Room of the Orange County Public Library, Burwell School, Carrboro Branch Library archives, Orange County Historical Museum, and Hillsborough Historical Society. The Orange County Public Library currently holds \$120,000 in a NC Collection Endowment fund for use as a capital contribution toward this facility. (*Long-Range Library Facility Planning, Recommendation #3, pg 16*)

6) That the Chapel Hill Public Library be recognized as a significant partner in, and primary service provider of, library services to southeastern Orange County. (*Long-Range Library Facility Planning, Recommendation #8, pg 19*)

7) That the Orange County Public Library establish a branch library to serve the central west area of the county centered on Cheeks Township, that will accommodate the future population growth of this area over the next 10 - 20 years. A possible synergy might be a co-located facility with Middle School #3 of the Orange County school system. (*Long-Range Library Facility Planning, Recommendation #5, pgs 17-18*)

8) That the population in the northwest area of the county centered on Cedar Grove Township be served by the Cedar Grove Branch Library in the Northern Orange County Human Services Center. This branch library needs to be monitored and plans be considered to expand the library facility in the future. (*Long-Range Library Facility Planning, Recommendation #6, pg 18*)

9) That the rural community be evaluated for the establishment of cybraries or small branch libraries to provide access to library resources at these more distant sites. (*Long-Range Library Facility Planning, Recommendation #7, pgs 18-19*)

These recommendations were approved by the Library Services Task Force Members on October 12, 2004.

Orange County Public Library

**Long-Range Library Facility
Planning
Through 2025**

**Dale Gaddis
Library Consultant
September 2004**

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Executive Summary

In January, 2004, the Orange County Board of Commissioners appointed a Library Services Task Force to review the recommendations a previous task force had submitted to the County in 2001 regarding library services and to “subsequently make recommendations to improve library services and facilities specifically related to the expansion of the Central Library in Hillsborough and the branch library in Carrboro.” Specific areas of interest were the potential for co-location of a new central facility with the Orange County campus of Durham Technical Community College (DTCC) and combining the operations of Carrboro’s McDougle Branch Library and Cybrary into one branch library facility.

The Task Force began its work in May and contracted with library consultant Dale Gaddis in July to assist with needs assessment and development of recommendations.

It became very evident from the outset of the work of the Task Force that the recommendations for the central library and the Carrboro facility needed to be part of a larger vision for the county as a whole. As a result, the recommendations being presented are more comprehensive in scope than originally requested. Details are submitted only for the areas of priority identified in the charge from the Board of County Commissioners; however, if the County is to be successful in addressing these areas, it is important for the County and library administration to recognize and address the broader planning issues.

Summary of Significant Findings

- The population of the county as a whole values education and is supportive of library services, but it is confused by the current system of library governance and funding responsibilities.
- The development of library services for Orange County residents has been fragmented at best, resulting in great disparity in the level of library services provided throughout the county.
- The facilities and resources of the Orange County Public Library system are significantly below the standard required to provide effective public library services. Library staff has been creative and resourceful in “making do” with very limited resources.
- The population is growing at a high rate, with significant growth in the number of older residents and residents moving here from other countries. The central library has not been enlarged in over 20 years, despite the growth in population during the same period.
- The residents of the county depend heavily on the Chapel Hill Public Library to supplement the resources of the Orange County Library for their library needs. The presence of this library, operated by a separate jurisdiction, affects the planning of countywide library services.

- Orange County is proud of its history and rich in historic resources that are preserved by a number of institutions in Hillsborough, including the public library. Public access to these resources is limited, however.

Recommendations

1. That Orange County adopt a long range library facility plan as proposed in this document, which takes into consideration the needs of the entire county and 20 year population projections.
2. That the Orange County Public Library develop a comprehensive 3-5 year strategic action plan, which places priority on achieving a vision of countywide library service and continues to address the inequities in service and resources available in the county.
3. That a new Orange County Central Library be constructed adjacent to or within the Town of Hillsborough. The proposed library would continue to serve as headquarters for the Hyconeechee Regional and Orange County Library systems and serve as a reference services center for the county as a whole, as well as provide general public library services, programs, and collections serving all ages. It is estimated that given the current 20-year population projections and a design population of 100,000, a 65,000 square foot facility would be needed.
 - That the County pursue locating the proposed facility in the Waterstone development
 - That the proposed library provide library services for students of Durham Technical Community College, depending on further negotiations between the County and DTCC
 - That an Orange County Heritage Center be established in Hillsborough's historic district to make accessible the local history materials now located in the central library as well as appropriate materials from other archival collections in the county
 - That, if the proposed central library is located outside of downtown Hillsborough, the Heritage Center include neighborhood branch library services for the residents of downtown Hillsborough, including Internet Access, a small popular collection and children's materials for check-out, and children's programs
4. That the Orange County Public Library combine the collections, staff, and services presently located at McDougle Middle School and the Century Center, and establish one branch library facility to serve the Town of Carrboro, western unincorporated areas of the Chapel Hill Township, and the southern area of Bingham Township. It is estimated that given the current 20-year population projections and a design population of 40,000, a newly constructed facility of 25,000 square feet would be needed.

