Colorado State Library
Colorado Department of Education

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LSTA Five-Year Plan
2008-2012
(Revised submission September 2007)

For the
Institute of Museum & Library Services

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Attachments: Assurances

Introduction

Projecting a five-year horizon can be challenging, for any planning process. A state's economy can ebb and flow; technologies advance at a quick pace; political agendas are refined or broadened; and an entire host of external factors push and pull at the priorities established within our civic communities, our school districts, our academic institutions and our cultural institutions.

In the midst of these environmental changes, one of the signposts for Colorado's libraries is the Colorado State Library's (CSL) Library Services and Technology Act (LSTA) five-year plan. It is intended to serve as a guide, pointing the way for library resource development, expansion of information services, and allocation of funding. Such funding is crucial to the sustenance of libraries throughout Colorado.

While social networks, library 2.0 and the "long tail" may be influencing library staff and library users today, there is no way of accurately predicting what the trends of tomorrow might bring.

Libraries continue to fulfill a crucial role within their communities as the key provider of information in all formats for all needs. They are constantly adjusting to external demands and internal pressures for services; in spite of all uncertainties, libraries remain a primary community anchor for all who use them.

The five-year plan outlined here addresses the ongoing challenges associated with growing a "State of Learners." Enhancing and investing in individual literacy, learning in families, and preservation of cultural heritage are at the core of this broad mission.

Diverse programs, activities, resources and technologies for building 21st-century skills are among the many strategic tools Colorado libraries will use to accomplish the mission.

Plan Overview

This plan identifies four needs and associated goals: access; services for educational advancement; services to underserved populations; and shared resources.

The goals established in this plan are consistent with the purposes and directions outlined in the Library Services and Technology Act, a federal program administered by the Institute of Museum and Library Services.

As a foundation for guiding Colorado's five-year LSTA plan, these four needs are defined as:

1. **Access**. A need for Colorado residents to be able to access information resources and services electronically through all types of libraries.

2. **Services for educational advancement**. A need for Colorado libraries and librarians to provide services in support of education and lifelong learning for students as well as adult learners.

3. **Services to underserved populations**. A need for designing and establishing specialized, targeted library services to reach underserved Colorado residents with disabilities, residents from various ethnic groups and other unique populations.

4. **Shared resources.** A need for Colorado libraries to cooperatively develop strategies for resource sharing to serve the interests of Colorado residents while reducing duplication of services.

Each of the needs identified above, along with the associated goals, expected benefits, and potential projects, are further refined in the remainder of this five-year plan. The CSL allocates LSTA funding to libraries across the state in three ways: 1) for selected, locally-initiated projects; 2) for statewide initiatives that address identified needs coinciding with the broad needs stated in this long-range planning document; and 3) for internal administrative purposes related to oversight of numerous programs and projects consistent with the LSTA purpose.

The programs implemented with LSTA funding in the State Library include summer reading initiatives for underserved populations in rural, urban and resort areas; networking and resource sharing; promoting access to learning and information resources in all types of libraries for all ages; enhancing electronic linkages among or between libraries; and targeting library and information services to persons having difficulty using a library.

The many programs that are supported in whole or in part through LSTA funds have been, and will continue to be, developed to meet the tenets of this plan. Included herein is a wide array of potential project ideas to offer guidance to grant applicants interested in developing projects tailored to these stated goals.

Due to Colorado's inherent population differences, geographic constraints, and travel distances, the Colorado State Library offers an assortment of support mechanisms for library service in multi-type libraries, along with technical assistance and logistical guidance to project directors when necessary. This approach allows local control of projects that are selected for funding. This process, with oversight and evaluation managed closely by the CSL, will continue under the 2008-2012 Plan.

Colorado State Library Mission Statement

The mission of the Colorado State Library is to provide leadership and expertise to help develop libraries and deliver information services throughout Colorado.

Needs Assessment

Need #1:   Colorado residents need to be able to access information resources and services electronically through all types of libraries.

Needs Assessment Summary:

- Nearly 300,000 Coloradans do not have remote access to databases through a local public library. Of the 115 public libraries, 47 do not provide remote access to online databases.[1]
- Over 200,000 Coloradans do not have remote access to an OPAC through a local public library. Twenty-nine public libraries do not provide remote access to their OPAC.[2]
- Forty-four public libraries (38.3%) provide less than one public access computer for each 1,000 people served.[3]
- Twenty-four public libraries (20.9%) report not having a web site, and seven do not have an automated library catalog (6.1%).[4]
- Of the respondents to the 2006-07 Annual School Library Survey, 48.9 percent do not have streaming A/V available at their schools, 29.3 percent do not have remote access to databases, and 34.2 percent have fewer than two computers for every 100 students.[5]
- Demand for electronic information access continues to increase as evidenced by the ongoing growth of AskColorado, a statewide 24/7 online reference service. Between 2004 and 2006, AskColorado has almost doubled its annual traffic, and in 2006 the service responded to more than 52,000 sessions (with one or more questions in each session).[6]
- According to the report Public Libraries and the Internet, 2006 Colorado was one of four Western states that "frequently had the highest percentages of libraries not applying for E-rate funding for a number of different reasons."[7]

Goal #1:   Colorado residents will be able to access resources and services electronically through libraries to meet their information and learning needs.

LSTA Purpose: LSTA funding will be used for 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.

Expected Benefits:

1. A cooperatively planned and cost-effective virtual reference service is available to, and supported by, all libraries.
2. A collection of electronic content for all residents including databases, electronic books, electronic journals, and audiovisual materials will be available to all libraries at an affordable price.
3. Cooperatively planned and cost-effective digitization of intellectual holdings is available to, and supported by, all libraries.
4. Affordable web hosting is available to small or medium libraries lacking the resources to create or manage their own sites.
5. Colorado libraries are able to respond flexibly to changing needs of citizens by collaboratively developing new means of accessing resources and services.
6. Residents in state institutions will have access to automated library catalogs.

Potential Projects:

- Enhance and expand AskColorado virtual reference service initiatives.
- Increase number and quality of Colorado-focused digitization projects.
- Develop and offer instructional technology and information literacy training for local or statewide audiences.
- Create or enhance bibliographic end user instruction through non-traditional delivery methods.
- Establish a centrally-supported web hosting service targeted to libraries lacking a web site or libraries without adequate access (or resources) to manage an existing web site.
- Automated library catalog access for institutional residents in state facilities.

Need #2:   Colorado libraries and librarians need to provide services that support educational achievement and lifelong learning for students as well as adult learners.

Needs Assessment Summary:

- In 2006 there were over 1.27 million children aged 18 and under in Colorado. By 2012 that number is expected to increase by 10.7 percent to over 1.41 million.[8]
- From 2005 to 2006, Colorado public school student membership increased by 13,318 to a total of 794,026 students.[9]
- According to the 2007 KidsCount Colorado report, nearly one in three students did not graduate from high school in Colorado in 2005. The graduation rate for public school students who were expected to graduate was 69.8 percent.[10]
- According to the most recent report from NCES, nearly half of America's children and teens (46%) rely on the Internet to complete school assignments. One out of 10 students reported using the Internet at the public library (10%) and more than two out of five students access the Internet from school (43%).[11]
- At least 7,000 home schooled children in Colorado need curriculum-based books and materials. Nationally, three out of four parents who are home schooling their children rely on their public library for curriculum materials.[12]
- Of the 115 public libraries, 42 (36.5%) reported providing 10 or fewer adult programs in 2006. Seventy-one libraries reported 10 or fewer young adult programs (61.7%), compared to only 11 reporting 10 or fewer children's programs (9.6%).[13]
- According to the National Assessment of Adult Literacy (NAAL), between 1992 and 2003 "prose literacy declined for adults with a high school diploma." In addition, "prose and document literacy declined for adults with some college or with higher levels of education."[14]
- Almost one in ten Coloradans is 65 or older—that is, there were an estimated 469,331 seniors in Colorado in 2006. This number is expected to grow to 592,573 in 2012.[15]
- In 2006 study, the Library Research Service found that Colorado inmates enrolled in college courses were twice as likely as other college students to report that librarians taught them how to cite sources appropriately, explore subjects of interest outside their classes, and critically evaluate information.[16]

Goal #2:   Colorado students and adult learners receive services from libraries and librarians that support educational achievement and lifelong learning.

LSTA Purpose: LSTA funding will be used for 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; developing private and public partnerships with other agencies and other community organizations.

