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Proposal # 13-S-AST

**APPLICATION**  
**Extending Library Service to the Unserved Grant Program**  
**Library Services and Technology Act FFY 2012**

Use 12 point Times New Roman, with one inch margins. The deadline for receipt of the Application is **5:00 pm on Friday April 13, 2012. Funding begins July 1, 2012.**

**Part I: General Information**

1. Project title: Libraries ROCC! (Rural Outreach in Clatsop County)
2. Applicant: Astoria Public Library & Seaside Public Library
3. Address: Astoria Public Library                      Seaside Public Library  
                    450 10<sup>th</sup> Avenue                                      1131 Broadway  
                    Astoria, OR 97103                                      Seaside, OR 97138
4. Contact person: Jane Tucker                                      Phone: (503) 325 - 7323  
                    Email: [jtucker@astoria.or.us](mailto:jtucker@astoria.or.us)                                      [rfackerell@cityofseaside.us](mailto:rfackerell@cityofseaside.us)
5. Fiscal agent (if different than applicant): City of Astoria
6. DUNS number: 00-615-6467
7. U.S. Congressional District: Congressional District 1
8. Identify currently unserved population that will be served by the project: This project will serve the estimated 7,747 children (birth through high school) that do not have access to library services in rural Clatsop County.
9. Brief paragraph describing proposed project: This project is intended to put a ROCC! Library Card into the hands of every rural County child, insures reciprocal borrowing among the participating libraries, and wins local funding to sustain services to children.
10. List partnering organizations. All partnering organizations must also sign part IV.1.

PLEASE FILL IN THE FOLLOWING INFORMATION ABOUT THE ANTICIPATED LENGTH OF YOUR GRANT PROJECT:

(Check applicable boxes)

THIS IS THE     1<sup>st</sup> YEAR    OF A     ONE YEAR GRANT PROJECT  
                     2<sup>nd</sup> YEAR                                       TWO YEAR  
                     3<sup>rd</sup> YEAR                                       THREE YEAR

For projects that are multi-year be sure to include an estimate of the funds anticipated to be needed for the future years in the budget discussion.

**Part II: Project Budget**

Proposed project budget (use this format only – do not alter):  
 (Double click on the table to enter data. Before closing the table, be sure to scroll to the top of it)

Item	Local Cash	Local In-Kind	LSTA	TOTAL
Personnel		\$61,200		\$61,200
Benefits		\$22,050		\$22,050
Travel			\$5,700	\$5,700
Equipment				\$0
Supplies			\$5,000	\$5,000
Contractual			\$67,000	\$67,000
Library Materials			\$5,000	\$5,000
Total Direct Charges	\$0	\$83,250	\$82,700	\$165,950
Indirect Charges				\$0
<b>Total Budget</b>	<b>\$0</b>	<b>\$83,250</b>	<b>\$82,700</b>	<b>\$165,950</b>

Proposed second year LSTA amount: \_\_\_\_\_ Proposed third year LSTA amount: \$82,700

**Part III: Project Narrative**

(Attach additional pages. See the criteria for grant proposal evaluation in the General Information and Grant Guidelines)

*A. Background of Applicant (describe the agency's ability to undertake this project)*

The Seaside Public Library and the Astoria Public Library both have strong support in their jurisdictions. The library directors have worked together for the last sixteen years on many projects to improve library services to residents of Clatsop County. These projects include Clatsop County One Book (the first community public book club in the state), a two-year two-county library district feasibility study in 2004-06, and coordinated county programming for Oregon Reads. They have promoted reciprocal borrowing for residents of their cities through the SAS, the Seaside Astoria Share. They have been leaders in collaboration in a county that is divided. At the same time, the directors need help to accomplish the goals of this project.

*B. Detailed statement of problem*

1. Rural Clatsop County tax support for public libraries

The main problem is that 12,733 rural residents of Clatsop County do not have tax-supported public library service. These residents must pay a fee to use city libraries in the County or go without library services. The concern is that many of them, particularly an estimated 7,477 children under the age of 18, are without library services. This is of concern because it undermines their language development, readiness to read, school success, literacy as adults, and ability to succeed in the world.