5. That the Orange County Public Library establish a branch library to serve Cheeks Township, its size dependent on the timing of the opening of the library and subsequent changes in population projections for the township. It is estimated that, given the current 20-year population projections, a newly constructed facility of 10,000 square feet would be needed. The Library should continue to investigate co-location in the new Efland-Cheeks Middle School in the short term if public library user service needs and space requirements can be met with that arrangement.
6. That the population growth in the Cedar Grove Township be monitored and plans be considered to expand the library facility in the Orange County Services Center as indicated.
7. That rural community nodes be evaluated for the establishment of cybraries to provide access to more distant library resources; or, alternatively, reestablish bookmobile service with Internet access to county areas not served by an accessible library facility.
8. That the Chapel Hill Public Library be recognized as a significant partner in the provision of library services to the County.
 - That the allocation of County funds to the Chapel Hill Library reflect the role of that Library in providing county services.
 - That a study be undertaken to determine the feasibility of joint computer operations of the Orange County Library System with the Chapel Hill Public Library.

Introduction

In January, 2004, the Orange County Board of Commissioners appointed a Library Services Task Force to review the recommendations a previous task force had submitted to the County in 2001 and to “subsequently make recommendations to improve library services and facilities specifically related to the expansion of the Central Library in Hillsborough and the branch library in Carrboro.” Specific areas of interest were the potential for co-location of a new central facility with the Orange County campus of Durham Technical Community College (DTCC) and combining the operations of Carrboro’s McDougle Branch Library and Cybrary into one branch library facility.

The Task Force held its first meeting in May, and identified four areas of interest to be investigated:

- Co-located central library with DTCC Orange County Campus
- Carrboro facility
- Need for Orange County archival repository
- Linking of all public libraries in Orange County, including the Chapel Hill Public Library, technologically

The Library contracted with Dale Gaddis, Library Consultant, in July, 2004, to assist with the work of the Task Force, as follows:

- Identify critical issues that need to be addressed regarding library facilities, needed and desired functions to be housed in the new headquarters facility, and priorities regarding service development throughout the county
- Determine the space requirements of a new headquarters library facility which will adequately address community needs and priorities for library services and meet accepted public library standards, using a 15-20 year planning time frame
- Analyze issues raised by the possibility of combining the headquarters library with a community college library, with recommendations regarding a joint use library facility, and identification of potential needs for other library facilities in the county within the same time frame.

The Task Force and Consultant reviewed the work of the previous task force. The Consultant gathered and documented for the Task Force more recent planning and statistical information regarding Orange County and the Library. She met with the Library Director to get her perspective on the project and gain an understanding of administrative and financial issues and structures. She met with Barbara Baker from DTCC and documented the expectations of the college regarding a joint use facility. She facilitated meetings with library staff and the Task Force to identify critical issues that needed to be addressed regarding library facilities and services.

It became evident from this initial research that the recommendations requested by the Board of County Commissioners needed to be part of a larger vision for the county as a whole. As a result, the Consultant developed, for Task Force review, facility planning criteria and recommendations which addressed countywide development of library facilities. The Library Director initiated a parallel process during the same time period to investigate the need for an

Orange County archival repository and determine resources that would be housed in such a repository.

Findings

The 2001 Task Force identified inequities in service in the various areas of the county and noted that the funding level from the County was significantly below the state average. It endorsed minimum standards for public library service and recommended policies to guide library development. Specific recommendations included the following:

- That the operational funding for Orange County public libraries be increased to the state average level of funding by 2004
- That new library projects be initiated simultaneously in the northern and southern parts of the county and be viewed as complementing rather than competing
- That the Boards of the Hyconeechee Regional Library and Chapel Hill Public Library meet at least annually and explore areas of cooperation
- That an Orange County Heritage Center be built to house historic and public records

Since 2001, operational funding has increased but it still lags behind the state average, as noted below. A branch library has been opened in Cedar Grove and a cybrary in Carrboro. Members of both the Hyconeechee and Chapel Hill Library Boards are active members of the current Task Force. An Archival Task Force has been formed to pursue the establishment of the Heritage Center.

