Washington State Library
Library Services and Technology Act
Five-Year Evaluation Report
2013-2017

An independent evaluation of the use of Library Services and Technology Act (LSTA) funding in Washington, prepared for the Washington State Library.

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Executive Summary

This evaluation addresses to what extent the Washington State Library (WSL) made progress toward the goals set out in its 2013-2017 LSTA Five-Year Plan in terms of the Institute of Museum and Library Services (IMLS) Measuring Success Focal Areas and Intents. This evaluation looks at the activities funded through the IMLS as authorized by the Library Services and Technology Act (LSTA). It is meant to meet WSL's statutory requirement to provide an independent evaluation of their efficacy in implementing programs that advance WSL's priorities and meet the IMLS's Measuring Success Focal Areas and Intents. Additionally, this evaluation provides WSL with key findings about programmatic outcomes and recommendations to help with developing WSL's 2018-2022 LSTA Five-Year Plan. Three fiscal years have been evaluated, 2013-2015--the period for which budget information was available

The goals in WSL's 2013-2017 LSTA Five-Year Plan are as follows:

- **Goal 1: Access to Library Resources.** The Washington State Library will support all types of libraries in expanding access to information in a variety of formats, and in providing informational, educational and recreational programs and services for the benefit of all Washingtonians.
- **Goal 2: Quality Library Services.** The Washington State Library will support all types of libraries to improve the quality of library services throughout Washington by providing training and other resources to enhance the ability of library staff to meet the needs of their communities and to facilitate support for libraries through the development of LSTA-funded projects.

Key Findings of Retrospective Evaluation

Analysis of LSTA-related program budgets (Table 1) show that during the grant period, WSL invested significantly more funding towards *Goal 1: Access to Library Resources* than towards training and other expenditures aimed at *Goal 2: Quality of Library Services*.

Table 1: Budget by Goal (2013-2015)

Goal	LSTA Funds	Total Project Cost
Goal 1: Access to Library Resources	$5,935,097	$12,187,272
Goal 2: Quality Library Services	$2,836,656	$2,923,427
Total	**$8,771,753**	**$15,110,698**

Program Intent

In accordance with the IMLS's Measuring Success evaluation framework, LSTA activities for 2013-2015 were categorized by framework intents. The majority (64%) of LSTA support went to improving users' ability to obtain and/or use information resources. About 11% of program budgets were used to improve Washington's library workforce through WSL-provided training. The WSL made significant investments towards lifelong learning for Washingtonians by improving early learning, preparing teacher librarians, supporting digital literacy, and developing open access educational materials (Table 2).

TABLE 2: BUDGET BY PRIMARY INTENT (2013-2015) - ORDERED BY TOTAL LSTA FUNDING

Primary Intent	Sum of LSTA Budget	Sum of Total Budget	Percent of Total Budget
Improve users' ability to obtain and/or use information resources	$5,149,024	$9,916,717	66%
Improve the library workforce	$1,579,199	$1,710,306	11%
Improve library operations	$597,805	$597,805	4%
Improve the library's physical and technology infrastructure	$677,952	$677,952	4%
Improve users' general knowledge and skills	$385,051	$385,699	3%
Improve users' ability to discover information resources	$197,412	$197,412	1%
Improve users' formal education	$113,932	$113,932	1%
Improve users' ability to use resources and apply information for employment support	$49,071	$49,071	0.3%
Improve users' ability to use and apply business resources	$22,306	$1,461,804	9%
Total	**$8,771,753**	**$15,110,698**	**100%**

Goal 1: Access to Library Resources

Overall, WSL programs substantially contributed to increased access to library resources for Washington residents in all areas of the state. This goal primarily reflects the following congressional priorities identified in the IMLS Grants to States Program:

> *Expanding services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, and digital literacy skills.*

Five programs serving this goal were evaluated.

Program Highlights

- Electronic Resources. WSL develops Electronic Resources through the Statewide Database Licensing (SDL) and Downloadable eBooks & Audiobook programs. SDL reaches more libraries than any other LSTA-related project. In 2015, over 5 million database searches were conducted and over 4 million full-text documents were accessed by library users. The Washington Anytime Library, a consortium of 44 public libraries, provides access to eBooks and downloadable audiobooks through OverDrive, and serves a combined population of 785,000. In 2015, the Anytime Library circulated 279,000 audiobooks and 509,000 eBooks.

- Institutional Libraries. WSL supports institutional libraries in nine of Washington's 12 correctional facilities and 2 state psychiatric hospitals. Washington correctional facilities have a total inmate population of 14,272 and their libraries received an estimated 312,000 visits from inmates in 2015. Corrections library staff circulated approximately 638,000 collection items and responded to nearly 192,000 reference questions. These libraries provide information services and access to educational, recreational, and recovery materials.
- Washington Talking Book & Braille Library (WTBBL). WTBBL provides services to residents who are blind, vision impaired, or have other physical or reading disabilities, including readers' advisory in person, over the phone, and through an online recommendation system, and 250 volunteers who provide 28,000 hours of service annually. WTBBL circulates over 300,000 items annually, of which approximately 97% are audio books. Nearly 94% of patrons surveyed consider access to the talking books, braille books, and other special materials to be "very important."
- Digitization Projects. WSL has been successful in its efforts to preserve Washington's history through its Digitization programs, including the Washington Digital Newspapers (WDN) and Washington Rural Heritage (WRH).
- Digital Literacy Programs. For Digital Literacy, WSL directed its support to grants for developing innovative programs and to the Microsoft Academy. Re-named Microsoft Imagine Academy, this program provides technology skills training. Thirty-five libraries across Washington provide onsite Microsoft Office Specialist (MOS) testing and certification, and about 400 libraries have made the program available through their websites. LSTA funds also backed 24 library grants for the purpose of developing and delivering Digital Literacy programs.

Goal 2: Quality Library Services

WSL programs resulted in enhanced and expanded library services, resources, and programs for Washington communities. WSL was successful in promoting delivery, development, expansion, and improvement of library services in all types of libraries through consulting, training, and collaboration. This goal reflects the following congressional priorities identified in the IMLS Grants to States Program:

> *Providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and enhancing efforts to recruit future professionals to the field of library and information services.*

Four programs serving Goal 2 were evaluated.

Program Highlights

- Consulting Services. WSL's consulting services include: Statewide Assistance to Libraries; Technology Services for Libraries; and Youth Services. The Statewide Assistance to Libraries program disseminates information, helps libraries apply for E-Rate, provides technical assistance setting up hardware and software, and training. Technology Services for Libraries assists libraries with setting up hardware and software, implementing online library catalogs, building and maintaining websites, and improving network capacity. Youth Services provided the Collaborative Summer Library Program, youth STE(A)M programming; and offered libraries circulating collections of LEGOs, programmable robotics to teach coding, and other builder kits.

- Continuing Education. In the area of Continuing Education, WSL provided 281 training sessions, with topics developed according to a needs assessment and strategic decisions based on its expertise. A total of 51 library staff attended professional conferences. Notable continuing education programs included: training children's librarians and managers in research-based storytime; Connecting the Dots; an online orientation called Supercharged Storytime; partnerships with OCLC/WebJunction and Thrive Washington; and All Aboard for Kindergarten.
- Teacher Librarian Common Core Cadre (TLC^3). This program helps teacher-librarians support teachers in implementing Common Core Standards in the state's K-12 education. By creating library resources and training in the English Language Arts, the program has helped support teachers in the midst of a major shift in K-12 curriculum. WSL helped leverage the shift in K-12 curricula to make school libraries and teacher-librarians more visible.
- Libraries as Open Education Leaders. Open Educational Resources (OER) represents a technology solution to cost-prohibitive textbooks and supplemental curriculum enrichment materials. LSTA has funded collaborations between Community and Technical Colleges (CTC) faculty and librarians to develop these resources. This collaborative process promotes sharing of content, sharing work products, and developing shared resources.

Focus on the Future: Recommendations for the Next Five Years

The WSL's most significant strength is its ability to convene and promote collaboration between and among libraries of all types in the state. Based on this strength, past performance, and emerging priorities for WSL and Washington libraries, six main recommendations surfaced for future activities funded through LSTA.

- **Forming partnerships:** WSL is a potential agent in helping form inter-library partnerships among libraries of different types (e.g., public libraries and Community and Technical College libraries). The most significant barriers to forming partnerships is time to cultivate relationships, uncertainty on how to share resources, and concerns about equity in contributions and benefits.
- **Communications and collaboration:** Individual library efforts are difficult for libraries to maintain. Libraries across the state look to WSL for assistance in providing collaboration tools and opportunities for libraries to reduce redundancies and enhance their ability to quickly respond to emerging community needs.
- **Evaluation and metrics:** WSL could provide leadership by increasing training opportunities on evaluation practices and facilitating work on common metrics among libraries in the state. While some of the difficulty producing evaluation data is connected to concerns about patron privacy, a larger issue is uncertainty about what to measure and how to gather reliable data.
- **Staffing:** WOIS/The Career Information System projects about 450 annual vacancies in library positions through 2022. WSL leadership is needed in cultivating new librarians and working with professional library education programs to ensure graduates are equipped with the skills they need to be successful.
- **Professional development:** WSL provides many professional development opportunities and surveys to determine topics. There is still room for more continuing education, especially in management and other traditional areas where new librarians may not be receiving formal training (e.g., reference interviews and book mending).
- **Statewide Services:** WSL provides a variety of statewide services to libraries to enhance local

levels of service to library users and potential users. These services include development and implementation of statewide projects, award of grants, consulting and training, and development of best practices. WSL should continue this work to build further capacity within libraries of all types and sizes, and within all areas of the state.

Overview of Evaluation Methods

The Washington State Library (WSL) engaged Samantha Becker, Principal Research Scientist at the University of Washington Information School, to conduct the independent Five-Year Evaluation. Ms. Becker has a professional background in public policy and librarianship, with broad experience designing and conducting outcome-based evaluation efforts, facilitating productive dialogue between diverse stakeholders, and project management in the library field. She is an experienced library researcher and also served as the evaluator for the 2008-2012 Five-Year Evaluation.

The evaluation employed a mixed methods approach to gather quantitative and qualitative data and engage stakeholders on the activities, performance, and value of programs funded by LSTA. Evaluators collected data through systematic review of Washington State Library program documentation, budgets, and grantee reports provided by WSL; in-depth interviews with WSL personnel; and stakeholder sessions with library leadership groups. The evaluators also drew on data gathered for a needs assessment report, commissioned by the WSL to inform the development of the Five-Year Evaluation and a new LSTA Five-Year Plan. The needs assessment relied on public records and datasets, as well as information gathered from library leaders and staff around the state, records provided by WSL, survey.