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One solution would be for Clatsop County to fund library services for County residents directly and/or to put a tax measure before voters for same, either independently or with the cities. A regional approach could ultimately provide a stable source of funding for library services throughout the County. One of the purposes of this grant has been to identify alternative ways to fund the continuation of library cards to children of the unincorporated County.

We know from a previous comprehensive feasibility study that residents of the unincorporated County want library services. This was resoundingly expressed in well-attended focus groups and independent surveying, all of which is documented in the North Coast Library District Feasibility Study Report, 2004-2005.

At that time, the focus of the feasibility study was to create a library district that would have encompassed both Clatsop and Columbia counties, including the cities and existing library districts therein; the number of local jurisdictions involved totals 11. While elected officials were sympathetic to the needs of the rural public, there was not the willingness to pursue formation of a library district on the proposed scale at this time. Thus, the unincorporated County is one of the few remaining areas in Oregon that does not have access to tax supported library service to its residents.

There are a number of related issues, but the goal of this project is to explore options and to build momentum for a permanent solution. The related issues are explained below.

### 2. Clatsop County Children at Risk

Poverty puts children at increased risk for negative outcomes. The rate of poverty affecting children is higher in Clatsop County than in Oregon overall and the situation is worsening. According to recent data, 1,761 (23.2%) of children, age 0-17, live in poverty. This poverty rate for children in Clatsop County was 12% worse in 2009 than in 2008 and 20% worse than five years ago.<sup>1</sup> In 2009, 2,410 students (48.7%) were eligible for free and reduced price meals in Clatsop County.

Children raised in poverty are more likely than other children to:

- Have limited or no access to adequate and preventive health care
- Have chronic health problems, such as asthma and anemia
- Experience food insecurity and hunger
- Have learning disabilities or developmental delays
- Score lower on standardized tests

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<sup>1</sup> Children First for Oregon, *Status of Oregon Children, 2010, Clatsop County*

[http://www.cffo.org/images/pdf\\_downloads/county\\_data\\_books/Clatsop%20County.pdf](http://www.cffo.org/images/pdf_downloads/county_data_books/Clatsop%20County.pdf)

These are the number of children estimated to live in families with incomes at or below 100% of the Federal Poverty Level (\$22,050 for a family of four). Source: Small Area Income and Poverty Estimates (SAIPE)

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- Drop out of school
- Be poor as adults

Supporting and motivating families and children to use libraries can help families gain ground, improve conditions for their children, and help prepare young children to be ready to read, listen, and learn.

### 3. Misunderstandings surrounding taxation

The Astoria Public Library and the Warrenton Community Library in north Clatsop County, and Seaside Public Library in south Clatsop County are municipal libraries established under the Oregon Revised Statutes (ORS 357.410.) According to the City Charter, Warrenton Community Library also serves the residents of the Warrenton School District. All three libraries are open to non-residents who purchase a non-resident library card. The charge for a card varies across these libraries.

Many rural Clatsop County residents want library service and some elect to pay for a library card at the Astoria, Seaside, or Warrenton libraries. Others go without library services. The rural children, in particular, suffer. For example, when Astoria and Seaside library personnel are in the schools promoting programs like Summer Reading, children from the unincorporated County have to be told that they must purchase a library card to be able to check out materials they are hearing about in the promotion.

Children and their parents do not understand why they cannot check out library materials without first having to buy a library card. To them, explanations about jurisdictional boundaries, who pays library taxes and who doesn't, sound bureaucratic. Since everyone pays taxes, many people do not understand that they aren't paying taxes for library services. It only frustrates and angers people and does not solve the immediate problem of the child who cannot check out books alongside his or her city-dwelling friends.

### 4. Conundrum for Seaside and Astoria Libraries

The Seaside and Astoria public libraries are confronted with this reality daily. The two libraries differ in how they handle this. While Seaside offers free cards during the summer, Astoria requires families to purchase cards. As a work-around, families from north County go to Seaside for their summer cards, putting an added burden on Seaside for use of its collections and library staff. North county parents drive an extra 40 miles round trip for services. During the school year, the children and their families have no free library services at all.