Expected Benefits:

1. Libraries become empowered to provide outstanding services to all citizens through improved communication, collaboration, and partnership efforts within and beyond the library community.
2. Colorado schools credit improvement in school library services, collections, and staffing to the distribution of quantitative and qualitative standards for school libraries.
3. A number of libraries support and implement online learning and course access for residents.
4. School library programs are aligned with educational curricula, teaching practices, and assessment strategies employed in schools.
5. Information literacy is integrated with educational technology plans in all school districts.
6. Information literacy is a component of educational programs provided in all public libraries.

Potential Projects:

- Develop or enhance after school literacy programs in public and school libraries.
- Improve collection development for libraries.
- Develop workshops on implementing or improving collaboration with teachers and library staff in both schools and state institutions.
- Augment access to library education programs and resources.
- Provide matching funds for libraries to support educational needs for staff in the areas of adult learning and online course development.
- Supplement summer reading programs and services.
- Refine and improve services to day care centers for summer reading programs and staff development in literacy-related activity.
- Support existing family and adult literacy programs in libraries.
- Develop or improve cooperative projects between and among libraries that meet or exceed established services standards.
- Develop partnerships with other libraries, agencies, or businesses to further promote and expand library services in the community.
- Design innovative educational programs for emerging on-line communities of learners.
- Work with the educational and business communities statewide to improve understanding about the role and importance of school library programs, specifically the relationship between school library media programs and student achievement.
- Develop best practices for technology training platforms to deliver continuing education.
- Develop standards for Division of Youth Corrections libraries.

Need #3:	**Underserved Colorado residents, such as those with disabilities, ethnic groups, institutional residents in isolated areas, and other unique populations need specialized, targeted library services that are freely available statewide.**

Needs Assessment Summary:

- In July 2006, the U.S. Census estimated that approximately one in five of the 4.7 million Coloradans were of Hispanic or Latino origin (19.7%). In addition, nine out of 10 Colorado residents were identified as White with the highest percentage of ethnic minorities being Black or African Americans (4.1%) and Asian (2.6%).[17]
- According to the 2007 KidsCount Colorado report:[18]
    - Both the number and rate of English language learners enrolled in Colorado public schools have increased over the past five years.
    - The percentage of public school students characterized as English language learners was 12.8 percent in 2005, an increase from 8.4 percent in 2000, with the number of students nearly doubling from 60,852 in 2000 to 114,857 in 2005.
- According to a September 2006 report from NCES, the "digital divide" persists and is drawn along demographic and socioeconomic lines. For example, use of both computers and the Internet is higher among Whites than among Blacks and Hispanics. In addition, students coming from better educated and wealthier families are more likely to use these technologies. However, schools help bridge the digital divide and "many disadvantaged students use the Internet only at school."[19]
- In 2000, 11.8 percent of Coloradans over the age of five reported having at least one disability. That's over one in 10 reporting one or more sensory, physical, mental, self-care, or go-outside-home disability.[20]
- In 2006, the Division of Youth Corrections (DYC) served 7,215 detained youth and 2,404 committed youth.[21]
- In fiscal year 2006, there were 21,651 offenders under the jurisdiction of the Colorado Department of Corrections (DOC); 363 of these were youth under the age of 20.[22] By June 2011, this is number is expected to increase at least 20% to between 27,000 and 29,500.[23]
- A nationwide literacy study found that prison inmates had lower average prose, document, and quantitative literacy than adults living in households.[24]
- According to the Colorado Department of Public Health and Education, over 15 percent of Coloradans' primary language is one other than English.[25]
- In a recent study of workers in Colorado libraries, 89.8 percent of respondents were white and 90.3 percent were women. In the same study, 15.9 percent of Hispanic respondents cited lack of racial/ethnic diversity in the profession as a factor that discouraged pursuing librarianship as a profession.[26]

Goal #3:   Colorado residents, people with disabilities, ethnic populations, institutional residents and those underserved by libraries receive services from Colorado libraries that meet their targeted needs.

LSTA Purpose: LSTA funding will be used for projects targeting library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or information skills.

Expected Benefits:

1. Library technology, materials, and services are accessible in a manner appropriate to each diverse population's needs.
2. Libraries identify diverse and /or underserved populations for service improvement and initiate activities to address the improvements needed.
3. Libraries develop best and promising practices that lead to more effective service to individuals of diverse populations.
4. The number of minority and persons with disabilities on library staff and boards of trustees is proportional to their presence in the community.
5. Library staff will be better trained to meet the needs of diverse and underserved populations.

