

Supporting Library Responses to the Opioid Crisis

OCLC is seeking a National Leadership Grant (NLG) of \$249,751 toward a two-year project to build a free and openly available support kit that would build on the findings of its recently completed project, *Public Libraries Respond to the Opioid Crisis with Their Communities* (2018-20). The support kit will provide resources that staff at public libraries, particularly those in rural areas, can use to determine how their library can address opioid use disorder in their local communities. After an iterative development process to gather input from subject matter experts and a wide range of library practitioners, the support kit will be freely and publicly accessible to all library staff through OCLC's WebJunction program.

Statement of National Need

The opioid epidemic was declared a national public health emergency in the fall of 2017. And while COVID-19 has been the primary public health focus since early 2020, the opioid crisis continues to rage unabated: "Among the unrelenting death statistics flowing from the CDC last month, one grim non-Covid-19 statistic stood out: 81,003 deaths. That's the number of people who died from drug overdoses in the 12-month period ending last June: a 20% increase and the highest number of fatal overdoses ever recorded in the U.S. in a single year."¹ In March 2021, the American Medical Association reported that more than 40 states indicated recent increases in opioid-related deaths² and, as before the pandemic, rural areas continue to be impacted heavily.³

Public libraries are free for all to use, including those who may be in crisis. As respected local institutions, libraries connect their community members to credible information and services. As community anchors, libraries leverage their assets to respond to the needs of people in their communities. In some places heavily impacted by the opioid epidemic, the local library has created programming and services to address their community's needs around opioid use disorder (OUD). Stories of libraries training their staff to administer naloxone, an overdose-reversal medication, started surfacing in 2017 after several high-profile national news articles about opioid overdoses in public libraries were published.⁴ Shortly thereafter, OCLC co-hosted a well-attended national online town hall with the Public Library Association (PLA) on the topic of library staff needs and responses to the opioid crisis.⁵ The input from the event indicated that, while some libraries were taking action to address OUD, there was a very high level of uncertainty about how, or even if, libraries should approach the epidemic locally.

¹ McFarling, Usha Lee. 2021. "As the pandemic ushered in isolation and financial hardship, overdose deaths reached new heights," STAT, February 16, 2021. <https://www.statnews.com/2021/02/16/as-pandemic-ushered-in-isolation-financial-hardship-overdose-deaths-reached-new-heights/>.

See also, "The opioid epidemic has been eclipsed in the public consciousness by Covid-19, but it hasn't abated. The pandemic has only exacerbated the crisis, piling stress and grief on top of substance-abuse problems and jeopardizing efforts at recovery." Bauman, Valerie, and Ian Lopez. 2021. "The Opioid Crisis, Fueled by Covid, Is Worse Than Ever," *Bloomberg Businessweek*, February 20, 2021. <https://www.bloomberg.com/news/articles/2021-02-20/covid-pandemic-has-only-made-the-opioid-crisis-worse>.

² American Medical Association. 2021. "Issue brief: Reports of increases in opioid- and other drug-related overdose and other concerns during COVID pandemic," Advocacy Resource Center. Last modified March 3, 2021. According to the Overdose Detection Mapping Application Program at the University of Baltimore, U.S. opioid overdoses have increased circa 18% during Covid-19, and the Centers for Disease Control recently reported that 2019 opioid overdose deaths exceeded 71,000.

³ A recent commentary on Covid-19 and the opioid epidemic in rural areas described how the Covid-19 crisis and the turmoil it is causing may both endanger and further marginalize rural people who use drugs, an already at-risk population. See Jenkins, Wildey D. et al. 2021. "COVID-19 During the Opioid Epidemic – Exacerbation of Stigma and Vulnerabilities." *The Journal of Rural Health* 37(1): 172-174. <https://doi.org/10.1111/jrh.12442>.