The Seaside Public Library in south Clatsop County and the Astoria Public Library in north Clatsop County have been working together to make library services for their respective city residents better and their operations more efficient. In recent years, they have adopted the same integrated library system to facilitate interlibrary resource sharing. They have begun an interlibrary delivery service that moves books and other materials

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between the two libraries and connects externally with Orbis Cascade Alliance delivery network.

The Astoria and Seaside library directors understand that resources can be leveraged and that their city residents are better served through interlibrary cooperation. They also see that the absence of tax supported library service in the unincorporated County impacts their libraries. They are torn between serving an unserved population and the responsibility to serve their local tax payers. At its best, however, interlibrary cooperation is not a solution when 1/3<sup>rd</sup> of the county has no libraries. Interlibrary cooperation amongst the city libraries is a foundation for universal services in the future.

- C. *Describe the proposed solution that the project will implement. Indicate the project goal, and the quantified objectives that will be used to measure whether the goal is accomplished. Describe the activities that will be undertaken to meet each objective. (include timeline)*

To bridge the gap of funding for library services, the grant applicants are taking a practical approach: from the ground up. We want to address the problem in a straightforward way by providing real services. We are hopeful that this approach will enable us to demonstrate the value of library services to tax payers and elected officials.

We are hopeful that this effort and its results, along with a proactive campaign to show the benefits and value of services, will gradually lead to a funding model for library services in the County. The model doesn't have to be consolidated. Rather, it should be a creative, workable, regional funding plan that has the jurisdictions' buy-in.

We believe that the best way to win support for library services in the County is to provide services that once enjoyed by the public will motivate support from community leaders. We propose to do this by focusing on children and their families.

The goals are described below. The work plan, including the timeline, personnel, and measurable objectives for the project follows in Figure 1.

1. Our first goal is to put a ROCC! Library Card into the hands of every rural County child. After launching the ROCC! Campaign in the first grant cycle and continuing it in the second grant cycle, we want to again add to the growing numbers of children with library cards.

In the third year of the grant, we will continue outreach to kids primarily through the five school districts in Clatsop County. The youth services staff in Astoria and Seaside, in consultation and cooperation with an outreach provider funded with LSTA grant funds, will coordinate an outreach program and countywide summer reading program. The outreach effort will take up where the 2011/12 grant leaves off June 30, 2012 and will continue through the 2012 Summer Reading Program and the 2012/13 school year. We

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expect that a successful summer reading collaboration with schools, particularly in Knappa, Jewell, and Gearhart, could lead to programming for children 0-5 years old.

We will model our approach on what has worked this year:

- Inviting ROCC card holders from the 2010-2011 grant year to renew their cards via a direct mail piece that also asked them how having a library card has changed their lives;
  - Working with schools in all five districts to collaborate on a county-wide Summer Reading Program. The schools have agreed to keep their libraries open one day a week during the summer in exchange for the provision of summer reading materials, programming support, and the opportunity to promote literacy to the kids in their schools.
  - Encouraging children living in the rural areas of Clatsop County to "join the club" and get a free library card. Seaside and Astoria libraries will be using the same reading logs, and celebrating the same theme as the schools: "Dream Big, Read."
  - Offering schools in the five districts an incentive in the form of an author visit and free book distribution, to increase the percentage of kids signed up for ROCC cards. It is clear from the numbers that a small increase across the board in every school would significantly increase the overall numbers of kids with ROCC cards in 2012.
  - A publicity campaign that includes press releases to the media, school and PTO newsletters, and outreach at public events. Library representatives and volunteers will be visiting schools in Clatsop County to promote the summer reading program and the ROCC cards in April and May of 2012.
2. Our second goal is to continue and to expand reciprocal borrowing among the participating libraries.