Although there has been progress, this study has found that significant inequities persist and funding remains a challenge. Specific findings are as follows:

- ***The population of the county as a whole values education and is supportive of library services, but is confused by the current system of library governance and funding responsibilities.***

This theme was reiterated a number of times in the planning meetings held with Task Force members and library staff.

Residents of Orange County are served by three library systems: the Hyconeechee Regional Library, the Chapel Hill Public Library, and to a minimal degree, the Central North Carolina Regional Library, which operates the Mebane Public Library serving both Alamance and Orange County residents of Mebane. As a result, library service planning for the county as a whole has been fragmented, there is great disparity in the level of services provided, and the public does not have a clear understanding of library governance and funding responsibilities.

The Orange County Library system is part of the Hyconeechee Regional Library system, which serves Orange, Caswell and Person Counties. As such, residents of Orange County have free access to the services in Caswell and Person Counties. The system receives funding from the County, the State, and a small appropriation from the Town of Carrboro.

The jurisdiction of the Orange County Library system includes all areas of Orange County exclusive of the Town of Chapel Hill, although services are extended free of charge to Chapel Hill residents. The system includes a central library located in a 12,650 square foot facility in Hillsborough, the Cedar Grove Branch Library located with other Orange County services on Highway 86N, the Carrboro Branch Library co-located with the media center in the McDougle Middle School, and the Carrboro Cybrary recently opened in downtown Carrboro.

An analysis of registered borrowers of the Orange County Library system by township residence in 2001 indicated that the highest percentage of library borrowers lived in the Cheeks, Hillsborough, and Chapel Hill Townships, with the majority of the Chapel Hill Township registrations representing Carrboro Library borrowers. Further analysis indicates that not only do the borrowers from Cheeks and Hillsborough represent a large percentage of the total library borrowers, but a relatively high percentage of the total population of these townships (46% and 50% respectively).

Although the central library is housed in a facility with other Orange County government offices, it has gained an identity as “Hillsborough’s library,” rather than “Orange County’s Library.” It is the sense of the Task Force that this identity has contributed to the lack of understanding among the public of library governance and funding responsibilities.

The progress made in the last several years to extend and improve services to the Town of Carrboro has been the result of approaches from Carrboro residents directly to the Board of Commissioners. Although the resulting services are under the auspices of the Orange County Library administration, a competitive tension appears to have developed that could interfere with library progress overall if the County does not assume a more comprehensive approach to library service and facility development.

- *The development of library services for Orange County residents has been fragmented at best, resulting in great disparity in the level of library services provided throughout the county.*
- *The facilities and resources of the Orange County Public Library system are significantly below the standard required to provide effective public library services. Library staff has been creative and resourceful in “making do” with very limited resources.*

Chart #1 compares the resources available in 2002-2003 to Orange County residents from the Central Library with those at the Chapel Hill Public Library and in the State as a whole. It demonstrates the disparity in available resources and the inadequacy of resources in relation to state averages and professional standards. 2002-2003 is the most recent year that comparative figures are available for North Carolina as a whole.

**Chart #1: Orange County Library Resources Compared to State Averages and Standards
2002-2003**

<i>Resources</i>	<i>Orange County Central Library</i>	<i>Chapel Hill Public Library</i>	<i>NC Average/Guidelines</i>
Estimated Population (est.2002)	71,225	50,540	8,323,375 total NC population
Books per capita	1.01	2.75	1.88 Basic Standard = 2
Reader seats/1,000 population	.88	1.8	Not Available Prof. Standard = 3-5
Full-time equivalent staff/2,000 population	.27	1.22	1
Square footage/capita	.18	.54	Standard = .65
Registered borrowers/% of population	19.8%	50%	50%
Circulation per capita	2.02	15.55	5.38
Library income per capita	\$10.12*	\$38.40	\$18.88
Local Government revenues per capita	\$8.16*	\$33.03 (Town & County)	\$15.55

*Includes funds to support the Carrboro and Cedar Grove Libraries

Despite a number of very positive attributes of the Orange County Library - the quality, creativity and initiative of library staff, its programs and outreach efforts, and its local history collection, among others – facility space, staffing levels and collection size are significantly below average and do not come close to meeting professional standards.