Detailed program profiles developed from all data sources provided the foundation for analysis, in conjunction with descriptive statistics based on data from program documentation and budgets. The profiles served as the foundation for generating accounts of program activities and examination of program effectiveness through comparison of levels of investment and performance among programs. They also supported the formulation of recommendations for future activities. Reliability was supported through systematic use of original sources. Validity was supported by the appropriateness of the methods, particularly the use of multiple techniques of data collection and triangulation among data sources. Dozens of stakeholders representing the range of libraries and their user communities were engaged in the interviews and stakeholder sessions, with representation extended through the feedback provided in broad user surveys and post-program evaluations. The report will be disseminated directly to stakeholders through the WSL website publicized through e-mail lists to library groups, and distributed to constituencies through the Library Council of Washington.

Introduction

This report evaluates the progress made by the Washington State Library (WSL) in achieving the goals set in its 2013-2017 LSTA Five-Year Plan in terms of the IMLS Measuring Success Focal Areas and Intents[1] The Measuring Success framework helps IMLS aggregate the results of the LSTA program and communicate cumulative impact, and makes it easier for State Library Administrative Agencies (SLAAs) to reflect on and adjust programs to meet the needs of libraries in their states. Three fiscal years have been evaluated, 2013-2015--the period for which budget information was available.

The first section of the report addresses the Retrospective Questions outlined in the Guidelines for IMLS Grants to States Five-Year Evaluation. It covers progress on the two goals framing the LSTA Five-Year Plan.

1. ***Access to Library Resources:*** Washingtonians will benefit from expanding access to information in a variety of formats, including informational, educational and recreational programs and services
2. ***Quality Library Services:*** Washington libraries will offer quality of library services through training and other resources to enhance the ability of library staff to meet the needs of their communities.

Results are linked to the Measuring Success focal areas and intents and targeted populations. WSL's primary LSTA focus areas were lifelong learning, information access, economic and employment development, and institutional (library) capacity development.

For each goal, the report provides highlights of substantial efforts, analysis of available data and that collected for the purpose of this evaluation. It discusses factors that may have inhibited greater progress toward meeting the goals and recommendations for strengthening LSTA programs in the future.

The second section discusses *Process Questions*, including how WSL uses data to guide decision making regarding LSTA funded activities and how they provide information to key stakeholders to shape their goals and strategies. It will also discuss any changes made to the LSTA Five-Year Plan during its implementation.

The final section discusses the *Methodology Questions*, covering selection of the evaluator, methods employed, stakeholder engagement in the evaluation process, and sharing of results.

Over the five years of the evaluation period discussed in this report, WSL faced a number of difficult budget cycles and leadership transitions. Data in certain areas may not reflect all gains related to the LSTA five-year plan, or the dedication, fortitude, and resilience of WSL staff in maintaining continuity of service to Washington's libraries, in itself an important outcome for the residents who depend on them for vital services. With a new state librarian and a stabilized funding base, the Washington State Library is poised to make great strides towards its goals over the next five years.

[1] IMLS. Measuring Success Initiative in the Grants to States Program. Retrieved from: https://www.imls.gov/research-evaluation/program-evaluation/grants-state-library-agency/measuring-success-initiative

Retrospective Questions

The goals, strategies, and focus areas contained in the 2013-2017 LSTA Five-Year Plan were based on the results and recommendations from the 2008-2012 LSTA five-year evaluation; information from *Libraries & Communities: Creating Excellent Libraries,* a report from a statewide visioning process conducted in conjunction with the 2008-2012 LSTA Five-Year Plan development; results from the WSL Continuing Education Needs Assessment; surveys concerning the use of electronic resources; meetings with youth services librarians; and Census and other demographic data.

WSL's LSTA-funded programs reflect its prioritization of services to underserved populations who would otherwise lack access to information and resources that can help them live better lives. Among those populations, WSL prioritizes:

- Services to libraries in rural Washington lacking adequate funding to update library technology and digital literacy education to support residents' participation in online life;
- Library services for the blind and others with disabilities that are barriers to reading traditional print formats;
- Access to homework help, databases and other electronic resources for students in underfunded school districts and adults pursuing education to improve their self-sufficiency;
- Library services for people in Washington state correctional institutions and psychiatric hospitals whose well-being and reintegration into society can be aided by library resources; and
- Continuing education for library staff in low-income areas of the state where wages are inadequate to attract employees with formal library science education and the technical skills necessary for work in modern libraries.

During the grant period, WSL invested heavily in Goal 1 - Access to Library Resources (see Appendix F). From 2013-2015, WSL spent 80% ($12.2m) of total available funding to provide support for access to library resources.

Of the funding directed to Goal 1 from both state and LSTA funds, the largest amount was directed at electronic resources ($2.3m in total funding or 18.8% of Goal 1 budget). The Washington Talking Book & Braille Library (WTBBL) and institutional libraries combined received nearly $5.8m in funding. Other significant areas of investment for Goal 1 were digitization efforts and support for consulting services.

For Goal 2, nearly 24% ($700k) of LSTA, state and local funding was for continuing education programs sponsored by WSL and grants for library staff to attend conferences and other educational opportunities. Another 26% was used to support WSL-provided consulting services to libraries for management, technology and digital literacy. And a further 13% was directed toward youth services.

Overall, funding provided by IMLS through the LSTA Grants to States Program accounted for 59% ($9.1m) of budgeted expenditures for 2013-2015. State maintenance of effort funds accounted for 35% of budgeted expenditures, with the remaining 6% ($900k) provided through library subscription fees and other sources.

Of the types of libraries able to receive Washington State Library support, most of the available

2013-2015 budgets supported the state library's programs and services to residents and the libraries of the state (97%, $15m). The state library directly administered 232 activities with this funding. About 2% was granted to public libraries to aid them with program development and support, digitization projects, and professional development opportunities. School, academic, and special libraries also received small grants from LSTA funding sources to support activities at the library-level (Table 3).

TABLE 3: LSTA EXPENDITURES BY RECIPIENT TYPE 2013-2015

Library Type	LSTA Budget	Total Budget	Percent of Total Budget	Count of Activities
SLAA	$8,772,456	$15,099,443	97.2%	103
Public	$271,875	$330,138	2.1%	90
Academic	$29,514	$40,094	0.3%	22
School	$37,591	$42,487	0.3%	13
Special	$14,703	$14,818	0.1%	3
Other	$289	$389	0.0%	1
Total	**$9,126,427**	**$15,527,370**	**100%**	**232**

Measuring Success Focal Areas and Intents

The IMLS Measuring Success initiative was developed in 2012 to help SLAA and IMLS plan for, manage, and evaluate the LSTA Grants to States program.[2] It consists of six focal areas and 14 corresponding intents, which standardize goals and strategies, commonly targeted by SLAAs in their LSTA expenditures (Table 4). It informs data collection strategies and data analysis for the LSTA program reports by defining three levels of analysis: SLAA actions, project/point of service, and End User/Beneficiary. IMLS anticipates developing new LSTA-related data collection tools organized around these levels of analysis.

To the extent possible, this evaluation applies the Measuring Success Focal Areas in discussing the goals of WSL's LSTA programs and frames data analysis findings in terms of the proposed levels of analysis. However, since the current evaluation period began before the framework was fully articulated and disseminated to SLAAs, data collected by WSL during the evaluation period were not always consistently classified according to Measuring Success categories.

[2] IMLS. (Undated). Measuring Success Initiative in the Grants to States Program. https://www.imls.gov/research-evaluation/program-evaluation/grants-state-library-agency/measuring-success-initiative

TABLE 4: APPLICABLE MEASURING SUCCESS FOCAL AREAS AND INTENTS

Focal Areas	Intents
Lifelong Learning	● Improve users' formal education Improve users' general knowledge and skill
Information Access	● Improve users' ability to discover information resources Improve users' ability to obtain and/or use information resources
Institutional Capacity	● Improve users' ability to use resources and apply information for employment support ● Improve users' ability to use and apply business resources
Economic & Employment Development	● Improve the library workforce ● Improve the library's physical and technological infrastructure ● Improve library operations

During the 3 years for which data are available, WSL supported 232 activities. These encompassed instructional, content development, planning and evaluation, and procurement activities. Four of the six Focal Areas and nine of the fourteen Intents were associated with these activities as primary targets (Table 4); a small number of activities were also aimed at secondary intents, however to avoid inconsistencies, the secondary intents are not included in the analysis for this evaluation.

As seen in Table 5, more than two-thirds (66%) of LSTA-related budgets from 2013-2015 went towards the Information Access Focal Area, with most aimed towards improving users' ability to obtain and/or use information resources. About one-third of WSL's activities fell in this focal area and intent. The main activities in this focal area were maintaining access to the Washington Talking Book & Braille Library and Washington's institutional libraries (state prisons and psychiatric hospitals), as well as the statewide database licensing program, AskWA cooperative reference project, downloadable audio and eBooks, and various digitization efforts. These programs and their results will be discussed in conjunction with Goal 1.

Consistent with their central role supporting Washington's library workforce, about 21% of LSTA funding overall, and more than half (53%) of WSL's activities were aimed at improving the institutional capacity of libraries. Activities supported in this focus area and intents were primarily training and other continuing education opportunities provided by WSL to staff from various types of libraries and investments in technology infrastructure and equipment.

TABLE 5: BUDGET AND ACTIVITIES BY FOCAL AREA AND PRIMARY INTENT (2013-2015)

Primary Focal Areas and Intents	Percent of Total Budget	Percent of Total Activities
Information Access	**66.9%**	**36.6%**
Improve users' ability to obtain and/or use information resources.	65.6%	33.3%
Improve users' ability to discover information resources.	1.3%	2.6%
Institutional Capacity	**19.8%**	**52.8%**
Improve library operations.	4.0%	7.4%
Improve library's physical and technology infrastructure.	4.5%	5.8%
Improve the library workforce.	11.3%	39.5%
Economic & Employment Development	**10.0%**	**2.9%**
Improve users' ability to use and apply business resources.	9.7%	1.3%
Improve users' ability to use resources and apply information for employment support.	0.3%	1.6%
Lifelong Learning	**3.3%**	**7.8%**
Improve users' formal education.	0.8%	1.6%
Improve users' general knowledge and skills.	2.6%	6.1%

Approximately 10% of funding contributed to the economic and employment development focal area. Most of this was directed towards providing access to the Microsoft IT Academy (now titled the Microsoft Imagine Academy), an online learning platform and certification program available to all Washington residents. The Microsoft IT Academy is largely supported by an appropriation of funds from the Washington State Legislature and a generous discount from Microsoft. Lifelong learning related programs accounted for about 4% of LSTA funding over the 2013-2015 budget periods and nearly 8% of activities.

Funding to the SLAA to provide direct services in the form of consulting, training, and other support to the Washington library community and maintenance for WSL's institutional libraries and WTBBL accounted for 97% of LSTA-related funding. About 3% went to public libraries for various projects and trainings, with small grants for various seed projects and equipment purchases provided to 9 academic libraries, 29 public libraries, 9 school libraries, and 3 special libraries.

The IMLS five-year evaluation guidelines ask evaluators to discuss particular groups that represent a substantial focus for the LSTA Five-Year Plan activities; *substantial focus* is defined as representing at least 10% of the total LSTA funding across multiple years. WSL's LSTA five-year plan and the commitment to serving rural, low-income, disabled, and institutional residents was evident in interviews and discussion groups with WSL staff, as well as in their funding allocation. According to WSL's State Program Report (SPR) data, 47% of expenditures were targeted at populations specified in the IMLS guidelines. That amount reaches 61% when the institutional and rural population targets WSL prioritizes are included (Table 6).