To facilitate improved reciprocal borrowing between Astoria and Seaside, we have in year 2 collectively examined options for an improved integrated library system (ILS), taking into account best practices and current technologies. We contracted with Kress Consulting, Portland, to evaluate the libraries' satisfaction with their current ILSes, to survey developments and trends in the current ILS market, to identify the libraries' current and future ILS needs, to develop a Request for Information (RFI) to solicit information from library system vendors, and to prepare a report with recommendations for the Libraries. Mr. Kress' report includes the following conclusions and recommendations:

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*The Integrated Library System (ILS) market is in a phase of changing paradigms and rapid development, and it is a good time for all libraries to evaluate their current ILSes and consider whether they will be better served by a new generation of software. While well-established automation vendors are adapting to meet new challenges, there are newer startups that bring new technologies and approaches, often at a lower cost. Recent satisfaction surveys make a compelling argument to consider vendors like Biblionix and ByWater Solutions as potential software/service providers.*

*However, the cost of migrating to a new system is high, both financially and in terms of staff and patron effort. Moreover, the goal of seamless resource sharing between Seaside and Astoria is a highly desirable requirement that brings risk to ILS procurement. If the Libraries end up with different ILSes, resource sharing is likely to be more complicated and more expensive than if they share an ILS. In light of these conclusions, we recommend the following roadmap for selecting an Integrated Library.*

- 1. Each Library will evaluate its satisfaction with its current ILS and determine whether current dissatisfactions can be resolved by renegotiating service level agreements with the vendor, upgrading the software, or procuring additional training for staff.*
- 2. If either Library decides to seek a new ILS, the procurement process will include a requirements gathering process that takes into account the desire for seamless resource sharing between the Libraries.*
- 3. If either Library [decides to] procure[s] a new ILS, both Libraries will evaluate the possibility of migrating to the new ILS, in case that it satisfies both Libraries' needs and provides the best chance of an automated, low-effort union catalog.*
- 4. If the Libraries end up with different ILSes, they should embark together on a procurement process for a resource sharing solution, with the goal of realizing a union catalog with the most patron self-service capability and the least staff-effort available at an affordable shared cost*

In addition to these recommendations, Mr. Kress estimated for us the cost of furthering this goal:

1. A consultant(s) to:
  - a. help library directors decide on next steps for their libraries (est. \$2,400)

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- b. prepare the RFP for and assist with the selection of a new common system (est. \$8,000);
  - c. assist with the procurement specifications and process (est. \$3,500)
  - d. a consultant to assist with locating a suitable ILS connector, should the libraries decide on different systems (est. \$7500);
2. The cost range in the first year, depending on the system, for the migration to a common ILS (\$10,000-\$30,000 including training, licensing and host fees);
3. The cost range of the migration to a common system in second and succeeding years (\$5,000-\$15,000 depending on the system).

Mr. Kress cautions that to take into account that the often hidden costs of any migration in local library's administrative and staffing time. This includes the evaluation, procurement, and implementation of a new system, including training, public relations, and so forth. He advises hiring a limited-duration employee to manage the project on a day-to-day basis. This cost should be included in any future grant to migrate one or more of the libraries to a new ILS.

In the remainder of the second year grant, we will accomplish recommendation "1a" above. We are asking for \$19,000 to fund items b, c, and d above. We anticipate that the libraries will provide local funding for the system migration or request LSTA funding for any future ILS migration that results from this project goal.

Seaside and Astoria will implement courier service between them and will maintain interlibrary loans year-round.

3. Our third goal is to win local funding to sustain cooperative services. We propose to continue to work with our consultant to secure the commitment of local funders and to develop library services that are sustainable. This work will also produce results data and presentations for elected officials, the news media, and the general public.

In the 2nd grant year, we have developed three main scenarios for funding library cards for children in rural Clatsop County. These three scenarios are described below. We will continue to discuss and develop these scenarios and a discussion paper, possibly with a sample intergovernmental agreement for illustrative purposes. The scenarios we think have the best chance of success are:

ALTERNATIVE A

The cities of Astoria and Seaside could enter into an intergovernmental agreement with Clatsop County in which the cities would agree to provide public library services

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to rural areas and the County would agree to coordinate funding. The cities would need to determine their costs for providing library cards and public library services to children living in unincorporated areas on a per capita, card, or other basis. The county would need to make arrangements with school districts, community organizations, benefactors, families and individuals to raise funds to pay the cities for these services. The funding would provide for the services of an individual to secure funding from a variety of partners in the public and private sectors.