⁴ Simon, Darran. 2017. "The opioid epidemic is so bad that librarians are learning how to treat overdoses." *CNN*, June 24, 2017. <https://www.cnn.com/2017/06/23/health/opioid-overdose-library-narcan/index.html>; Enquirer and Media Network of Central Ohio staff. 2017; "Seven Days of Heroin. This Is What an Epidemic Looks Like." *The Cincinnati Enquirer*, September 10, 2017. <https://www.cincinnati.com/pages/interactives/seven-days-of-heroin-epidemic-cincinnati/>.

⁵ WebJunction. 2017. "Library Needs and Responses to the Opioid Crisis: a Town Hall Summary." *WebJunction*, September 21, 2017. <https://www.webjunction.org/news/webjunction/opioid-crisis-town-hall-recap.html>.

Researching library responses

Shortly after the national town hall, OCLC partnered with PLA on an IMLS-funded project to understand how public libraries were partnering with local organizations to build capacity to support their library staff and community members through the opioid crisis. This project, *Public Libraries Respond to the Opioid Crisis with Their Communities*, conducted in-depth case study research in eight communities, which involved semi-structured interviews with library leaders, frontline staff, and board members, as well as staff and leaders of the libraries' community partner organizations, and community members affected by OUD.⁶ The project was informed by the guidance of the project's steering committee, which was made up of library frontline staff, library leaders from public and state libraries, and representatives from many national organizations outside of the library sector, including the National League of Cities, the Association of State and Territorial Health Officials, and the National Network of the Libraries of Medicine.⁷ Together they reviewed factors involved in selecting the case study sites such as the demographics of the community, the opioid prescribing rate for the county, the rate of persons without health insurance, and whether the community had a shortage of mental or physical health workers. The final list of participating libraries was diverse but not expressly representative of all communities:

Barrington Public Library (RI)	New Orleans Public Library (LA)
Blount County Public Library (TN)	Peoria Public Library (IL)
Everett Public Library (WA)	Salt Lake County Library (UT)
Kalamazoo Public Library (MI)	Twinsburg Public Library (OH)

A summary report for the project explored the libraries' diverse responses to OUD in their community, including the funding they leveraged for their response, partnerships that they formed, community reactions to their work in this area, the outcomes of their efforts, and a discussion of each library's challenges, needs, and the opportunities those interviewed saw for their work moving forward.⁸ The libraries reported that the outcomes to their response activities included:

- Increased community awareness and knowledge about the opioid crisis
- Began addressing stigma about substance use disorder
- Developed new partnerships and expanded existing ones, resulting in coordinated efforts that better meet community needs
- Increased relevant resources made available to the community, such as naloxone and drug disposal kits
- Increased positive perception of the library

Moving from research to practice

While the initiatives that these libraries developed to address OUD are inspiring and impactful, for many other libraries faced with this ongoing public health crisis, the idea of starting or even maintaining a previous local initiative that responds to OUD can seem overwhelming, especially while also navigating the

⁶ Allen, Scott G., Larra Clark, Michele Coleman, Lynn Silipigni Connaway, Chris Cyr, Kendra Morgan, and Mercy Procaccini. 2019. *Public Libraries Respond to the Opioid Crisis with Their Communities: Case Studies*. Dublin, OH: OCLC. <https://doi.org/10.25333/cx18-1p87>.

⁷ The project steering committee included: Dr. Natalie Anderson, President, Lower Brule Community College (SD); James Brooks, City Solutions Director, National League of Cities; Vanessa Christman, Former Director, Humboldt County Library (CA); Bronwen Gamble, Director, Reading Public Library (PA); Karen Goff, Executive Secretary, West Virginia Library Commission; Elissa Hardy, Community Resource Manager, Denver Public Library (CO); Michelle Jeske, City Librarian, Denver Public Library (CO); Jane Jorgenson, Supervisor, Madison Public Library (WI); Jayant Kairam, Director of Program Strategy, National Association of Counties; Christi Mackie, Chief, Community Health and Prevention, Association of State and Territorial Health Officials; Herbert Malveaux, Interim Chief of Neighborhood Library Services, Enoch Pratt Free Library (MD); Bobbi Newman, Community Engagement and Outreach Specialist, National Network of Libraries of Medicine, Greater Midwest Region; Dr. Rajeev Ramchand, Research Fellow, Bob Woodruff Foundation; Anna Souannavong, Assistant Director, Gates Public Library (NY); and Kauri (KC) Williams-Cockfield, Director, Blount County Public Library (TN).