TABLE 6: LSTA AND STATE RESOURCES TARGETED TO SPECIFIC POPULATIONS

Targeted Populations	Substantial Focus?	Percent of Total Resources
Library workforce (current and future)	Yes	17%
Individuals living below the poverty line	No	0%
Individuals that are unemployed/underemployed	No	9%
Ethnic or minority populations	No	0%
Immigrants/refugees	No	0%
Individuals with disabilities	Yes	17%
Individuals with limited functional literacy or information skills	No	0%
Families	No	0%
Children (aged 0-5)	No	0%
School-aged youth (aged 6-17)	No	3%
Institutional Libraries	Yes	12%
Rural	No	2%

While overall WSL is directing funding towards populations with greater needs, only two groups reach the threshold of substantial focus: access for people with disabilities and the library workforce. Nearly all the funding for people with disabilities went towards supporting the Washington Talking Book & Braille Library. A small amount of funding and activity was also directed towards serving children and school-aged youth with lifelong learning services (1.5%), however this was primarily through training for youth and teacher librarians (improving the library workforce). For the purposes of this evaluation, populations served by the institutional libraries, though not an IMLS target, will be discussed in more depth in subsequent sections, along with the library workforce, and people with disabilities.

Goal 1: Access to Library Resources

WSL's goal in this area is to support all types of libraries in expanding access to information in a variety of formats, and providing informational, educational, and recreational programs and services for the benefit of all Washingtonians. This goal reflects WSL's recognition that libraries need to remain current in providing materials, programming, and services in order to meet community and individual needs of patrons and to be centers of community enrichment and lifelong learning. Further, WSL anchored this goal in the need for libraries to reach new patrons and to provide resources in digital as well as print formats.

The outcomes related to this goal were articulated as follows in the LSTA Five-Year Plan:

- Washingtonians know how to access the information they desire (information and digital literacy).
- Washingtonians have the information they need available from their libraries in digital or traditional formats (resource availability).
- Washingtonians are able to use a variety of methods to access this information.

- Washingtonians are able to get help from library staff when they need it in order to find the information they want.

These outcomes are related to the Economic & Employment Development, Information Access, Institutional Capacity, and Lifelong Learning Focal Areas. The relative LSTA investment among these Focal Areas for Goal 1 is shown in Appendix F. Three-quarters of funds budgeted for Goal 1 were directed to activities related to expanding access to information.

In the LSTA five-year plan, WSL incorporated specific strategies and activities in service of Goal 1, briefly summarized in Table 7 below.

TABLE 7: GOAL 1 STRATEGIES AND ACTIVITIES FROM LSTA FIVE-YEAR PLAN

Strategies	Activities
Enhance digital literacy skills	● Statewide digital literacy training through local libraries.
Increase access to digital content	● Funding and coordination for electronic resources. ● High-speed connectivity to libraries.
Assist libraries in making local resources more broadly available	● Preserve and digitize unique local and state materials.
Seed short-term innovative projects	● Library projects to increase access to information. ● Seed projects and pilot programs.
Provide opportunities for public and civic engagement through libraries	● Library projects to increase civic participation.
Support the reading and information, education, workforce development, literacy skills, and health needs of Washingtonians	● Services to disabled people through WTBBL and the institutional libraries. ● Programming in libraries to meet life-stage needs.
Enhance the ability of local libraries to provide services to vulnerable and underserved groups	● Strategies for services to vulnerable, unserved, and underserved populations. ● Programming in institutional libraries. ● Collaborations between institutional libraries and WTBBL.

For the purposes of evaluating WSL's progress towards these goals and retaining consistency with WSL's SPR reports, the categorization of goals and Measuring Success focal areas was maintained as reported. In some cases this results in similar activities assigned different primary goals, however subtle differences in the target audience or method of service delivery usually explain the seeming discrepancies.

Ten programmatic areas were reported as serving Goal 1 (Table 7). They spanned the Measuring Success focal areas of economic and employment development, information access, building institutional capacity and lifelong learning. Some of the programs involved more than one activity and so served multiple primary focal areas. In this section, the five Goal 1 programmatic areas allocated the greatest

percent of funds will be reviewed:

- Electronic Resources
- Institutional Libraries
- Washington Talking Book & Braille Library
- Digitization Projects
- Digital Literacy Programs (including Microsoft IT Academy)

In 2013-2015, LSTA funds provided 49% of the total budget related to Goal 1 activities. State library maintenance of effort (matching) funds and library fees for eResource Licensing and Ask WA provided the remaining budgeted amount (Table 8).

Table 8: Goal 1 Programmatic Area Budgets (2013-2015) - ordered by amount of LSTA funding

Programmatic Area	LSTA Funding	Total Budget	Percent of Goal 1 Budget	Percent LSTA Funded
Electronic Resources	$1,541,137	$2,293,693	18.8%	67%
Institutional Libraries	$1,396,593	$1,883,395	15.5%	74%
WTBBL	$1,105,870	$3,847,051	31.6%	29%
Digitization	$571,853	$1,291,949	10.6%	44%
Consulting Services[3]	$517,188	$562,172	4.6%	92%
Ask WA	$293,037	$360,095	3%	81%
Continuing Education for Library Staff	$242,196	$242,196	2%	100%
Digital Literacy	$159,239	$1,598,736	13.1%	10%
Technology Infrastructure and Services	$104,306	$104,306	0.9%	100%
Collection Development	$3,678	$3,678	0.03%	100%
Grand Total	**$5,935,097**	**$12,187,271**	**100%**	**49%**

Program: Electronic Resources

Program Effectiveness: Achieved

The Electronic Resources program, which includes both the Statewide Database Licensing (SDL) and Downloadable eBooks & Audiobook programs, provide consortial purchasing and subsidies to libraries that lower the cost of providing eResources. In 2015, 61 public libraries, 35 community and technical colleges, 23 private colleges, 9 educational service districts (ESDs), 25 special libraries, and 4 tribal libraries were members of SDL. Forty-four public libraries were participants in the Washington Anytime Library consortium, which provides downloadable audiobooks and eBooks. Overall funding for these programs was $2.29m (19% of Goal 1 funding), 1.5m from LSTA and $753k was paid by member

[3] Most Consulting Services budgets were associated with Goal 2 activities in SPRs; the consulting services associated with Goal 1 (2014 Statewide Assistance to Libraries and 2014 Technology Services for Washington Libraries) will be discussed along with Youth Services and services offered in 2013 and 2015.

libraries.

The SDL program is critical for allowing libraries to offer access to databases. It continues to be a highly valued service in the library community. SDL was budgeted a total of $1.26m over 2013-2015; of this amount, $243,000 (19%) went to subscription fees paid by participating libraries. In 2015, over 5 million database searches were conducted and over 4 million full-text documents were accessed by library users. The number of searches declined by 8% from 2014, while the number of downloads increased by 7%. A reduction in number of searches performed may be an indicator of more efficient access or more precise search construction by users, but it cannot be reliably interpreted as an indicator of patron usage. It is important to note that SDL reaches more libraries than any other LSTA-related project and is critical especially for students in K-12 schools and community and technical colleges who access the databases at school, home, and through their public libraries.

The Washington Anytime Library provides public library access to eBooks and downloadable audiobooks available through OverDrive. A second agreement with Recorded Books provides public libraries, academic institutions, and schools access to similar electronic resources. In total, funding for both in 2013-2015 was $1.04m, of which 50% was provided through library subscription fees. The 44 libraries that participate in the Washington Anytime Library consortium serve a combined population of 785,000. In 2015, the Anytime Library circulated 279,000 audiobooks and 509,000 eBooks, an increase of 17% over 2014 circulation. Libraries participating in this consortium increased the collection by 34% in 2015.

WSL's efforts to coordinate consortial purchases, keep costs low, and act as convener in discussions about eResources has been highly effective in managing this landscape and bringing libraries into collaboration around it. Without the LSTA subsidies for the eResource subscription, many of the participating libraries would not prioritize subscription databases in their budgets.

Recommendations

- **Recreate the SDL and Anytime Library models of interaction with libraries for other potential group purchases.** WSL should consider other areas where coordinating group purchases may lower costs or expand availability of resources, such as the purchasing of floating collections/resource kits, paid speaker series, catalog software/services, professional development opportunities, and technology equipment and service.
- **Assess available data and develop an evaluation rubric to monitor changes in use patterns.** Better data, in particular about student use of databases, would help to clarify the significance of database availability in Washington.
- **Develop outreach and promotional strategies for databases to use in libraries and their communities.** For the databases to be used to a level consistent with the budget capture they represent, libraries will need assistance in promoting database use to their communities as well.

Program: Institutional Libraries

Program Effectiveness: Partly achieved

WSL is obligated by statute to provide library services to inmates in state facilities, directing nearly 24% of its LSTA funding ($1.4m) towards the correctional libraries overall, and about 16% of the resources allocated towards Goal 1-related services. The WSL Institutional Libraries program provides direct

services to nine state correctional facilities and two psychiatric hospitals for adults. The Department of Corrections (DOC) is not required to fund the state library for providing services to their prisoners and has only occasionally provided funding under special agreement; and DOC maintains a separate system of law libraries for prisoners to conduct research, and in some locked units inmates maintain a collection of donated books.

The corrections centers served have a total inmate population of 14,272. Three additional small corrections centers with fewer than 500 inmates do not have libraries staffed by WLS. The libraries are open to inmates an average of 15-25 hours per week, as contracted, for a total of about 10,000 hours per year. In addition to providing general information services and access to educational, recreational, and recovery materials, specialized materials are available to prepare inmates for re-entry into society, including re-entry binders covering public and nonprofit resources to assist with the transition.

The corrections libraries reported an estimated 312,000 visits from inmates in 2015 and circulated approximately 638,000 items from their collections. Additionally, WSL staff responded to approximately 192,000 reference questions in 2015. The rate of visits, circulation, and reference transactions indicates that approximately 30 very active patrons visit each library each hour they are open. This very high level of use was also evident in the results of the WSL Essential Services Survey, which included passionate statements from inmates on the value and impact of the libraries as a "lifeline" and critical factor in their "mental well-being." During the five-year period, programming enhancements by Institutional Library Services included expanding the ILS Reads program, developing summer reading and poetry month activities, and providing presentations by authors and others.

The WSL has succeeded at its goal of providing direct services tailored to this vulnerable and underserved population, particularly with outcomes related to reading and information needs of incarcerated populations, supporting informal education, lifelong learning, and health and well-being. Progress on some specific strategies, such as enhanced digital literacy, has been limited due to a range of factors, including a lack of appropriate funding or staffing. Challenges include lack of access to a secure network for teaching digital literacy skills to inmates, physical space and software, and delivery of an expected offline product from the Microsoft Academy. Staffing turnover and recruiting is also difficult due to remote prison locations.