### ALTERNATIVE B

The cities of Astoria and Seaside could enter an intergovernmental agreement with Clatsop County in which the cities would agree to provide public library services to rural areas and the County would agree to create a rural library district to provide the funding. The cities would need to determine their costs for providing library cards and public library services to children living in unincorporated areas on a per capita, card, or other basis. The county would need to determine the boundaries for an ORS 451 library district and a tax rate to raise revenues to pay the cities for these services. The district could include all county unincorporated areas and any cities that agree to be included within the district. The purpose of the county library district would be to provide funding for the city libraries to provide public library services in rural areas. The library district would not itself provide services to county residents.

### ALTERNATIVE C

The cities of Astoria and Seaside could enter an intergovernmental agreement with one or more school districts in which the cities would agree to provide public library services to rural areas and the school districts would agree to provide a specified amount of funding for this purpose. The cities would need to determine their costs for providing library cards and public library services to children living in unincorporated areas on a per capita, card, or other basis.

As previously noted, the following Figure 1 outlines goals, activities, and measurable objectives and provides a timeline for the project.

FIGURE 1

Timeline	Task	Goal, Activities, Measurable Objectives
July 2012 -	<b>1.0</b>	<b>Every child in Clatsop County who wants a public library card will have one</b>
June 2013	1.11	Launch Phase 3 of the Libraries ROCC! Campaign throughout the County with contract personnel to coordinate and conduct outreach in rural Clatsop County in coordination with Astoria and Seaside public libraries.
	1.12	Promote campaign and sign up kids for library cards in five school districts in Clatsop County
	1.13	Coordinate county-wide summer reading program with Astoria and Seaside library personnel.
	1.14	Begin 0-5 youth programs in Jewel, Knappa, and Gearhart.
	1.15	Coordinate cadre of volunteers to enroll kids for cards and to staff special events throughout the County.
	1.16	Advertise online and on local radio and in rural community "centers" in rural Jewell and Knappa-Svensen.
	1.17	Collect, analyze, and report relevant input and output data.
		Measurable Objectives:
		Outreach visits to 5 school districts
		Library card applications in English and Spanish to 3,500 students in five school districts
		Summer 2012-Fall 2012 outreach promotional campaign at all schools.
		Outreach to 5-10 Head Start and Healthy Start Groups
		Twenty percent increase in library cards to Clatsop County rural children
July 2012- March 2013	<b>2.0</b>	<b>Astoria and Seaside will have reciprocal borrowing for their residents</b>
	2.11	Library directors implement the recommendations of the Kress Report.
	2.12	ILS consultant(s) write RFP, assist directors in evaluation of proposals, and defining ILS procurement specifications.
	2.13	Consultant(s) assists directors in establishing a cost proposal and implementation schedule for a new ILS

:

Measurable Objectives

Decision made by directors regarding ILS migration  
ILS migration costs and schedule established for subsequent grant application  
Courier service is maintained  
Reciprocal borrowing is maintained

July 2012-  
June 2013

3.0 **Secure local funding to sustain library cards for kids**

- 3.1 The directors will hire a consultant to advise and coach them in making case for local funding
- 3.2 consultant provides supporting written materials for elected officials
- 3.3 Consultant works with Astoria and Seaside library directors to develop appropriate IGAs
- 3.4 Consultant provides oversight of grant goals and progress

*Measurable Objectives:*

Funding prospectus developed that includes funding model options  
At least six meetings with Astoria and Seaside library directors to critique and refine funding models  
At least 1 meeting each with Astoria and Seaside City Managers  
Draft Intergovernmental Agreement document if authorized by grant participants (library directors)

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*D. Budget narrative*

Local In-kind Contribution: \$83,250. \$61,200 is the estimated minimum in-kind personnel costs and \$22,050 in estimated benefits related to the goals. The library directors will be contributing an estimated 5 hours weekly. Local library staff will also be contributing hours in coordinating the summer reading program and providing direct services to rural kids.

LSTA Contribution: \$82,700. This includes in the contractual category about 30 hours per week of a youth services contractor/team (\$32,000) to provide outreach to rural Clatsop County children and families. Contractual includes an additional \$20,000 for ILS and IT consultant(s) to help the library directors act on the Kress ILS Report. Also included is \$15,000 for a project consultant to help the directors prepare a proposal for continuation funding at the local level and to coordinate the grant goals and consultants. Travel reimbursement is related to outreach trips by car (\$1500) for goal 1. The request includes \$5000 in library materials to support goal 1 and the county-wide summer reading program in particular. The supplies include printed material (\$4,000) to also support goal 1. An additional \$4,200 in travel is requested to provide twice a week courier delivery related to goal 2.

*E. Evaluation method*

The measurable objectives are listed in the preceding table with each goal.

**Part IV: Certification of Application**

1. Documentation of project support. Partners listed in part I.10 must sign. The grant applicant signs part IV.4. If the fiscal agent is different than the applicant, they sign part IV.5.

I HAVE READ THE PROPOSAL PRESENTED ON THE PRECEDING PAGES. I AM AWARE OF THE OBLIGATIONS THAT PARTNERSHIP IN THE PROPOSED PROJECT WOULD ENTAIL. BY MY SIGNATURE I CERTIFY MY ORGANIZATION'S COMMITMENT TO SUPPORT THE PROPOSED PROJECT AS DESCRIBED IN THE PRECEDING PAGES.

<i>Name</i>	<i>Library/Organization</i>	<i>Signature</i>	<i>Date</i>
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2. Certification for Children’s Internet Protection Act

Public and public school library applicants, and consortia with public or school members **must** check one of the options below (a, b, or c).

a.	The applicant public or public school library has complied with the requirements of Section 9134(f)(1) of the Library Services and Technology Act. Every computer connecting to the Internet, public and staff, is filtered. The filter can be disabled upon request of adults.
b.	<i>(for consortia only)</i> Prior to using any LSTA funds to purchase computers used to access the Internet or to pay for direct costs associated with accessing the Internet for a public library or a public school library, the applicant consortium or group will collect and retain a duly completed Internet Safety Certification from every constituent public library or public school library in accordance with requirements of Section 9134(f) of the Library Services and Technology Act. Every computer connecting to the Internet, public and staff, is filtered. The filter can be disabled upon request of adults.
c. X	The requirements of Section 9134(f) of the Library Services and Technology Act do not apply to the applicant library because no funds made available under the LSTA program will be used to purchase computers used to access the Internet or to pay for direct costs associated with accessing the Internet for a public library or public school library that does not receive discounted E-Rate services under the Communications Act of 1934, as amended.

3. Certification of the grant applicant and/or fiscal agent (if different than applicant)

- a. I affirm that the jurisdiction or organization (henceforth, ORGANIZATION) is the designated fiscal agent for the project described in this application and is empowered to receive and expend funds for the conduct of the proposed grant project.
- b. I affirm that the information contained in this application is true and correct and that the ORGANIZATION for which I am an official has authorized me to submit this application for LSTA grant funds.
- c. I affirm that if this application were to result in the ORGANIZATION being awarded grant funds to carry out the project described in this application, that the ORGANIZATION would comply with all of the federal and state requirements for the administration of LSTA grants, including part IV.2 above and allowable costs described in Appendix B of the General Information and Grant Application Guidelines, Library Services and Technology Act.

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4. Signature of grant applicant

Paul Benoit  
Name of official authorized to enter into contractual agreements for the  
ORGANIZATION CITY OF ASTORIA  
City Manager  
Title  
Paul Benoit 4-09-2012  
Signature Date  
pbenoit@ASTORIA. OR. US  
Email  
503-325-5824  
Phone number

5. Signature of fiscal agent (if different than applicant or if applicant is not a 501(c)3 or legally established entity or if applicant does not have contract authority for the ORGANIZATION)

MARK CARLSON  
Name of official authorized to enter into contractual agreements for the  
ORGANIZATION City of Astoria  
FINANCE DIRECTOR  
Title  
Mark Carlson 4-9-12  
Signature Date  
MCARLSON@ASTORIA. OR. US  
Email  
503-325-5821  
Phone number

**This form must be received at the State Library no later than 5:00 p.m. on Friday April 13, 2012.**

**Faxed copies will not be accepted.** There are no exceptions. If requesting indirect costs, attach appropriate sections of a federally approved indirect cost plan.

Mail or deliver **one copy** of your application to:

Library Development Services  
Oregon State Library  
250 Winter St., NE  
Salem, OR 97301-3950