Steps have been taken in the last several years to extend services beyond the central library, including opening the Carrboro Library, the recent opening of the Carrboro Cybrary, and the opening of the Cedar Grove Library. The library administration has made a concerted effort to find creative and collaborative ways to offer library services and utilize existing space. These steps have helped to bring the system a bit closer to the North Carolina average both in resources available and in per capita use, but the system still lags significantly behind the norm. Still using the estimated population in 2002 as a basis (i.e. not adjusting for population increase since then):

- Space per capita has risen to .31 square feet
- Books per capita has risen to 1.2
- Reader seats per capita has risen to 2.97 (the Carrboro Branch has 120 reader seats compared to 63 at the central library)
- Library card registration as a percentage of population has risen to 30.6% (current year figures)
- Total library income per capita for 2004-2005 has risen to \$12.02
- Local revenues (Orange County and Carrboro) has risen to \$11.04 per capita

- ***The population is growing at a high rate, with significant growth in the number of older residents and residents moving here from other countries. The central library has***

not been enlarged in over 20 years, despite the growth in population during the same period.

Orange County’s current central library facility was opened in 1981; since that time the population exclusive of the Town of Chapel Hill has grown 59% from 45,017 to 71,429 in 2000, with no expansion of the library. Even in 1981, the facility did not meet the standard for an adequately sized central library.

Looking forward over the next 20 years, the total population of the county is projected to grow to approximately 170,000, with an estimated 65,400 of this population residing in the town of Chapel Hill. This will bring the service population of the Orange County Public Library system to more than 100,000.

Chart #2: Population Projections, 2000-2025 (Linear Analysis)

Township/Municipality	2000	2010	2020	2025
BINGHAM	6,181	7,295	8,408	9,000
CEDAR GROVE	4,930	5,812	6,694	7,150
CHAPEL HILL	79,274	93,625	107,976	115,350
Town of Carrboro	16,782	21,415	26,047	28,400
Town of Chapel Hill	46,798	54,178	61,558	65,400
Unincorporated	15,694	18,033	20,371	21,550
CHEEKS	7,064	8,186	9,307	9,900
ENO	6,092	6,913	7,734	8,150
HILLSBOROUGH	11,639	13,159	14,679	15,450
Town of Hillsborough	5,446	6,660	7,873	8,500
Unincorporated	6,193	6,500	6,806	6,950
LITTLE RIVER	3,047	3,824	4,601	5,000
TOTAL COUNTY	118,227	138,814	159,399	170,000

Source: Orange County Planning Department (2025 figures extrapolated by consultant from 2020 and 2030 projections)

Other demographic trends of particular note for Orange County library planning include the growth figures by age and the growth of the Hispanic population. The population of the county is aging, with the highest percentage growth figures occurring in the 45-59 age range (baby boomers). This population in 2000 represented 17.6% of the total population, up from 11.9% in 1990. The juvenile population from 5-14 also is growing faster than the overall average, as is the population over 75.

In 2000, the Hispanic population represented 4.5% of the total population, up from less than one percent in 1980. In 2000, 12.3% of Carrboro’s population was Hispanic. The “Shaping Orange County’s Future” study projected that the Hispanic population will increase to 9% of the total population by 2030. The Asian population likewise is growing; in 2000, it represented 4.1% of the total population.

- *The residents of the county depend heavily on the Chapel Hill Public Library to supplement the resources of the Orange County Library for their library needs. The*

presence of this library, operated by a separate jurisdiction, affects the planning of countywide library services.

A contributing factor to the fragmented approach to countywide library service development is the presence of an independent municipal library serving a significant portion of the population, the Town of Chapel Hill. The Chapel Hill Public Library is funded by the Town with a supplemental appropriation from Orange County and a per capita appropriation from the State. It operates out of one 27,319 square foot facility on Estes Drive. The Town recently passed a bond referendum to expand the library facility to 75,000 square feet.

The Chapel Hill Library offers services free of charge to all residents of Orange County. Analyses of the Chapel Hill registration and circulation records conducted in 2001 indicated that 43% of registered borrowers lived outside of the Town of Chapel Hill, with the majority of these in Carrboro and South Orange County (Ruth O'Donnell, *Chapel Hill Public Library Five Year Services Plan: 2001-2006 and Long Term Facility Needs Through 2020*, page 11). In determining the proposed size for the expanded library facility, the Library took into account the use coming from these residents outside of the Chapel Hill town limits. It is important that Orange County take into account the contributions this library and the Town of Chapel Hill are making to serve the southern area of Orange County as it proceeds with plans for library service development in other areas of the county. The residents of Chapel Hill could have a significant impact on the County's ability to move forward with these plans.

- ***Orange County is proud of its history and rich in historic resources that are preserved by a number of institutions in Hillsborough, including the public library. Public access to these resources is limited, however.***

Orange County was established in 1852, and Hillsborough is presently celebrating its 250th anniversary. The area was the center of political activity during the Colonial and Revolutionary War years and is the location of many historical buildings and sites. The community has placed priority on collection and preservation of historical materials. The Hillsborough Historical Society, the Orange County Historical Museum, the Burwell School historic site, the Alliance for Historic Hillsborough, and the Public Library all maintain collections of historical materials. Public access to these materials, however, is limited. Even in the public library, not all of the materials are cataloged and dedicated assistance with the collection is available only with the help of a weekly volunteer.

Recommendations

- ***That Orange County adopt a long range library facility plan as proposed in this document, which takes into consideration the needs of the entire county and 20-year population projections.***

In planning for new library facilities, it is recommended that total county access to services be considered and that the resources of the Chapel Hill Library be taken into account. It

should be made clear to the residents what the overall plan is as parts of it are implemented and how they will be served by the plan regardless of the location of their residence. It is also important that the facilities and resources be part of a coordinated system of services and that the public be made aware of the connections among the libraries.

It is also recommended that, optimally, 20-year population projections be used in determining locations and sizes of facilities. Buildings should be built to accommodate growth in collections and services as the population grows over the life of the building. Moreover, it often takes 5 years or more from the time a plan is conceived until a building is opened, thereby reducing the planned growth allowance for the completed facility.

The consultant has proposed the following facilities to serve the projected Orange County population, with suggested design populations for each facility:

- Central Orange County Library
 - The recommended design population is 100,000. This figure was determined by taking the 2025 projected population for the entire county and subtracting the projected population of the Town of Chapel Hill. Alternatively, if the following facility is designed as recommended and serves as a regional reference center, the central library design population could be reduced to 65,000.
- Regional Branch Library Located in Carrboro
 - It is proposed that this facility be designed to serve the Town of Carrboro, western areas of the Chapel Hill Township, and the southern area of Bingham Township. It is also acknowledged that the branch will likely experience use by residents of northern Chatham County. The resulting recommendation is that the design population be 40,000. This figure was determined by taking the 2025 projected population for the Town of Carrboro and adding 25% of the projected population of the unincorporated areas of the Chapel Hill Township, 50% of the Bingham Township and 1,600 residents of Chatham County.
- Branch Library to Serve Cheeks Township
 - The recommended design population is 10,000, the projected 2025 population of the township.
- Chapel Hill Public Library
 - The Town of Chapel Hill has already approved the expansion of the current library facility to serve a design population of 93,000. This figure was determined by taking the projected 2025 population of the Town of Chapel Hill and adding 32% of the projected populations of the Chapel Hill Township outside of the town limits and of the Bingham Township (Robert H. Rohlf, *Chapel Hill Public Library: Recommended Library Building Program*, p.ii).
- Cedar Grove Branch Library
 - Although this plan does not include a recommendation to expand the Cedar Grove Library, it should be noted that the projected 2025 population is 7,150. The Orange County Library should continue to monitor demographic trends in this area of the county and expand services as necessary to respond to the growth.

NB: These figures include overlap, in recognition that residents will likely use more than one facility because of complementary services and ease of access to their particular residence.

- ***That the Orange County Public Library develop a comprehensive 3-5 year strategic action plan, which places priority on achieving a vision of countywide library service and continues to address the inequities in service and resources available in the county.***

This particular study and its recommendations focus on facilities, not on resources and services. A major finding in this study (and in the 2001 study) is that facilities and the size of staff and collections are inadequate to serve the population outside of Chapel Hill. A strategic planning process to develop an action plan to address inadequacies in resources and to establish service priorities over the next three to five years as new facilities are developed is an essential step that should begin very soon.

- ***That a new Orange County Central Library be constructed adjacent to or within the Town of Hillsborough. The proposed library would continue to serve as headquarters for the Hyconeechee Regional and Orange County Library systems and serve as a reference services center for the county, as well as provide general public library services, programs, and collections serving all ages. It is estimated that given the current 20-year population projections and a design population of 100,000, a 65,000 square foot facility would be needed.***
 - ***That the County pursue locating the proposed facility in the Waterstone development***
 - ***That the proposed library provide library services for students of Durham Technical Community College, depending on further negotiations between the County and DTCC***
 - ***That an Orange County Heritage Center be established in Hillsborough's historic district to make accessible the local history materials now located in the central library as well as appropriate materials from other archival collections in the county.***
 - ***That, if the proposed central library is located outside of downtown Hillsborough, the Heritage Center include neighborhood branch library services for the residents of downtown Hillsborough: Internet access, a small popular collection and children's materials for check-out, and children's programs.***

There is an immediate need for a new headquarters library facility for Orange County that also serves as the central library providing in-depth reference resources as well as general public library services. As mentioned, the existing facility was too small when it opened 23 years ago. Deficiencies cited during the planning process included, among others, lack of shelving space (for a too-small collection), shelving too high for children, cramped space that interferes with work efficiency and public comfort, inadequate restroom facilities, and structural weakness limiting usability of space. Parking is limited, inconvenient, and unsafe. The facility is on a land-locked site with no room for expansion.

Facility Size

In determining the proposed size of the facility, its proposed functions were taken into account as well as the design population. The consultant used two methods to determine the size: a formula-based worksheet designed by Anders Dahlgren, recognized library building consultant, and a more detailed worksheet, prepared by the consultant, which allocates space to library functions and areas. In each case, a basic set of requirements was used that was determined by considering the design population and North Carolina standards, including needs and desires identified in planning sessions, addressing needs of Durham Technical Community College students, looking at statistics for other libraries in the state, and reviewing the building program for the Chapel Hill Public Library. See Appendix A. Standard guidelines for space allocation were applied to these requirements. Appendix B summarizes space requirements using Dahlgren's worksheet. The spreadsheet in Appendix C breaks down the space by function and provides a tool for applying alternative space and service scenarios.

Both calculation methods used indicate that a building of approximately 65,000 square feet would be required to serve through the year 2025. The consultant also calculated the required size for the alternative design population of 65,000, mentioned on page 12. Using this scenario, a facility of at least 48,000 square feet would be required.

Location in the Waterstone Development

The County Commissioners requested that the Task Force investigate the possibility of co-locating a public library on land being purchased for the Orange County Center of Durham Technical Community College.

The location in Waterstone Development offers a number of advantages. The location is less than three miles from the present central library facility. It is in an area targeted for development by the Orange County Planning Department and will be accessible using public transportation. The development plan includes single family and multi-family housing, offices, a day care center, a continuing care retirement center, retail establishments, restaurants, and a hotel. Users could walk and bicycle to the library from the homes and businesses in the development. The area already is a destination point for Orange County residents due to nearby retail establishments. The Waterstone development will bolster that identity. A library in such a location has the potential for heavy use. The presence of DTCC's Orange County Center would contribute an additional built-in user population of community college faculty and students. Also planned is a "middle college," with a student population of 100-150 high school students, another built-in user population.

A very vocal concern expressed during planning sessions about the Waterstone site is that it would remove the library, a significant public amenity, from its downtown Hillsborough location contributing to Hillsborough's becoming "a doughnut community;" i.e. empty in the center with all attractions on the perimeter. This concern is addressed with the recommendation to co-locate a neighborhood branch library with the proposed Orange County Heritage Center if the central library is constructed in Waterstone.

Joint Use Library

Durham Technical Community College has approved the purchase of twenty acres of land in the Waterstone Development for an Orange County Center. The County Commissioners have proposed a joint use library facility for that site. The consultant has identified a number of advantages of this arrangement, but also has discovered that it may not serve well the long-term needs of either institution nor fulfill Commissioner expectations regarding financial savings.

In addition to adding a built-in user population of faculty and students, the library's location at DTCC's Orange County Center offers these advantages:

- The County may not have to purchase a separate site for a new library
- The College could possibly contribute towards the operation of the proposed library (although the amount would require negotiation)
- The collection required to support the proposed curriculum of the local campus is typically found in public library collections, so the need to duplicate resources would be reduced
- Students would have direct access to a larger, broader library collection than would otherwise be available at the center
- Resources purchased specifically to support the curriculum would be available to the general public
- Communication between faculty and public library staff could be enhanced
- The library could potentially have access to other resources at the Center (e.g. classroom and meeting space; student internships)

A number of significant concerns and questions regarding the co-location proposal have surfaced, however, and would need to be addressed as plans proceed:

- A major concern for the college is the space that might be required for the public library facility and its impact on availability of land for future expansion of the community college
- Likewise, expansion acreage for the public library would be limited (even if a library facility were to be built that is smaller than the recommended size, land for future expansion should be available)
- There is a possibility that perceived financial benefits and savings of the arrangement will not be fulfilled
 - A question mark exists as to whether the land on which a public library constructed by the County can be considered part of the required County match for the State bond funding for the college, especially considering the suggested size of the library facility
 - The College is currently using its North Durham Center as the model for determining operational costs it would consider helping to underwrite; this model will need to be reviewed in light of actual needs once the library becomes operational
- Students will expect resources and services not normally offered in a public library setting so the Library will need to plan for them (e.g. class reserve collections, bibliographic instruction classes, etc.)
- The library must be sufficiently staffed to be able to serve the needs of both the general population and the college population

- The design of the facility should take into account the different needs of the various user populations, so that all will feel welcome

Appendix D summarizes a discussion with the Vice President of DTCC regarding some of the above issues and specific requirements the Library would need to fulfill in its role as a community college library.

Orange County Heritage Center

The 2001 Library Task Force recommended the establishment of an Orange County Heritage Center to consolidate and preserve historical materials and to make them readily accessible to researchers. This recommendation is reaffirmed in this report.

If a site is selected for a new Central Library in the downtown area, it is recommended that the Heritage Center be housed in that library. If not, previous discussions identified the location of Hassell and Tryon Streets as a preferred location. A building constructed there and designed to reflect the historic character of the community would contribute to the appeal of the downtown area. Another option is to locate the center in the current library facility, thus reducing construction costs. If this option is chosen, environmental concerns must be addressed and the facility renovated to be conducive to the preservation of archival materials. One concern noted by staff is the amount of light coming into the main reading area, resulting in deterioration of printed materials.

The Archival Task Force is in the process of inventorying materials that might be housed in the facility. The types of materials already identified include books, periodicals, various types of primary and secondary historic documents, maps, photographs, and organizational records. Other possible resources include video and audio recordings, including collections of oral history. In addition to housing the resources, the facility will require staff and materials processing space, space for researchers, gathering spaces for symposiums and speakers, display areas, and security including lockers for visitors' bags.

A private trust fund in the amount of approximately \$120,000 is available to support the North Carolina Collection of the public library and could be applied to the establishment of this center.

Hillsborough Cybrary or Neighborhood Branch

It is also recommended that, if a new central library is constructed outside of the downtown area, the Heritage Center house a small neighborhood branch library to serve residents of downtown Hillsborough. A substantial number of the current users of the Orange County Library live downtown and value being able to walk to the facility. In addition, it would offer service convenience to users of the Heritage Center and the opportunity for shared staff, program room, and equipment.

It is estimated that a facility of 8,000 to 10,000 square feet would optimally serve both of these functions (see Appendix E); however, a final determination on size depends on decisions still to be made regarding the materials to be housed in the Heritage Center and the goals for future collection development. A note regarding digitization of materials: it is

unlikely that space requirements will be substantially reduced by the electronic formats. Space will still be required for the preservation of original valuable documents and materials not easily digitized.

- ***That the Orange County Public Library combine the collections, staff, and services presently located at McDougle Middle School and the Century Center, and establish one branch library facility to serve the Town of Carrboro, western unincorporated areas of the Chapel Hill Township, and the southern area of Bingham Township. It is estimated that given the current 20-year population projections, a newly constructed facility of 25,000 square feet would be needed.***

Residents of Carrboro have for many years depended on the Chapel Hill Public Library for library service and have been seeking a more accessible public library facility. To respond to these requests, the Orange County Public Library first opened a branch in the media center at McDougle Middle School. More recently, with support from the Town of Carrboro, it has added a Cybrary downtown to complement hours and services at the school.

Although the present facilities are innovative approaches to addressing critical needs for library services, access and resources are limited. The public library at the Middle School operates only during the hours school is not in session. The opening of the Cybrary is an attempt to increase access and extend hours available, but staffing, collections, and services are very limited.

The Carrboro Library Workgroup has recently recommended that a stand-alone branch library of 6,000-8,000 square feet replace these two facilities. As the Orange County Library Task Force reviewed this situation with the consultant, it agreed that the need for service extends beyond the town limits of Carrboro and determined that the design population for a new facility should include the broader region of Southwest Orange County and discussed its potential role as a regional branch library similar to those in Wake County.

As with the central library, the consultant developed a set of basic requirements for the branch using the proposed design population (including 20-year projections for the broader Southwest Orange population) and identified potential functions to be accommodated in the facility. Appendix A itemizes these requirements and functions. Appendix F calculates the proposed size of the facility based on the set of requirements and functions. The resulting optimal size for a newly constructed facility is 25,000 square feet.

Alternatives to constructing a facility of this size immediately include the following:

- Leasing a smaller facility and moving to larger facilities as needs indicate
 - Constructing a smaller facility but locating it on a site which has space for an expanded facility
- ***That the Orange County Public Library establish a branch library to serve Cheeks Township, its size dependent on the timing of the opening of the library and subsequent changes in population projections for the township. It is estimated that, given the current 20-year population projections, a newly constructed facility of 10,000 square***

feet would be needed. Orange County should continue to investigate co-location of the branch in the new Efland-Cheeks Middle School in the short term if public library user service needs and space requirements can be met with that arrangement.

Cheeks Township is expected to experience considerable growth over the next 20 years, particularly along I-85 in the areas of Efland and Mebane. The area is home to commuters who work as far away as Greensboro in one direction and the Research Triangle Park in the other. The County has targeted this area for economic and industrial development. With the opening of new companies, residential population may exceed projections.

The 2001 Library Task Force identified the area as a site for a library branch. 50% of the population of the Township had Orange County Library cards at that time and there was considerable vocal support for a local branch. The Task Force then recommended that services be provided in a library co-located with the Efland Cheeks Elementary School. This facility turned out not to be conducive to a co-located arrangement. A new Efland Cheeks Middle School is now planned for the area with the possibility that a joint use facility be considered during the design phase. This could provide an opportunity to address the service needs of the township sooner rather than later; however, as with the Carrboro situation, it may provide only an interim solution depending on the planning criteria used. Lessons learned from the co-location experience at McDougle Middle School should be applied so that public access is not limited. The computer system should ensure that public library patrons are part of the larger public library system and have easy access to all resources in the system.

As with the other facilities described above, the consultant developed a set of basic requirements for this branch using a proposed design population based on 2025 projections and potential functions to be accommodated in the facility. Appendix A itemizes these requirements and functions. Appendix G calculates the proposed size of the facility based on the set of requirements and functions.

- ***That the population growth in the Cedar Grove Township be monitored and plans be considered to expand the library facility in the Orange County Services Center as indicated.***

The Cedar Grove Library opened in 2004 in a facility housing other Orange County services. It serves a very rural area of the northern county. The facility is adequate to address current demand; however, the population over a 20-year period is projected to grow to a level that could warrant service expansion during this period.

- ***That rural community nodes be evaluated for the establishment of cybraries to provide access to more distant library resources; or, alternatively, reestablish bookmobile service with Internet access to county areas not served by an accessible library facility.***

The 1998 *Guidelines for North Carolina Public Libraries* recommend that 90% of the service population be no more than a 15-minute drive from a library and that those who lack regular transportation to a library be served by a bookmobile or other outreach service. The

Orange County Library currently operates an outreach service to preschools and retirement facilities in the county. Large areas, particularly in the northern county, are not served by accessible facilities or outreach services. This study did not identify any particular areas that required services, but the Planning Department has identified in its land use plan “rural community activity nodes” which could provide a logical location for future cybraries. These nodes are defined as “land focused on designated road intersections which serves as a nodal crossroads for the surrounding rural community and is an appropriate location for any of the following uses: church, fire station, small post office, school, or other similar institutional uses and one or more commercial uses.”

- ***That the Chapel Hill Public Library be recognized as a significant partner in the provision of library services to the County.***
 - ***That allocation of County funds to the Chapel Hill Library reflect the role of that Library in providing county services.***
 - ***That a study be undertaken to determine the feasibility of joint computer operations of the Orange County Library System with the Chapel Hill Public Library.***

The Chapel Hill Public Library has for many years been a mainstay of library services in Orange County and has offered services free of charge to Orange County citizens who reside beyond the town limits. In return, Orange County has provided an annual appropriation to the Town for the operation of the library. This appropriation currently is \$250,000. In light of the Town’s plan to expand the library and its recognition in the planning that the library will continue to serve a substantial number of residents beyond the town limits, it is important that the County maintain and consider expanding its operational support.

The computer networking of all of the libraries in the County would improve access to all resources and bring a greater sense among county residents that one’s local library is part of a larger whole. Ideally, the Chapel Hill Public Library would be included in this network. The complexities and costs associated with combining the systems may not be feasible, however, and require detailed study by an expert in the field.