Potential Projects:

- Offer scholarships for librarians interested in learning a second language or working with culturally diverse populations.
- Support additional special language collections to meet specific population needs.
- Determine the necessary services required by diverse populations through a needs assessments and data analysis.
- Create programs to better serve diverse populations in correctional and other institutional facilities.
- Improve access to ideas for serving special populations by offering greater numbers of resources, tutorials, programming and online resources that promote best-practice concepts.
- Provide services to home-bound patrons.
- Targeted literacy collections and programs to meet specific population needs.
- Professional development opportunities for library staff who work with underserved populations.
- Assessment of the impact of library services offered to underserved populations.
- Improvement of public library services for formally-incarcerated individuals.

Need #4:   A need for Colorado libraries to cooperatively develop strategies for resource sharing to serve the interests of Colorado residents while reducing duplication of services.

Needs Assessment Summary:

- Of the 115 Colorado public libraries, 30 do not have their collection included in the Colorado Virtual Library catalog.[27] Eighty percent of these libraries serve small communities (legal service area populations under 5,000).[28]
- In 2006, twenty-four Colorado public libraries reported having no non-resident borrowers.[29]
- All of the public libraries that are members of Prospector, which includes a patron-initiated ILL system, are located in metropolitan counties.[30]
- 198,098 Coloradans[31] are not served by a local public library participating in a Colorado-based interlibrary loan service, such as the services provided by SWIFT[32] or Prospector.[33]
- 13,128 students at Colorado colleges and universities[34] are not served by a library participating in a Colorado-based interlibrary loan service, such as the services provided by SWIFT[35] or Prospector.[36]

Goal #4:   Colorado libraries cooperate to develop strategies and techniques that assure the sharing of resources to best meet the needs of Colorado residents.

LSTA Purpose: LSTA funding will be used for providing electronic and other linkages among and between all types of libraries and/or other agencies.

Expected Benefits:

1. Colorado residents will experience improved accessibility to a variety of library services and resources.
2. Use of library resources is increased as a result of placement within complimentary on-line environments and meets information users where they are.
3. Shared investment in online resources will result in cost savings for individual libraries.
4. Linkages with civic and economic groups will result in greater community support and valuable public-private partnerships.

Potential Projects:

- Provide training in improving services or establishing best practices for resource sharing statewide.
- Improving or creating automation projects in individual libraries and collaborative library consortia to provide holdings statewide.
- Creating flexible and interactive on-line environments for delivering new and evolving library and educational services.

- Developing strategies for integrating library resources and services naturally within on-line communities.
- Planning and delivery of collaborative environments for libraries to share resources and to create Colorado content tailored to libraries and their users.
- Investigating opportunities to include institutional libraries in interactive online environments.

Evaluation Plan

The Colorado State Library will continue to utilize Outcome-Based Evaluations, with the Library Research Service (LRS) taking the lead to ensure that these evaluations are conducted for one or more statewide projects representing every unit of the agency.

Having the LRS coordinate this effort will achieve several desirable ends, such as:

- Guaranteeing that libraries and other clients served by multiple CSL units receive only one OBE survey;
- Standardizing some survey questions to permit aggregation of data across units;
- Streamlining the OBE survey development and report writing processes by creating economies-of-scale;
- Extending the benefits of LRS expertise in survey design and data analysis to all units; and
- Assuring that evaluations are conducted objectively and equitably while protecting the anonymity of respondents.

LRS staff will consult with unit managers and staff on the following issues:

- Selecting appropriate project(s);
- Identifying likely outcomes (i.e., what the data would be about);
- Specifying appropriate types of outcome data (i.e., customer satisfaction, anticipated outcomes, actual outcomes);
- Locating available data, if any; and
- Designing questions and questionnaires.

Remaining OBE activities to be pursued by the LRS staff independently of the unit staff:

- Administering questionnaires;
- Processing and analyzing data; and
- Drafting, reviewing, and presenting reports.

For all other projects, an important component will be a tracking process that monitors sub-grantee projects funded under the LSTA program. Status reports will be required as well as a final report on the outcomes of each project. Sub-grantees will be encouraged to use the OBE methodology. State Library staff will provide training and support to those that request assistance.

Stakeholder Involvement

The Colorado State Library, in collaboration with the Colorado library community, previously developed a new strategic plan to cover the years 2006–2010 called *Moving Libraries Forward: A Roadmap for Colorado Library Cooperation*. This document was introduced in 2006 to serve as a guide for how libraries, working together, can improve services to the residents of Colorado, while acknowledging the ongoing, difficult task of doing more with less.

The intent of the state's *Moving Libraries Forward* plan is to help libraries of all types strengthen relationships with their communities and with each other. It was developed within the values and ethical structure embraced by the entire library community.

A Strategic Planning Task Force was used to plan, develop, and coordinate research activities during the *Moving Libraries Forward* project. The Task Force consisted of one representative from each library type, one citizen, and three representatives from the State Library.

Due to the extent and currency of the stakeholder involvement in the *Moving Libraries Forward* document, the LSTA Five-year Planning Committee agreed that replicating efforts employed to create that document would be a poor use of LSTA funding, when the end result would be nearly identical to what was produced just over 12 months ago. For these reasons, this LSTA five-year plan has been created through careful selection of key areas identified during the process of creating the state's earlier 2006 plan. In both instances the stakeholders are the same and the original involvement to create *Moving Libraries Forward* was thorough and well developed.

Methodology included a web-based survey administered to library leaders, public library trustees, school library district administrators, and academic officers. Through the survey, more than 200 leaders helped identify the key issues and concerns that needed to be addressed in the plan.

A values workshop was convened by the Colorado Library Advisory Board (CoLAB) and the Strategic Planning Task Force. A summit of more than 30 representative leaders from multiple library organizations gathered to refine the language of six goals developed by the Task Force along with the information gathered from the survey and workshop. The participants at the summit further developed 17 objectives based on these goals for consideration by the wider library community.

The Task Force then presented these goals and objectives to 12 different library groups for comments and changes. These groups included school librarians, regional multi-type library meetings and conferences, a paraprofessional group, public library directors and trustees. From this input, both the goals and objectives were rewritten. The plan was presented to the Colorado Library Advisory Board and to the State Board of Education. Four of the original six goals carried forward from the current state strategic plan for libraries from the "Colorado State Library Five-Year Plan 2008-2012." The remaining

two goals reflected needs for services that are not considered allowable costs under OMB Circular A-87 and are not included in this LSTA plan.

Communication and Public Availability

Once the five-year plan has been approved by IMLS, it will be published and posted on the Colorado State Library's Web site for access by all librarians, staff, and the general population. The document's availability will be announced on key library electronic discussion lists to reach our key stakeholders. Relevant portions (goals, strategic directions, potential projects) will accompany annual "Request for Grant Proposals." The complete document will be incorporated into sub-grantee fiscal training as well as LSTA grant training.

Any substantive revisions to the plan that are necessary due to changing economic conditions in the state or a refocusing of efforts in areas not currently addressed in the needs and goals of this plan will be submitted to IMLS according to the provisions of the LSTA, and to appropriate stakeholders. If changes are made, they will be publicized through the CSL Web site, through email lists, or via the state's monthly mailing. Combined, these communication tools can reach all librarians and stakeholders in the state.

The CSL will report achievements that result from addressing the needs, goals, and expected outcomes of the Five-Year Plan as required for reporting purposes in the Annual IMLS State Program Report. The CSL also will continue to post LSTA Success Stories on the ASCLA & ALA Web site for other libraries to review and learn from. The CSL will utilize the necessary communication channels listed above, as well as the state library's annual report, to make these results known to all stakeholders in the state.

Monitoring

The CSL will utilize appropriate staff from the Library Development Services, Library Research Service, Networking and Resource Sharing unit, and others across the state, as needed to continuously track both the implementation of the five-year plan, and the projects that are awarded through the grant application procedures associated with LSTA funding.

Appropriate reports and progress will be prepared and provided to IMLS as required. An important component of this tracking process will be monitoring of sub-grantee projects that are funded under the LSTA Program. In addition to providing requisite status reports and final reports on the progress of each project in relation to the Plan, the CSL staff will conduct an annual on-site visit for each project selected for monitoring. Any necessary corrective action or program changes will be decided on in collaboration with the sub-grantees in compliance with existing regulations.

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