Movement toward collaboration between institutional libraries and WTTBL, a strategy identified in the LSTA Five-Year Plan, will require additional effort and progress on staff reconfiguration. The lack of DOC investment and cooperation clearly limits the extent of progress, however site visits and interviews revealed that DOC management and staff are genuinely interested in and appreciate the services WSL provides to inmates. DOC staff offered unsolicited encouragement for greater WSL involvement in their programs and services for inmates (and prison staff). Further work is needed to achieve the varying outcomes, which range from day-to-day learning to re-entry and reduction of recidivism, that are valued by both DOC and WSL staff.

Recommendations

- **Continue to build relationships with the DOC.** DOC could be a valuable partner in increasing measurable outcomes enabled through LSTA funding, particularly related to lifelong learning and informal education.
- **Build programming that leverages library strengths and fills gaps for DOC.** Additional

programming in Measuring Success lifelong learning and human services focal areas, such as information literacy, would help meet the needs of inmates not involved in formal educational programs offered through the community and technical colleges, and may encourage increased support from the DOC.

- **Work with community and technical colleges and DOC to address the infrastructure barriers to digital literacy education.** Colleges that have successfully incorporated technology in educational programs for prisoners would be effective collaborators in addressing DOC security and logistical challenges in development of digital skills programs.

Program: Washington Talking Book & Braille Library

Program Effectiveness: Achieved

Nearly 26% ($1.1m) of LSTA funding for Goal 1 was directed toward the Washington Talking Book & Braille Library (WTBBL) program. WTBBL provides access to library materials for residents who are blind, vision impaired, or have other physical or reading disabilities that interfere with their ability to read standard print. WTBBL personnel provide readers' advisory services in person, over the phone, and through an automated online recommendation system, to a user community primarily over the age of 65. The program maintains a remarkable number of volunteers: 250 individuals who provide 28,000 hours of service annually. Volunteer activities include producing audio books and braille books with an emphasis on materials about Washington or written by Washington authors. The services are actively promoted by WTBBL personnel at state library meetings and through regional library system activities.

The WTBBL houses and circulates a physical collection and administers Braille and Audio Reading Download (BARD), both provided by the Library of Congress National Library Services for the Blind and Physically Handicapped. It also manages equipment loaned to patrons for use with audio books, and provides an app for audio and electronic braille for iOS, Android, and Kindle platforms. On average, the WTBBL circulates over 300,000 items annually, with 119,000 electronic books downloaded in 2016. About 97% of WTBBL's circulation is audio materials. For the targeted elderly and disabled community in need of these specialized services, WTBBL meets goals of providing access to digital and traditional formats and providing help from library staff, as demonstrated in a recent Essential Services Survey (n=1,558). An overwhelming majority of patrons considered access to the materials "very important": 96% for talking books, 94% for WTBBL produced materials, and 91% braille books, which make up a much smaller proportion of circulated materials. WTBBL provides an essential service that is highly valued by its patrons.

Recommendations

- **Increase awareness of WTBBL's services.** Based on Census estimates of disabilities rates and other sources of information about the prevalence of low vision, it is likely that a larger proportion of Washington residents could benefit from WTBBL services. Disseminating information about the services is challenging due to the dispersed target population, but efforts to build awareness among librarians, who can certify visually impaired and physically disabled patrons to use WTBBL, will be important for the program to be utilized to its full potential. The electronic downloads and associated reading apps are likely to be of growing interest and particularly worthy of promotion.

- **Seek new funding and resource sharing partnerships to extend disability services.** With appropriate stakeholder engagement, creative approaches to service delivery, and greater reliance on funding from other sources, WSL may be able to expand the services it offers to support people with other types of disabilities. Such an initiative could include additional training and support for local libraries that may be struggling with how to best serve community members with disabilities. With already-established expertise in serving low-vision residents, WTBBL could be a leader or strong partner in a broader program.
- **Help libraries address accessibility barriers in libraries.** As noted in WSL's recent needs assessment, many public library websites are not accessible for use with assistive devices and screen readers, and to populations with mobility, learning, and other types of disabilities. Training for library staff on online accessibility requirements in serving patrons with disabilities, would help WSL reach a greater number of Washingtonians who are excluded from the use of library resources due to avoidable barriers.

Program: Digitization

Program Effectiveness: Achieved

WSL's efforts at Digitization have preserved and made accessible artifacts from Washington's history. From 2013-2015, WSL directed $1.29m to Digitization projects at the state and local levels. About 44% of funding was provided by LSTA funds, with the remainder coming from state library funding and local contributions.

About 63% ($811k) of the total budgeted amount went to support the Washington Digital Newspapers (WDN) program, with 87% ($710k) of the WDN funding coming from community donations. Through this program, WSL began to digitize its collection of historic Washington newspapers. Web analytics from January and March 2015 suggest a growing readership: over 2 million newspaper pages were viewed on the site in January; in March, 2.23m pages were viewed. The program makes content available to researchers, educators, genealogists, and others inside and outside Washington State.

The Washington Rural Heritage (WRH) program also received funding, through which 18 libraries digitized and cataloged locally significant collections and cultural artifacts. Over 8,000 items from public libraries and museums/historical societies have been digitized, including maps, photographs, art, and other print materials. WRH now consists of 41 digital collections housing more than 38,000 items. In 2015, WRH received 313,000 item views by 53,000 unique users, showing continuing interest and use of the collections.

Without support from LSTA funding, few of the state's rural and tribal communities would have preserved their historical materials and people would not have access to these important collections.

Recommendations

- **Continue to invest in supporting local Digitization projects and training the library workforce to preserve historic artifacts.** The two-pronged approach of providing grants to start Digitization, along with WSL training library workforce, results in increased collections.
- **Seek to broaden discovery of digitized materials through linked data and partnerships.** To enhance access, WSL may publish collections using Linked Open Data practices, improving

interoperability for other organizations that want to share WSL's digitized collections. WSL may become a Content Hub within the Digital Public Library of America (DPLA). Developing a partnership among Washington libraries holding large collections of digitized materials (e.g., University of Washington, Washington State University, Seattle Public Library), may help WSL more quickly prepare collections for Linked Open Data and DPLA applications.

Program: Digital Literacy

Program Effectiveness: Achieved

WSL directed 13% ($1.6m) of total funding for Goal 1 to Digital Literacy instruction (approximately $159,000 of that total funding was from LSTA). The bulk of this budget (91%, or $1.45m) went to the Microsoft IT Academy (now Microsoft Imagine Academy), largely supported by an appropriation of funds from the State Legislature and a discount from the Microsoft Corp. The remainder of Digital Literacy funding (9%, $144k) went for grants to libraries in support of developing and delivering various Digital Literacy programs.

The Microsoft IT Academy provides skills training in technology. Users may earn Microsoft Office Specialist and Microsoft Technical Associate certificates. After a pilot program of 20 libraries, now 35 libraries, in all corners of the state, offer on-site certificate testing and nearly 400 offer the program on their websites. As of September 2015, nearly 18,400 users registered and have begun course work. WSL also awarded 24 grants to libraries for implementing Digital Literacy programs. Resulting notable programs include: a multimedia technology project teaching teens to use film equipment and editing software, and a public library program that supports soldiers from Joint Base Lewis-McChord.

Recommendations

- **Set up environment for libraries to share teaching materials developed as a result of LSTA funding.** Increase attention to capturing results, collecting materials developed, and making them available to other libraries.
- **Carefully track available data about persistence and completion rates for Microsoft IT Academy.** Some online classes tend to have low retention rates, with some studies of MOOCs observing passing/completion rates of just 5-10%.[4] Tracking the persistence and completion rates of Washington users of the IT Academy would help WSL evaluate the return on the investment.

Goal 2: Quality Library Services

The strategies contained in Goal 2 relate to support for Washington libraries for professional development opportunities, investments in library technology infrastructure, consulting services, and coordination and subsidies for consortial purchasing of electronic resources. The goal is to improve the quality of library services and help libraries remain current and relevant to their communities. Programs in Goal 2 relate to the IMLS purpose of providing training and continuing education to enhance the

[4] Garrido, M., Koepke, L., Andersen, S., Mena, A., Macapagal, M., & Dalvit, L. (2016). An examination of MOOC usage for professional workforce development outcomes in Colombia, the Philippines, & South Africa. Seattle: Technology & Social Change Group, University of Washington Information School.

library workforce.

The LSTA Five-Year Plan contains two outcomes related to Goal 2:

- Library staff participating in LSTA supported training have the knowledge, skills, and abilities to provide high quality library service to their communities.
- People who take advantage of the educational opportunities at their libraries will be more fully prepared to participate in their communities.

These outcomes are related to the Measuring Success focal areas of Economic & Employment Development, Information Access, Institutional Capacity, and Lifelong Learning Focal Areas. The relative LSTA investment among these Focal Areas for Goal 2 is shown in Appendix H.

WSL defined six strategies and fourteen activities to achieve their goals related to service to the library community (Table 9):

TABLE 9: GOAL 2 STRATEGIES AND ACTIVITIES FROM LSTA FIVE-YEAR PLAN

Strategies	Activities
Enhance and expand continuing education for library staff	● Improve staff competencies through specialized consulting. ● Support continuing education opportunities through grants and programming. ● Coordinate statewide training of library staff. ● Deliver training by WSL branch library staff. ● Provide support for library leadership through general and technology consulting
Convene and promote collaboration between and among all types of libraries and other organizations	● Encourage collaboration between libraries and community partners.
Serve as convener to encourage library partnerships with community stakeholders and promote involvement and investment in libraries	● Connect communities to libraries. ● Provide coordination and facilitation for library groups and other organizations working to address common needs.
Collect and disseminate library research-based best practices and encourage libraries to use them to enhance programming and services.	● Incorporate useful and practical research and learning methods and promote peer-to-peer learning. ● Encourage sharing of best practices among libraries and find new ways to enable communities of practice.
Provide resources to the library community	● Coordinate collection of data and other information to document changes and trends in the Washington library community.
Focus on continued and increased support for all types of libraries	● Provide information about the work done in Washington libraries for local, state, and national use. ● Support the work of the library community to develop projects to increase access to information in Washington.

Table 10 shows the eleven programmatic activities associated with Goal 2. As with activities related to Goal 1, the analysis of outcomes related to these activities will concern those with expenditures at about 10% of the budget allocated for Goal 2.

Table 10: Goal 2 Programmatic Area Budgets (2013-2015) - ordered by amount of LSTA funding

Programmatic Area	LSTA Funding	Total Budget	Percent of Goal 2 Budget	Percent LSTA Funded
Consulting Services - Technology	$758,491	$758,491	25.9%	100%
Continuing Education	$602,911	$689,682	23.6%	87%
Teacher Librarian Common Core Cadre	$485,434	$485,434	16.6%	100%
Youth Services	$387,262	$387,262	13.2%	100%
Consulting Services - Rural	$189,100	$189,100	6.5%	100%
Infrastructure - Technology	$111,991	$111,991	3.8%	100%
Libraries as Open Education Leaders	$103,477	$103,477	3.5%	100%
Organizational Memberships	$95,824	$95,824	3.3%	100%
Digitization	$39,834	$39,834	1.4%	100%
WTBBL	$36,212	$36,212	1.2%	100%
Wayfinder	$26,119	$26,119	0.9%	100%
Grand Total	**$2,836,656**	**$2,923,427**	**100%**	**97%**

Program: Continuing Education

Program Effectiveness: Achieved

In this reporting period, WSL invested a significant amount in Continuing Education (CE), which is comprised of both training and attending conferences. Approximately 78% of the CE expenditures ($538,860) went for training, while 14% ($99,705) went for staff to attend conferences. WSL provided 281 training sessions and sent 51 library staff to professional conferences. Topics were developed according to a needs assessment and strategic decisions included: *collection development & management, digital literacy, technology, library management, early childhood education*, and *youth services*. The relative distribution of funding for conferences and training by continuing education topic is shown in Figure 4 (Appendix G).

Notable continuing CE programs included:

- research-based storytime and early childhood education practices;
- implementing Project VIEWS2, which investigated best practices and developmentally appropriate approaches to storytime;
- the Connecting the Dots program, a Washington State Library project working in tandem with Project VIEWS2 and funded through the Grants to States program of the Institute of Museum and Library Services;
- Supercharged Storytime, an online orientation and community of practice;

- partnerships with OCLC/WebJunction and Thrive Washington, nonprofit organizations focused on early learning; and
- the All Aboard for Kindergarten program, a statewide school readiness program that brought together 25 stakeholders from libraries and the early learning community.

Professional development opportunities were provided in a variety of formats and locations to ensure that libraries across the state were able to participate. Library staff who attended professional conferences reported learning best practices, developing ideas for new services, and increased confidence and enthusiasm for delivering high-value services.

Recommendations

- **Continue offering a variety of continuing education opportunities.** Library staff must continuously update their skills and seek out new ideas and approaches to services in order to respond to the changing needs and expectations of their communities.

Program: Statewide Assistance for Libraries; Consulting Services

Program Effectiveness: Achieved

WSL's project managers and staff provide support to the state's libraries through three consulting programs: *Statewide Assistance to Libraries, Technology Services for Libraries,* and *Youth Services*.

In the SPR reporting data, 2014 Statewide Assistance to Libraries and Technology Services for Libraries were associated with Goal 2 activities, receiving $758,000 of LSTA-related funding (25% of Goal 2 funding). Approximately $45k came from local sources. To simplify reporting, all three consulting programs across the 2013-2015 reporting cycles will be discussed in this section.

WSL prioritizes high-level service for small, rural, and tribal libraries. In 2013, WSL provided scholarships to 21 library staff to attend the Association of Rural and Small Libraries conference and facilitated an additional nine training sessions.

Consulting Services included: phone and email communication, site visits, support materials, and training. *Statewide Assistance to Libraries* disseminates information, helps libraries apply for E-Rate, provides technical assistance setting up hardware and software, and tailors training. *Youth Services* provided access to the Collaborative Summer Library Program, youth STE(A)M programming (from 2013-12015), collections of LEGOs, programmable robotics, and other builder kits. *Technology Services for Libraries* set up hardware and software, implemented online library catalogs, built and maintained websites, and improved network capacity. For libraries in 2014, it developed websites for 12, helped 18 resolve hosting and network capacity issues, assisted 12 with E-Rate applications, and trained staff in 12 to use personal devices.

In interviews and focus groups with rural and small libraries, library staff expressed appreciation for the consulting services provided by WSL. In these libraries, staff often lack library and technology services, which limits their capacity for serving their communities.

Recommendations

- **Develop robust metrics and tracking systems for consulting services.** This would allow the state

library to better quantify their efforts, especially in tracking the circulating kits and collections. Use of cloud-based ticketing software might also rapidly introduce a tracking system.

- **Develop a standardized data collection method for tracking training sessions, attendance, and learning outcomes.** These data are inconsistent and, therefore, difficult to compile and analyze. Implementing standardized rosters and use of online forms would help track activities.

Program: Teacher Librarian Common Core Cadre (TLC[3])

Program Effectiveness: Achieved

The TLC[3] program goal is to provide resources, including training, for teacher-librarians to implement Common Core Standards in schools. A total of $485,000 was directed toward this program. In 2013, TLC[3] training focused on the English Language Arts (ELA) area. WSL implemented 9 all-day trainings, and 15 half-day workshops, attended by 397 teacher-librarians. In 2014 and 2015, WSL and the TLC[3] advisory committee developed training for Next Generation Science Standards (NGSS), a Common Core Standard in 2016-2017. An all-day training was developed by five teacher-librarians with the Office of the Superintendent of Public Instruction's Department of Science Teaching and Learning. In 2012, the Washington Supreme Court ruled that school systems are underfunded, yet the state legislature has not yet complied with funding requirements.[5] In this budget-constricted environment, mobilizing LSTA resources for trainings helped libraries gain visibility and appreciation from the K-12 education community.

Recommendations

- **Continue to develop collaborative curriculum support initiatives as additional standards are adopted in schools.** WSL should continue developing support packages. Creating a master development schedule and roll-out process would maintain momentum and attract support. Working collaboratively and sharing with SLAAs and school libraries in other states would be a contribution to the entire library community.

Program: Libraries as Open Education Leaders

Program Effectiveness: Achieved

Libraries as Open Education Leaders is a technology solution to the prohibitive cost of textbooks and supplemental curriculum enrichment materials. Open Educational Resources (OER) consist of collections of open source content that is valid, reliable and represent a diversity of views. LSTA-related funding supported collaborations between Community and Technical Colleges (CTC) faculty and librarians to develop OER. In 2014, WSL directed $103,477 to the Libraries as Open Education Leaders program. As discussed in the LSTA Needs Assessment, the library community perceives it devotes significant time to developing teaching curricula, book lists, guides, and other material, but that channels for sharing work

[5] Cornwell, Joseph O'Sullivan Paige. State justices question how to compel state in McCleary school-funding ruling. (2016, September 7). Retrieved April 6, 2017, from http://www.seattletimes.com/seattle-news/education/state-supreme-court-questions-how-to-compel-state-to-fulfill-mccleary-school-funding-ruling/

products like these are not currently robust enough.

Recommendations

- **No further LSTA funding will be directed to Libraries as Open Education Leaders as the program is in its final year.** Further work should focus on disseminating educational content and best practices gathered. The program has laid a solid foundation for further work in this area by bringing key stakeholders together and starting the work of supporting collaboration.

Process Questions

Using Data to Guide Activities

The Washington State Library actively employs a variety of mechanisms to ensure strategic decisions reflect the needs of the Washington library community and the residents of Washington State and that implementation of programs is monitored and evaluated. These mechanisms have included seeking guidance and feedback through **formal channels** such as advisory bodies; regular surveys of the library community; participation in professional organizations such as COSLA (Chief Officers of State Library Agencies); grantee reports; and post-program feedback surveys. Additionally, WSL leadership has used a variety of **informal channels** to inform their decision-making, including maintaining and seeking input through electronic mailing lists for specific communities of practice; and gathering input from project managers, who maintain close contact with the constituencies they serve. WSL leadership has also reviewed **relevant data** from national and state-level surveys; web analytics for online resources and services; and data collected through program evaluations (including SPR and other data and the subsequent recommendations that resulted from the evaluation of the previous LSTA 5-Year Plan).

Advisory Bodies

WSL leadership maintain and regularly consult a number of advisory bodies to stay informed on Washington library needs and trends, and to gather input on strategic and programmatic decisions. WSL advisory bodies, composed of active library practitioners and partners, include the Library Council of Washington and project advisory committees. WSL leadership has also cultivated a team of well-informed project managers who are expert in their respective areas and able to represent the needs of their constituencies in decision-making conversations.

Library Council of Washington

The Library Council of Washington, the chief advisory group for WSL administrators regarding use of LSTA funds, represents a broad range of library types and constituencies. Council members seek input from their respective communities of practice and the constituencies they serve to inform policy and program development. Members represent the following library types, interests, and service populations:

- Public libraries serving populations under 100,000
- Public libraries serving populations 100,000 and over
- Rural libraries
- School libraries
- 2-year and 4-year academic libraries
- Special libraries

- Technology
- Underserved
- Cultural diversity

The Council, which convenes quarterly, serves as a catalyst for surfacing, and guiding successful responses to, library-related issues of statewide concern. The LCW participates in annual priority setting and LSTA budget allocation discussions. WSL leadership presents an annual work plan to the Council for the upcoming year; Council members discuss the work plan, consult their respective constituencies, and provide input to WSL for consideration.

Project Advisory Committees

A number of LSTA programs are by input from an advisory committee overseen by the project manager. Advisory committees are composed of volunteers from various library and partner institutions with relevant expertise, as well as representatives from the project's established target audience. Committee members regularly advise on strategic and administrative aspects of the project to support its success.

Project Managers

WSL project managers are well-informed experts in their respective focus area and are empowered to make strategic decisions regarding the projects they oversee. The WSL's eight LSTA project managers generally oversee several projects which provide them with a rich set of insights regarding the service needs and priorities of Washington libraries. Project managers also maintain regular contact with their project advisory committees, project grantees/participants, professional organizations, and relevant partner organizations. In addition, project managers meet with each other to exchange lessons learned regarding their projects, the libraries they serve, and to collectively problem-solve when challenges emerge. WSL leadership also consult project managers to ensure their strategic decisions are grounded in the current needs of Washington libraries and reflect relevant best practices.

Changes to the Five-Year Plan

Performance Data

No substantive changes were made to the Five-Year Plan in this evaluation (a previous request to make changes to the current plan was made by WSL to IMLS in May 2011). Though WSL has established a wide range of feedback loops to inform organizational decision-making, it has struggled with implementing outcome-based evaluation (OBE) and collecting OBE data.[6] WSL collects a wide variety of information regarding program outputs and some information regarding outcomes, mostly through grantee reports and web analytics for online resources and services. However, WSL has found gathering, analyzing, and using performance data to be challenging.

Implementation of Evaluation

WSL contracted with the University of Washington Information School to conduct a needs assessment of the Washington library community and context as part of this evaluation cycle. The needs assessment identified issues that may impact how libraries in Washington, including those operated by WSL, serve their patrons. This includes issues facing library management and staff, changes in technologies, the

[6] Outcome-based evaluation is the process of systematic inquiry to determine the extent to which a program has achieved its intended goals. It attempts to ascertain how the program made a difference, in what ways, and for whom.

expectations of patrons, and ways the library field supports community and statewide goals. To help prioritize issues and initiatives, the needs assessment also explores state priority issues and projections of changes in Washington's population and industries that may affect the demand on library services.

Nearly every resident in Washington State has access to one or more of 62 public library systems, though according to WSL calculations approximately 106,000 Washingtonians (1.5%) lack even basic access to a public library. In addition, Washington is served through the libraries in K-12 schools, community and technical colleges (CTC), colleges and universities, as well as through tribal libraries, public law libraries, and various special libraries including those located in medical centers, businesses, and government agencies. WSL maintains its own libraries, including the Washington Talking Book and Braille Library (WTBBL), libraries in Washington correctional and mental health institutions, and the State's own library which houses historic print and digital collections and government publications.

These libraries are supported in their work through programs and services offered by WSL. With the aim of ensuring that "Washingtonians have access to the information they need and to the history of Washington for tomorrow," WSL provides professional development opportunities, coordinates cooperative purchasing, facilitates interlibrary loan (ILL) among libraries, assists libraries in digitization efforts, and provides grants and other programs to assist libraries in the state to meet the needs of their immediate patrons and plan for the future. Their efforts have also cultivated an environment for library leaders and practitioners to actively participate in a community of practice where they exchange ideas and help each other figure out ways to meet the needs of their patrons, frequently in resource constrained environments.

All information related to the evaluation and its implementation are made publically available on the WSL website as it becomes available. Further dissemination occurs through a variety of methods including electronic mailing lists to library groups, members of the Library Council of Washington (LCW) sharing information with its constituencies, as well as through meetings and other information-sharing venues.

The needs assessment identified 5 overarching areas of concern and struggle for the library community. These are areas where library managers would like to see WSL take a leadership role in organizing the field's response to changes in the library landscape and supporting staff development to meet the emerging needs of patrons:

1. Forming Partnerships

   Library managers recognize the benefits and the necessity of forming partnerships with other organizations to extend their reach, meet the needs of underserved communities, and deliver services efficiently. They have been successful in many cases in forming partnerships with local community-based organizations, but have been less successful in forming partnerships with other libraries. WSL is seen as a potential agent in helping libraries form partnerships with each other, particularly between libraries of different types (e.g., between public libraries and CTC libraries). The most significant barriers to forming partnerships is time to cultivate relationships, uncertainty about how to share resources, and concerns about equity in contributions and benefits.

2. Communications and Collaboration

Even in the absence of formal resource-sharing partnerships, library managers and staff are keenly interested in learning from each other and sharing information about best practices. They are also interested in collaborating with each other to develop new programming, digital literacy curricula, and other kinds of services. WSL facilitates several library leadership groups and electronic mailing lists, and in many cases, libraries are engaged in some forms of collaboration. However, these individual library efforts are difficult for libraries to maintain and, here again, they look to WSL for assistance in providing collaboration tools and opportunities for libraries to reduce redundancies and enhance their ability to quickly respond to community needs as they emerge.

3. Evaluation and Metrics

To communicate with their communities and key stakeholders, library managers recognize the need to have clear and meaningful data about how people use library services and the outcomes they achieve as a result. More and more, library managers are expected to show outcomes from their services and defend the necessity of library services in the age of Google. However, they struggle with developing evaluation frameworks, metrics, and data collection procedures that meet the expectations of their audiences and show the important ways libraries help individuals and communities. While some of the difficulty producing evaluation data is connected to concerns about patron privacy, a larger issue is uncertainty about what to measure and how to gather reliable data. WSL's leadership in this area could try to increase training opportunities for evaluation practices and facilitate work on common library metrics in the state.

4. Staffing

WIOS/The Career Information System projects about 450 annual vacancies in library positions through 2022. Many libraries struggle to fill these vacancies, often because of very low wages compared to educational requirements. Additionally, managers are concerned about the diversity of their workforces and their ability to reach underserved communities. With the state's non-English speaking population projected to increase, librarians with proficiency in other languages are both in-demand and increasingly rare. Managers are seeking WSL leadership in cultivating new librarians and working with library schools to ensure graduates are equipped with the skills they need to be successful.

5. Professional Development

Some library staff related they do not receive adequate support for professional development. At the same time, many library managers had questions about what to do with staff who are reluctant to improve their skills and shared worries about succession planning. Both discussed the rapid development of new technologies and the difficulty keeping up with what the public expects them to know. With a great deal of focus on technology, some library staff expressed concern that traditional library training topics, like reference interviews and book mending, are not being taught to new librarians. WSL provides many professional development opportunities and surveys to determine what topics to offer. Nonetheless, it seems there is still room for more continuing education, particularly in management topics.

Methodology Questions

To achieve a rigorous and objective evaluation of Library Services and Technology Act (LSTA) funded activities, the Washington State Library contracted with the University of Washington Information School. Samantha Becker served as research project manager for this evaluation. Ms. Becker has a professional background in public policy and librarianship, with broad experience designing and conducting outcome-based evaluation efforts, facilitating productive dialogue between diverse stakeholders, and project management in the library field.

This evaluation effort has been primarily designed to assist the Washington State Library (WSL) administration and project managers and the Library Council of Washington (LCW), the State Library's chief advisory body, with planning and program improvement. The evaluation also provides the Institute of Museum and Library Services (IMLS) with a critical examination of the use of LSTA funding by the WSL during federal fiscal years 2013-2017 to support LSTA priorities in compliance with IMLS reporting requirements.

Evaluation Methodology

This evaluation employed a mixed methods approach to engage stakeholders and gather qualitative and quantitative data regarding the activities, performance, and value of programs funded by LSTA. The evaluators collected data through three primary methods, described further below: systematic review of Washington State Library (WSL) program documentation, budgets, and grantee reports provided by WSL; in-depth interviews with WSL personnel; and small group stakeholder sessions with library leadership participants. Nine core programs were selected for evaluation. Each has substantive performance and budget data available. Consequently, the evaluation focuses primarily on activities that took place from 2012 through 2015. The report integrates evidence ranging from WSL service surveys and program assessments and facility use metrics, to formal external reports, targeted interviews and site visits.

The evaluators also drew on data gathered for a needs assessment report, commissioned by the Washington State Library to inform the development of the Five-Year Evaluation and a new LSTA Five-Year Plan. The needs assessment relied on public records and datasets, information gathered from library leaders and library staff around the state, as well as records provided by WSL. Three needs assessment surveys were also conducted, focused on continuing education, in 2013 (n=686), 2014 (n=654), and 2016 (n=783). The assessment situated the WSL within the context of Washington State priorities, examining the issues facing library management; trends in library practices related to technology advancements; patron needs and expectations; and how these issues will affect library services in the next five years.

Program documentation provided by the Washington State Library

WSL provided the evaluators with extensive documentation regarding LSTA-funded programs, itemized in Appendix C. The documents included budgets, program work plans, grant application guidelines, grantee reports and evaluations, annual reports to the IMLS, web analytics for online resources and services, and other technical documents.

Interviews and Stakeholder Sessions

The evaluators conducted semi-structured interviews with WSL administrators and managers, which

provided essential detail and context for results based on WSL documentation and for accurate representation of activities, strategies, and perceived opportunities and challenges. Five additional stakeholder sessions were held with three different leadership groups that represent the broad range of institutions and constituencies associated with WSL LSTA-funded programs. An additional session was held at a meeting of the Washington State Public Library Directors. The small group sessions allowed for engagement on salient and emerging topics through authentic group interactions. The sessions contributed to more comprehensive accounts of activities and outcomes and captured important perspectives on LSTA goals and programs.

Two group sessions were conducted with Library Council of Washington members at their quarterly meetings on May 23 and September 12, 2016. The Council is the State Library's advisory body, and the membership represents the broadest possible range of library community interests. To meet their mission of promoting access to library services and information resources for all people of Washington State, the Council assists in the development, implementation, and evaluation of statewide library development plans and long-range LSTA plans. It also advises the State Librarian and the Office of the Secretary of State on the use of federal funds.

Two additional sessions were conducted with Library Leadership Council (LLC) members on July 20 and October 20, 2016. The LLC represents the community and technical colleges of the state and advises on library and media services. The fifth session was associated with a public library directors meeting in July, 2016, that included tribal, school, and academic library participants in addition to the core public library personnel. The session with the Washington State Public Library Directors' meeting on July 7, 2016 to discuss the needs assessment, evaluation, and plan.

Analysis

A combination of quantitative and qualitative analyses were applied to assess achievement of LSTA priorities and to form recommendations for the next LSTA Five-Year Plan. Qualitative data, including interviews, stakeholder sessions, and site visits, supplemented the quantitative accounts derived from budget analysis and data extracted from surveys, reports, and technical documents. Additionally, the evaluators created detailed program profiles from the diverse documentation. The profiles served as the foundation for generating accurate descriptive accounts of program activities and in determining effectiveness. The program profiles facilitated comparison of levels of investment and performance among programs funded by LSTA and supported the formulation of recommendations for future activities. To the extent possible, analysis was framed by the IMLS Measuring Success Focal Areas and Intents as well as the WSL LSTA Five-Year Plan strategies, with attention to groups that represent a substantial focus for the LSTA Five-Year Plan activities, in accordance with the evaluation guidelines.

Reliability was supported through systematic use of original sources. Validity was supported by the appropriateness of the methods, particularly the use of multiple techniques of data collection and triangulation among data sources. Sample representativeness and member checking was employed for respondent validation. The evaluator's prolonged engagement in the field, spanning two five-year evaluation periods, contributed to the report's overall credibility and trustworthiness, key factors in qualitative validity. Dozens of stakeholders representing the range of libraries and their user communities were engaged in the interviews and stakeholder sessions, with WSL documentation extending representation through the feedback from broad user surveys and post-program evaluations.

The report will be disseminated directly to stakeholders through the WSL website, publicized through e-mail lists to library groups, and distributed to constituencies through the Library Council of Washington.

Appendices

Appendix A: List of acronyms

AskWA	Ask WA Virtual Reference Services
BARD	Braille and Audio Reading Downloads
CE	Continuing Education
COSLA	Chief Officers of State Library Agencies
CTC	Community and Technical College
DOC	Department of Corrections & Institutional Library Staffing Program
DPLA	Digital Public Library of America
DSHS	Department of Social and Health Services
ELA	English Language Arts
IL	Information Literacy
ILL	Interlibrary Loan
ILS	Institutional Library Service
IMLS	Institute of Museum and Library Services
IT	Information Technology
LCW	Library Council of Washington
LSTA	Library Services and Technology Act
MOE	Maintenance of Effort
MOOC	Massive Open Online Courses
MOS	Microsoft Office Specialist
NGSS	Next Generation Science Standards
OBE	Outcome-Based Evaluation
OCLC	Online Computer Library Center, Inc.
OER	Open Educational Resources
SDL	Statewide Database Licensing Program
SLAA	State Library Administrative Agency
SPR	State Program Report
STE(A)M	Science, Technology, Engineering, and Mathematics
TLC^3	Teacher Librarian Common Core Cadre
VIEWS2	Valuable Initiative in Early Learning that Work Successfully
WA	Washington State
WDN	Washington Digital Newspapers
WOIS	WOIS/The Career Information System
WJ	WebJunction
WRH	Washington Rural Heritage Program
WSL	Washington State Library
WTBBL	Washington Talking Book and Braille Library

Appendix B: List of People Interviewed & Meeting Participants

Washington State Library

Cindy Aden, *State Librarian*
Greg Lane, *Deputy Secretary of State*
Jeff Martin, *Program Manager for Library Development*
Rand Simmons, *Federal Collection Project Executive Manager*
Maura Walsh, *LSTA Grants Manager*
Danielle Miller, *Manager of the Washington Talking Book & Braille Library*
Carolyn Petersen, *Assistant Program Manager*
Laura Sherbo, *Manager of Branch Library Services*
Will Stuivenga, *Project Manager*

Library Council of Washington

Cindy Aden, *Washington State Library*
Jane Blume, *Bellingham Technical College*
Kyle Cox, *Mid-Columbia Libraries*
Patricia Cutright, *Central Washington University*
Laura Dushkes, *NBBJ*
Trish Henry, *Mead School District*
Susan Hildreth, *University of Washington*
Marci Howells, *Blix Elementary School*
Ann Lally, *University of Washington*
Greg Lane, *Washington State Library*
Valerie McBeth, *Northwest Indian College*
Jeff Martin, *Washington State Library*
Liz Mills, *University of Washington*
Pam Nyberg Kiesner, *Bellingham Public Library*
Lorena O'English, *Washington State University*
Elizabeth Partridge, *Longview Public Library*
Christine Peck, *Aberdeen Timberland Library*
Maura Walsh, *Washington State Library*
Susan Whitford, *Kitsap Regional Library*

Library Leadership Council

Michelle Bagley, *Clark College*
Jane Blume, *Bellingham Technical College*
Boyoung Chae, *Washington State Board for Community and Technical Colleges*
Erica Coe, *Olympic College*
Mindy Coslor, *Skagit Valley College*
Jennifer Dysart, *Green River Community College*
Ahniwa Ferrari, *Grays Harbor College*
Christie Flynn, *Pierce College*
Tim Fuhrman, *Big Bend Community College*
Howard Fuller, *Whatcom Community College*
Debra Gilchrist, *Instruction Commission*
Mary Ann Goodwin, *Spokane Falls Community College*
Wade Guidry, *Washington Community & Technical College Library Consortium*
Heath Hayden, *Community & Technical College Librarians of Washington State (CLAMS)*
Sally Heilstedt, *Lake Washington Institute of Technology*
Samantha Hines, *Peninsula College*
Guy Hollingbury, *Washington State Board for Community and Technical Colleges*
Mark Jenkins, *Washington State Board for Community and Technical Colleges*
Lynn Kanne, *Seattle Central College*
Sue Kennedy, *Centralia College*
Lauri Kram, *Edmonds Community College*
Lisa Lapointe, *Bellevue College*
Jeanne Leader, *Everett Community College*
Sarah Leadley, *University of Washington Bothell/Cascadia College*
Melissa McBurney, *Columbia Basin College*
Vivienne McClendon, *Bellevue College*
Jeff Martin, *Washington State Library*
Barbara Oldham, *Wenatchee Valley College*

Nina Pitts, *Peninsula College*
Leslie Potter-Henderson, *Shoreline Community College*
Stacy Prest, *Walla Walla Community College*
Cheyenne Roduin, *Renton Technical College*
Laurie Shuster, *Pierce College*
Tammy Siebenberg, *Yakima Valley College*
Sharon Simes, *North Seattle College*
Rand Simmons, *Washington State Library*
Andrew Tudor, *Wenatchee Valley College*
Candice Watkins, *Tacoma Community College*
Mike Wood, *Bates Technical College*

Stakeholder Meetings

Joanna Bailey, *Neill Public Library*
Trevor Bond, *Washington State University*
Elissa Burnley, *Mid-Columbia Libraries*
Leslie Campbell-Hines, *Richland Public Library*
Kyle Cox, *Mid-Columbia Libraries*
Charity Cree, *Mid-Columbia Libraries*
Davin Diaz, *Mid-Columbia Libraries*
Kylie Fullmer, *Ritzville Public Library*
Kim Hixon, *Yakima Valley Libraries*
Michael Huff, *Mid-Columbia Libraries*
Kristie Kirkpatrick, *Whitman County Library System*
Alex Merrill, *Washington State University*
Sheri Miller, *Whitman County Library*
Anna Nash, *Twin Rivers Unit Branch Library & WA State Reformatory Branch Library*
Lorena O'English, *Washington State University*
Ann Roseberry, *Richland Public Library*
Tammy Siebenberg, *Yakima Valley College*
Jay Starratt, *Washington State University*
Jan Varnes, *Colfax School District*
Dan White, *Superintendent of Washington Corrections Center in Shelton, WA*
Lihong Zhu, *Washington State University*

Appendix C: Bibliography of all documents reviewed

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- Washington State Library (2012). Washington State Library Services and Technology Act Five-Year Evaluation Report, FFY 2008-2012. Retrieved at https://www.sos.wa.gov/_assets/library/libraries/dev/WA_LSTA_Evaluation_Report_final_03_26_2012.pdf
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- Advisory Meeting Roster. All Aboard for Kindergarten. September 23, 2015.
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Appendix D: Survey Instruments

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Essential Services Surveys

- 2014 Washington State Library Essential Services Survey. SurveyMonkey. (October - November 2014). 2742 responses.

Appendix E: Institutional Services Focus Group Protocol

Introduction

I'm [FACILITATOR NAME] from the University of Washington Information School. Thank you for allowing me to attend your staff meeting today. The goal of this focus group is to understand the results of your program and the opportunities and barriers you encountered in implementing them. We also want to hear about your strategies for implementation and the types of changes you would recommend going forward into the next 5-year plan.

The information we receive from you will be used to inform our evaluation of the LSTA program and recommendations to the WSL for the next LSTA 5-year plan. Most of you already know each other, but for my benefit, please say your name and where you work. To help me focus on your answers during this interview I would like to record it. I will only be using this recording to complete my notes and once that it done, the recording will be destroyed. Is that okay with you?

Do you have any questions before we get started?

Activity 1

[Pass out activity 1 handout.] In each square is a program or service . Some of these currently happen at your libraries. Others have come from ideas that we've heard in previous conversations or what happens in other institutional libraries. [Read the instructions.]Are there any questions?

[Give five minutes to complete activity. Finish up if earlier.]

- Would you share which square you put the most dots? Would you be willing to explain why? Did anyone not put dots want to explain why?
- Anyone want to share something they wrote in a blank square?

Activity 2

Great. Now we're going to shift a bit to the work you're doing right now. I want each of you to think about what outcomes you see coming from you work.
First of all, what's an outcome? Outcome measures how much change is occurring as a result of the program or service.

Ok, let's start with immediate outcomes. What would be an example of an immediate outcome from your services? On the yellow pad in front of you, write down an outcome that you see your library services helping contribute to. To start with, focus an outcome that would be immediately apparent. Feel free to write more than one, but please write each outcome on a separate post-it.

[Give five minutes or when several people stop writing]

Ok, great. Would anyone like to share an outcome they came up with?

Did anyone write anything similar? Does anyone else see this outcome from their work?
[Repeat]

Now let's go beyond the immediate outcomes and think about long-term outcomes. What outcomes come from your work a year, five years, or more? What's the long-term impact of your work? Write these down the on the pink notepad.

Ok, great. Would anyone like to share an outcome they came up with?
Did anyone write anything similar? Does anyone else see this outcome from their work?
[Repeat]

Activity 3

Ok. So now we have some outcomes from your programs. Now let's think about how you would go about measuring those outcomes. When thinking about these, let's put everything on the table. Don't worry about the How. An example would be cross-reference library users - w/ frequency of DoC disciplinary and expect to see decrease.

[Choose an outcome] Ask group: Ok let's take this outcome - how could it be measured?

Extra activity

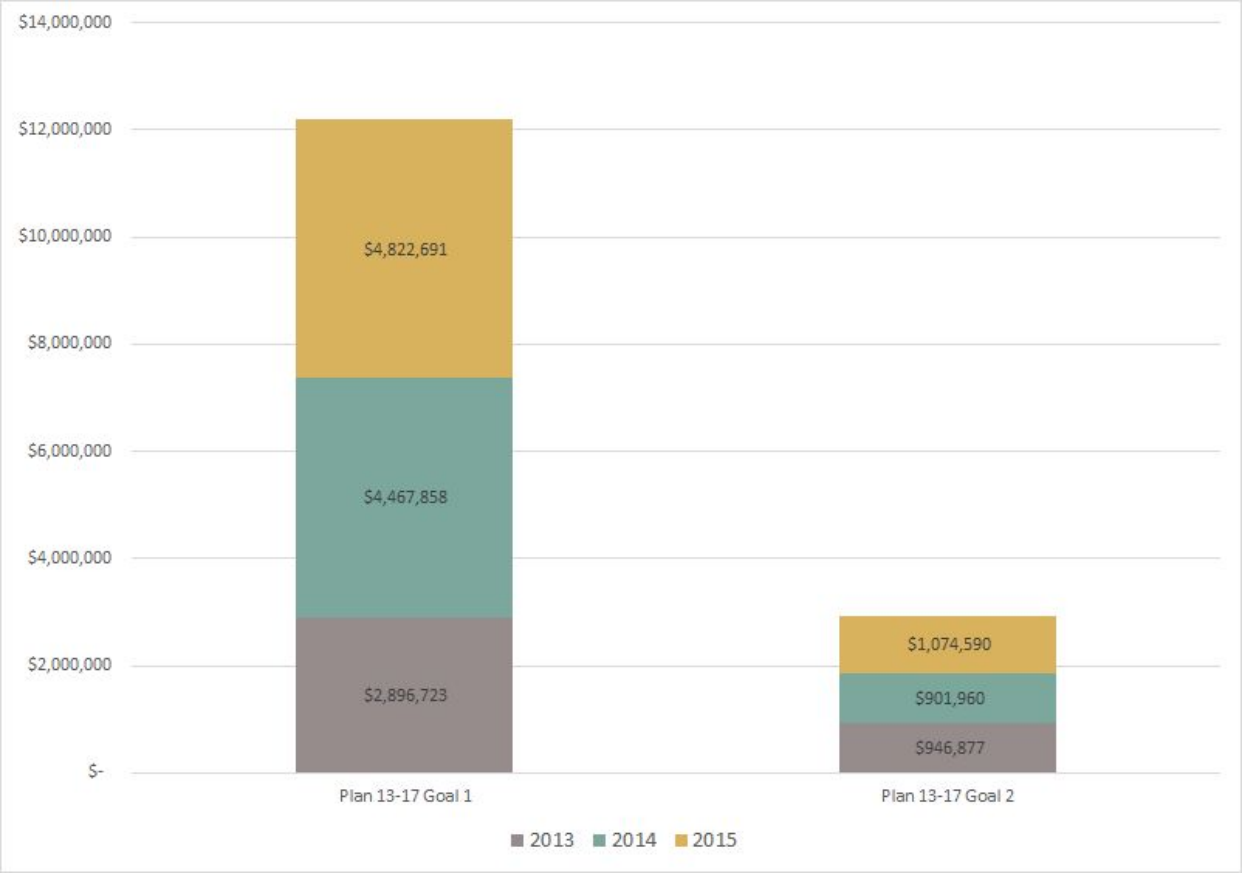
Write down what a typical day is like for you. What are three things that you would change?

Ok. Those are all the questions I have for you. Thank you very much for participating in this focus group. Before we close, is there anything else you would like me to know? Or do you have questions for me or the group? Thank you!

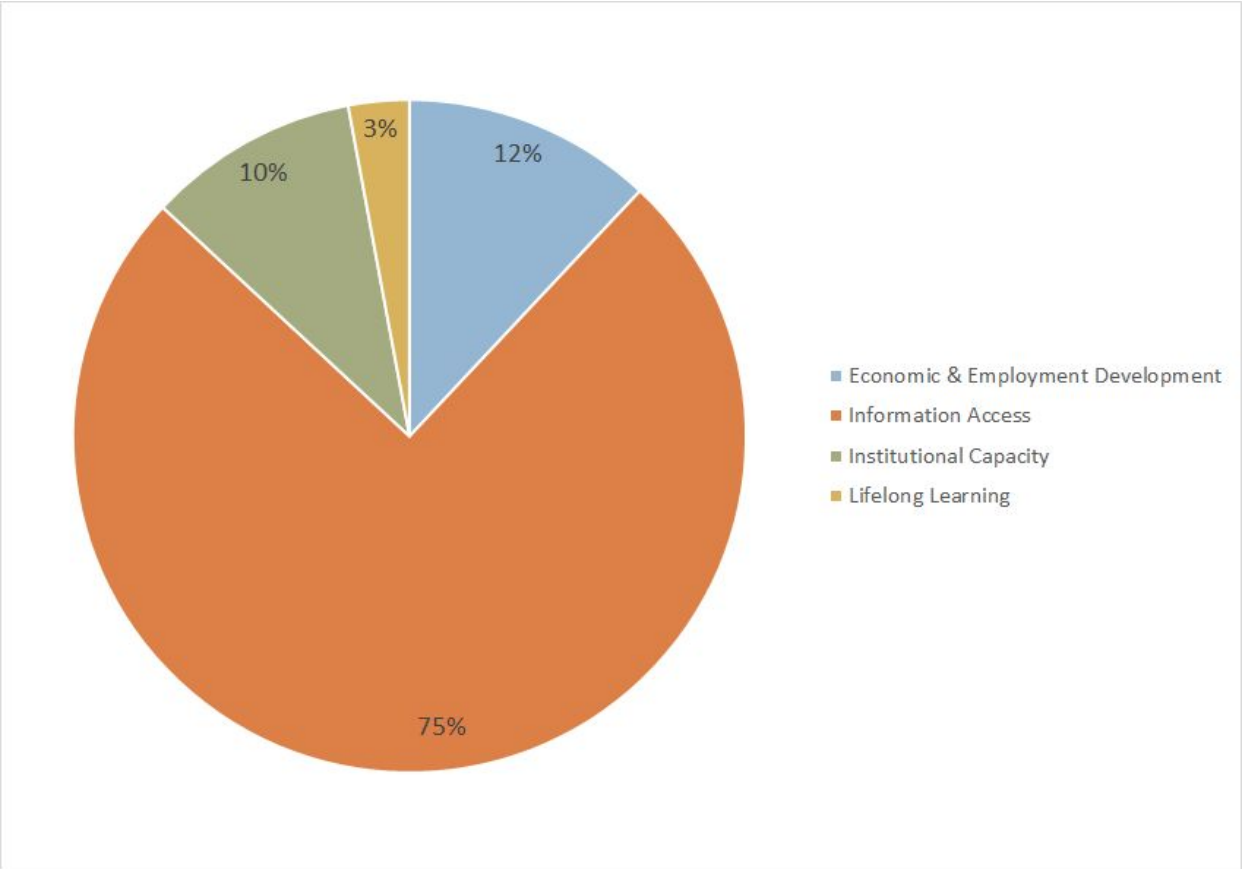
The dots represent extra resources that you've been given to spend however you want. Each dot will have the same level of impact no matter what program you put it towards. You can place as many dots in each square as you choose. Feel free to add your own ideas in the blank spaces. Assume all programs can be implemented.

Library collections	Partnering with community and technical colleges to provide instruction	Programs to increase connections between residents and their families	Outreach to public libraries to give patrons a better re-entry network
Recreational programming (crafts etc)	Information literacy instruction	Providing services to non-WSL institutions	Bringing in outside guests/speakers
Interlibrary loan services	Partnering with outside orgs for events, programming	Participating in DOC/DSHS events, activities	Re-entry services

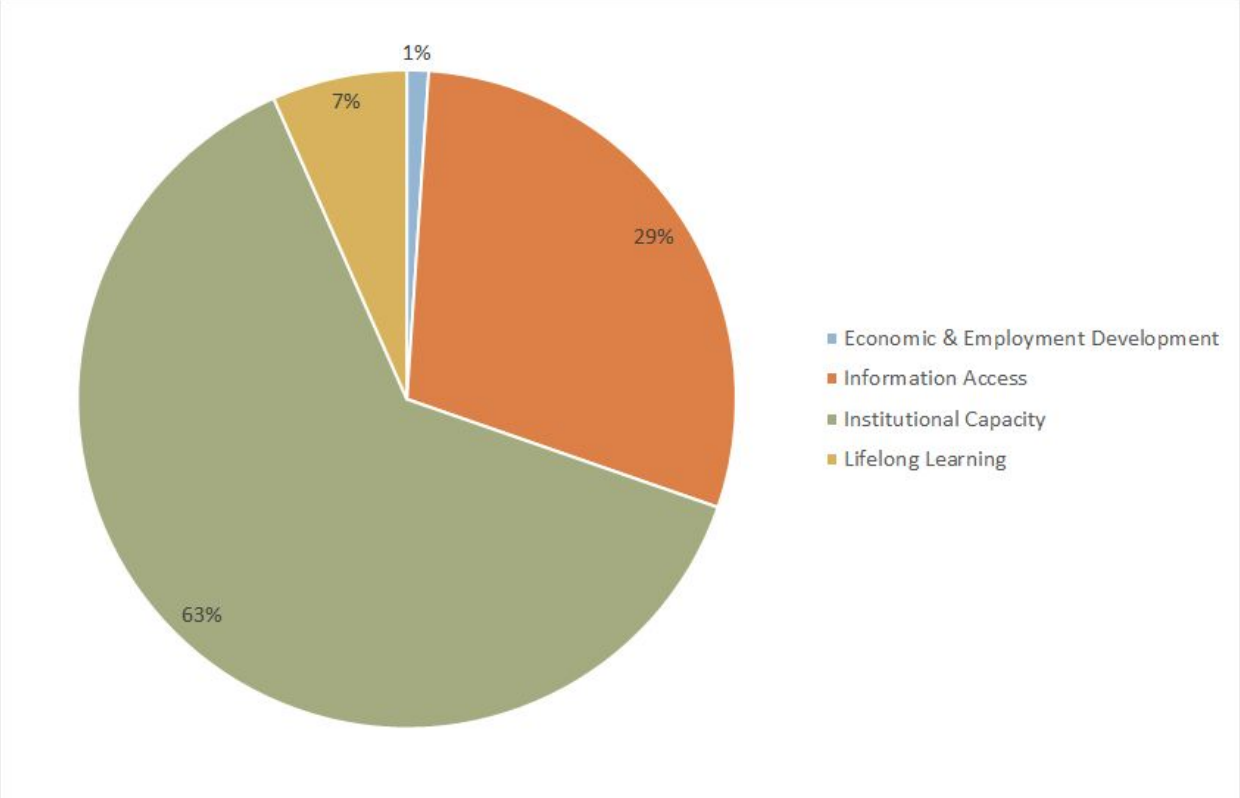
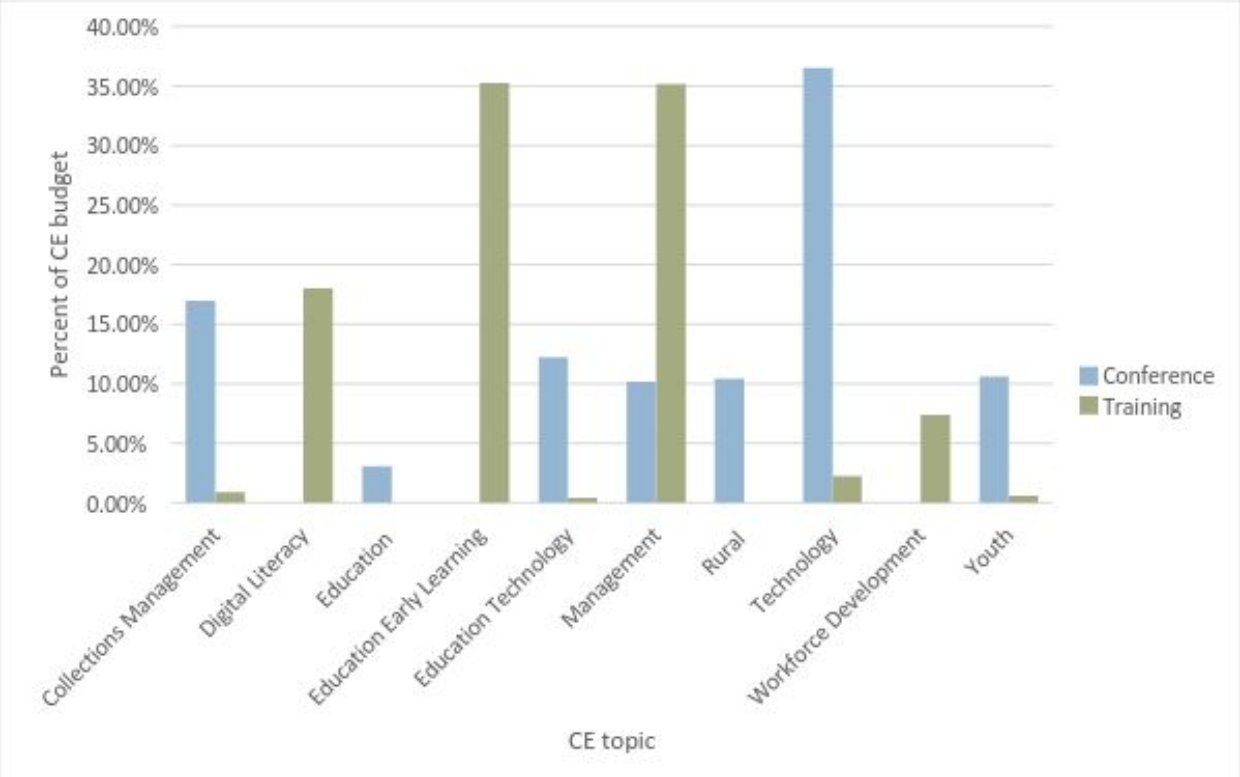
Appendix F: Annual Total Budget by Goal (2013-15)



Appendix G: Goal 1 Distribution of Total Budget to Focal Areas (2013-15)



Appendix H: Goal 2 Distribution of Funding to Focal Areas (2013-15)



Appendix I: Continuing Education (CE) Topics by Budget