⁸ Allen, Scott G., Larra Clark, Michele Coleman, Lynn Silipigni Connaway, Chris Cyr, Kendra Morgan, and Mercy Procaccini. 2019. *Libraries Respond to the Opioid Crisis with Their Communities: Summary Report*. Dublin, OH: OCLC. <https://doi.org/10.25333/qgm-hj36>.

complexities of the COVID-19 pandemic. There is a continued uncertainty about if or how the library should address OUD locally: Stigma and a lack of accurate information about OUD can fuel judgment that may, in turn, affect decision-making around related programming, services, and spaces. And staff capacity, safety, and well-being are a tremendous concern when considering library OUD responses. Support for library workers is essential during these challenging times: “Compassion fatigue is a threat to libraries. We must recognize it and act to eliminate it to ensure staff wellbeing and the most excellent service we can offer to our communities.”⁹

In general, library staff are not trained to be social workers, first responders, lawyers, or counselors; nor should they be expected to serve in these roles. Instead, library workers can have a role in responding to the opioid crisis in their community in other ways that contribute to positive outcomes related to OUD and align with their library’s mission. The support kit will help library staff define their roles in relation to community needs. The kit resources will align with the five recommended areas for action that emerged ~~(OCLC)~~ during the final phase of OCLC’s previous project through a series of online facilitated group discussions among people from a variety of sectors who work to improve community outcomes.¹⁰ One direct result of these discussions was a set of five recommended areas for action:

- Evaluate local health data
- Seek community partners
- Educate staff and community members on the issue
- Consider staff care needs
- Offer programs and services that support local needs

Two themes stood out from both the case studies and the cross-sector discussions: (1) there are many options for how to address this crisis, and, given how the opioid crisis is ravaging communities across the country, (2) it is vital to do something. In every one of the recommendations above, there are opportunities to coordinate and collaborate with agencies and organizations that focus on public health, education, training, and other key areas. Libraries cannot do this work alone, and an aim of this proposed project is to develop a support kit that will provide library staff with ideas and resources for finding partnerships and developing safer and locally appropriate responses to support their communities around OUD.

Collectively, we are preparing for life after COVID-19. As new cases decrease and the country continues along a path to reopening, it is reasonable to anticipate that libraries will resume more services and programs over the coming year. As patrons who have been isolated throughout the pandemic are able to more fully access libraries and make increased use of their spaces, services, and programs—whether it be for legal reference questions about the custody of a child who has lost a parent to opioids, programs on prevention of or recovery from addiction, a safe place to access email to stay in touch with family members, or other library services—the resources in this proposed support kit will be timely for helping patrons in crisis, as well as the people who work in libraries that serve them.

A similar resource is not currently available for library practitioners. There are agencies such as the National Network of the Libraries of Medicine that offer excellent training for public libraries on providing access to health information and staff wellness, and informative resources from public health agencies such as the

⁹ Hargreaves, Abby. 2020. “An Invisible Threat: Compassion Fatigue in Libraries.” *Book Riot*, June 29, 2020. <https://bookriot.com/compassion-fatigue-in-libraries/>.

¹⁰ The project team used the case studies and a project summary as a point of departure for a series of cross-sector discussions that included library staff and directors, as well as leaders from national, local, and regional public health agencies and community-based organizations that provide programming and services related to OUD. See: Allen, Scott G., Larra Clark, