This report summarizes public library construction activities supported by the Library Services and Construction Act (LSCA), Title II, funds, as of fiscal year 1986. After a brief description of legislative background and an overview, the use of federal funds in support of public library construction is reviewed, and the impact of LSCA funding during fiscal years 1983 through 1986 is assessed. Additionally, a discussion of LSCA fiscal 1983-1986 projects includes projects funded by both the Emergency Jobs Appropriations Act (Public Law 98-8) and LSCA Title II. Four tables, which make up the larger part of the report, provide a summary of funding and expenditures for projects completed under LSCA, Title II, including the federal, state, local, state plus local, and total amounts of funding and expenditures for each state for fiscal years 1983 through 1986. (SD)
Title II of the Library Services and Construction Act (LSCA) authorizes the U.S. Department of Education to award formula grants to States through their designated State Library Administrative Agencies (SLAAs) for State-approved public library construction projects. Projects receiving such support are selected by the States according to established goals and objectives enumerated in each State’s LSCA long-range program and Title II annual program. In addition, the Act provides for the Secretary of Education to authorize the disbursement of LSCA Title II funds by each SLAA to local grantees and to administer the LSCA program within their respective States.

Among the major program objectives that have been set forth for LSCA Title II as amended are:

- To assist in the construction of new public library buildings, as well as in the acquisition, expansion, remodeling, and alteration of existing buildings, including the initial equipment for either a new or expanded building;
- To assist in meeting the standards of the Architectural Barriers Act of 1968 relating to access for the handicapped;
- To assist in the remodeling of public libraries for the purpose of energy conservation;
- To assist in renovation or remodeling to accommodate new technologies; and
- To assist in the purchase of existing historic buildings for conversion to public libraries.

The general acceptance of the program in the accomplishment of such objectives over the past 24 years is evidenced by the fact that more than $285.5 million in Federal funds were obligated for such purposes through fiscal year 1987. Of this amount, approximately $210.9 million resulted from LSCA allocations, $50 million from the Emergency Jobs Act, $23.5 million from the Appalachian Regional Development Act, and approximately $1 million was reported as being added to the projects from other Federal sources.

Legislative Background

The Library Services and Construction Act (Public Law 88-269) was signed into law on February 11, 1964, by President Lyndon B. Johnson and made possible increased Federal assistance to public libraries in both rural and nonrural areas, extended the program to the District of Columbia, and added Title II for public library construction. This legislation amended the earlier Library Services Act (Public Law 84-597), intended to assist libraries only in rural areas, and was recognized as being the first legislation deemed an educational accomplishment of the 2d session of the 88th Congress.

Subsequent governing authority for LSCA Title II was enacted in the form of several technical amendments (Public Law 89-511, Public Law 90-154), the major amendments to the LSCA in 1970 (Public Law 91-600), the LSCA amendments of 1977 (Public Law 95-123) and the re-authorization of the Act in 1984 (Public Law 98-480). Under the provisions of current legislation, before any allocations can be made to the States and territories, 1.5 percent of the LSCA Title II appropriation must be set aside for library services for Indian Tribes, and 0.5 percent must be set aside for organizations representing Hawaiian natives. In addition, each of the States and Puerto Rico receive a minimum allocation of $100,000 and territories receive $20,000 each. The remainder of the appropriated funds are distributed to each State and territory based upon their proportionate share of the national population.

The “Federal share” provisions contained in Section 7(b) of the Act require that certain States receiving LSCA Title II funds match more than 50 percent of their total allotment due to a Federal share ratio that varies on the basis of each State’s per capita income. For example, in FY 86 the State share for Alaska was calculated at 67 percent while the Federal share was 33 percent. This meant that even though the Federal allotment under Title II to the State in FY 86 was $131,980, the State match had to total $263,961 in order for the State to comply with the Act and to receive its
full allotment. By comparison, the FY 86 Federal share for Mississippi was 65.37 percent and the State share was 34.63 percent. Therefore, while the full Federal allotment under Title II to the State was calculated to be $271,603, the State's matching share was only $143,883.

Thus, even though Section 202(b) of the Act states that "the Federal share of the cost of construction of any project assisted under this title shall not exceed one-half of the total cost of such project," certain States are affected by the provisions of Section 7(b) of the Act and must match considerably more State and local funds than the Federal shares they receive. The rate, which is established every 2 years, is calculated using the following formula:

\[ \text{Rate} = 100 \% - 50 \% \times \left( \frac{\text{State's per capita income}}{\text{National average per capita income}} \right) \]

With the exception of the territories, whose rate is fixed at 66 percent, and the Trust Territories of the Pacific Islands, which in FY 86 was a 100 percent rate, the resulting matching rates have an upper constraint of 66 percent and a lower constraint of 33 percent.

Federal Funds in Support Of Public Library Construction

Federal funds specifically intended for the purpose of public library construction were appropriated in FY 85 and FY 86 for the first time since FY 73. During the period from FY 76 to FY 80, when Federal funds were not appropriated for LSCA Title II, 45 public library construction projects were administered under the authority of Title II by utilizing $8.5 million of transfer funds from other Federal programs. Of these projects, 36 were funded with $6.8 million from the Appalachian Regional Development Act, and nine were funded through other Federal programs. Overall, the Federal funds used to support such projects during this period represented 41 percent of the total cost for public library construction projects funded in part with LSCA Title II funds.

Some of the other Federal programs which have provided funding for public library construction projects have included General Revenue Sharing funds (Title I of the State and Local Fiscal Assistance Act of 1972), and Community Development Block Grants (Title I of the Housing and Community Development Act of 1974). Unfortunately, comprehensive data on the specific amounts provided to libraries by these two programs have never been published. The only indication of the use of such funds is contained in an unpublished report on General Revenue Sharing expenditures for the period FY 83–84 by the U.S. Department of Commerce, which listed expenditures of $76.7 million for library facilities and services.

Federal assistance has also been made available to public libraries for construction purposes in the form of loans to communities with populations of less than 10,000 persons (later amended to include communities with populations of up to 20,000 persons). These loans were provided through the Community Facilities Loan Program that was administered by the Department of Commerce. For the period 1974 to 1980, this program provided 34 low-interest loans to public libraries for construction projects that totaled $4.9 million.

Federal funds were not specifically authorized for public library construction in FY 82, FY 83, and FY 84 because of the restrictions placed upon Federal funding by the Omnibus Budget Reconciliation Act (Public Law 97-35). In recognition of the need for new jobs and the construction of public library buildings, an appropriation of $50 million was made available in FY 83 through the Emergency Jobs Appropriations Act (Public Law 98-8) and administered under the authority of the Library Services and Construction Act (Title II program). These funds stimulated more than 500 public library construction projects, of which 346 were reported completed as of February 1, 1987, for a combined total of $90,782,578.

Although supporters of the legislation which created the Emergency Jobs Appropriations Act predicted that it would create between 200,000 and 500,000 new jobs, the program peaked 15 months after it was enacted with only 35,000 jobs created. A recent report prepared by the U.S. General Accounting Office has concluded that the 1983 Emergency Jobs Appropriations Act was largely ineffective in meeting its intended purposes due to the designation of funds for long lead-time public works rather than programs and activities that could have spent funds more quickly. It should be noted, however, that only a very small portion of the total funds available to
the States through the Emergency Jobs Appropriation Act were used for public library construction projects.

In FY 85, $25 million was appropriated for LSCA Title II, minus a set-aside of $500,000, or 2 percent, to support the provisions of Title IV of the Act for library services for Indian Tribes and Hawaiian Natives. The reauthorization of the Library Services and Construction Act (Public Law 98-480) on October 17, 1984, once again included Title II appropriations for the construction of public libraries and included the following provisions: (1) remodeling to meet standards under the Act of August 12, 1968, commonly known as the "Architectural Barriers Act of 1968," (2) remodeling designed to conserve energy, (3) renovation or remodeling to accommodate new technologies, and (4) the purchase of existing historic buildings for conversion to public libraries. Important changes in the Act stipulated that the Federal share of the cost of construction of any project assisted under Title II shall not exceed one-half of the total cost of such projects (Section 202(b)), and that the Secretary of Education may release an institution from its obligation to return Federal interest or equity in a library facility for good cause (Section 202(c)(2)).

In FY 86, $21.1 million for LSCA Title II was appropriated for public library construction projects out of an original appropriation of $22.5 million. The differences in these two amounts resulted from reductions mandated by the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177), and a set aside of 2 percent for library services for LSCA Title IV for Indian Tribes and Hawaiian Natives. As in previous years, Congress included provisions in the Appropriations Act stipulating that LSCA Title II funds would be made available to the States until expended.

Federal Funding: LSCA Title II—FY 83–86

From FY 83 to FY 86, the impact of federal assistance on the funding for public library construction can be summarized as follows:

- **FY 83—**A total of 50 States, the District of Columbia, and the Commonwealth of Puerto Rico, were eligible to participate in the LSCA Title II program. In FY 83, 27 States received Emergency Jobs Act funding totaling more than $28.5 million for the support of 298 public library construction projects.

- **FY 84—**The State agencies received $21 million in carryover funds from the Emergency Jobs Act for a combined total of $49.5 million, which stimulated a contribution of local and State matching funds of over $99 million.

- **FY 85—**34 States received Federal funds totaling $15.5 million, of which $15 million was from the FY 85 LSCA Title II appropriation and $.5 million was from the remaining Emergency Jobs Act appropriation. These funds stimulated expenditures for public library construction of $54 million from local sources and $4.4 million from State sources. Funds from State and local sources represented approximately 79 percent of the total amount of $73.9 million that was budgeted for public library construction projects in FY 85. A balance of $9.5 million from the FY 85 LSCA allocation not requested by the States was carried forward into FY 86.

- **FY 86—**An appropriation of $21.1 million for LSCA was approved for Title II out of an original appropriation of $22.5 million, which was reduced in accordance with the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177). Of the amount finally appropriated for public library construction in FY 86, more than $9.6 million was obligated by the States in the year of the appropriation. This left an unobligated balance of $11.4 million available in FY 87 for approved LSCA Title II public library construction projects to States which had not requested, nor obligated, funds remaining in their FY 86 allotment.

By the end of FY 87, more than $9 million of the remaining FY 86 Title II funds had been requested and obligated for approved public library construction projects under the provisions of Title II of the LSCA. In FY 88, those States which have not obligated funds from their FY 86 allotment will have $2.3 million available to them for approved public library construction projects.

Public Library Construction Projects—FY 83–86

Construction projects during the reporting period can be divided into two major categories: (1) those funded by appropriations from the Emergency Jobs Act, and (2) those funded by appropriations
from Title II of the Library Services and Construction Act, as amended.

Emergency Jobs Appropriations Act
Projects—The intention of the Emergency Jobs Appropriations Act was to provide jobs for long-term unemployed Americans and to create Federal projects of lasting value to the Nation and its citizens. Of approximately 500 projects approved for awards, 47 percent were for remodeling or renovation of existing buildings; 29 percent were for new buildings; and 24 percent were for additions. The high percentage of remodeling and renovation projects was influenced by the need to start projects quickly so that unemployed workers could be hired, the deteriorating state of many of the library buildings, the need to make libraries accessible to the handicapped, and the continuing interest in improving the energy efficiency of library buildings.

By the end of February, 1987, the respective State library administrative agencies had reported that 346 LSCA Title II public library construction projects had been funded through appropriations from the Emergency Jobs Act. Estimates made in October, 1984, indicated that about 3,600 jobs had been created with Emergency Jobs Act funds administered under the LSCA Title II program for fiscal years 1983 and 1984. A partial listing of public library construction projects funded under the Emergency Jobs Appropriations Act and completed in FY 83 and FY 84 is shown in tables 1 and 2.

FY 85 Projects—Of the 268 construction projects funded in FY 85, 167 were for the remodeling or renovation of existing buildings; 48 were for new buildings; 26 were for additions to buildings; and 27 were for other types of projects, such as the acquisition and remodeling of historic buildings, the purchase of prefabricated buildings, handicapped access, and improvements for better energy efficiency. A closer analysis of those libraries that were renovated or remodeled revealed that 53 were for general remodeling, 59 were specifically designed for the purpose of providing new or increased access for the handicapped, 49 were planned for energy efficiency, and six were designed to introduce various new technologies into public libraries. A partial listing of projects completed during FY 85 is shown in table 3.

FY 86 Projects—According to information contained in the various Title II Project Performance and Completion Reports submitted to the U.S. Department of Education by State Library Administrative Agencies, 35 States were successful in completing 157 public library construction projects during FY 86. Of these, 82 projects were for new buildings, additions to existing buildings, and various expansion projects; which provided more than 276,000 square feet of new space for public library patrons in FY 1986. In addition, six of the projects funded the acquisition of buildings which allowed an additional 38,320 square feet to be converted for use as public libraries. Also completed in FY 86 were 89 designated remodeling projects, 50 of which provided for new means of handicapped access, and 47 that were designed to increase the energy efficiency in new or existing buildings.

Sources of Funding—FY 86
According to the Title II Project Performance and Completion Reports submitted to the U.S. Department of Education by State Library Administrative Agencies, combined funding from Federal, State, and local sources in FY 86 totaled $53,184,937 for all public library construction projects. Of this amount, $13,481,335 came from Federal funds, which included $159,336 of Community Development Block Grants and $729,062 from other Federal sources such as the Appalachian Regional Commission. Federal contributions, therefore, provided more than 25 percent of the total cost for public library construction projects funded in part with LSCA Title II funds and completed in FY 86.

By far, the largest share of funding support for public library construction projects completed in FY 86 came from the matching funds that were provided by various State and local agencies. This amount, $39,703,602 in FY 86, represented almost 75 percent of the total construction costs for completed public library construction projects and reflected a 17 percent increase over the use of such funds in FY 85 and a 20 percent increase over those used to support larger public library construction projects, which tended to draw considerably more State and local matching funds.

Of this total amount (designated as "Local Other" in the FY 86 Project Performance and Completion Reports), $4,188,760 was provided to local communities in the form of loans, private gifts, or other contributions. Significant funding of this type was provided in Florida for the Delray ($366,266) and West Hernando ($187,460) projects; in
Oklahoma for the Reiger ($150,000) project; in Pennsylvania for the Easton ($300,000) and Lebanon ($871,026) projects; in South Carolina for the Chester County ($122,428) project; in Texas for the Burnett ($240,000), Hitchcock ($125,697), Jasper ($129,508), Palestine ($645,536), and Upshur ($132,500) projects; and in Wisconsin for the Rhinelander ($283,604) project. These loans, gifts, and other contributions which were so generously offered, amounted to more than 7 percent of the total costs for completed public libraries in FY 86.

Matching funds reported from State agencies for projects completed in FY 86 totaled $1,193,272 and represented just over 2 percent of the total construction costs. This amount represents a very slight increase over the amount of State funds used for projects in FY 85, and a 4 percent decrease in the amount of State funds expended in FY 84. Of the FY 86 expenditures by State agencies, significant contributions of this type were provided by the State of Georgia for the Albany ($587,000) and Douglas County ($512,896) projects. A partial listing of public library construction projects funded in part with LSCA funds and completed in FY 86 is presented in table 4.

Summary
Since it was first authorized as an Amendment (Public Law 88-269) to the Library Services Act (LSA) in 1964, the LSCA Title II program has supported projects which have obligated more than $285.5 million in Federal funds for public library construction projects through FY 87. Of this amount, approximately $210.9 million came from LSCA allocations and $50 million came from the Emergency Jobs Appropriations Act. Other Federal funds used to provide partial support for such projects included $23.5 million from the Appalachian Regional Development Act and approximately $1 million from a combination of other Federal sources. During this time period, various legislative changes and amendments were made to the Act by Congress in order to reflect the need for communities for new or improved public libraries that would be responsive to changing social needs and technological developments. Based upon the general acceptance and longevity of the program, it would appear that it has been successful in achieving its stated purposes.
Table 1.—Partial listing of completed projects under LSCA Title II, Public Library Construction: Fiscal year 1983

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<tr>
<th>State</th>
<th>Project</th>
<th>Total</th>
<th>Federal</th>
<th>Local</th>
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<th>State/local</th>
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Table 2.--Partial listing of completed projects under LSCA Title II, Public Library Construction: Fiscal year 1984

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<th>State</th>
<th>Project</th>
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<th>Federal</th>
<th>Local</th>
<th>State</th>
<th>State/local</th>
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### Table 3.--Partial listing of completed projects under LSCA Title II, Public Library Construction:
Fiscal year 1985--Continued

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14
### Table 4.-Partial listing of completed projects under LSCA Title II, Public Library Construction: Fiscal year 1986

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Table 4.--Partial listing of completed projects under LSCA Title II, Public Library Construction: Fiscal year 1986--Continued

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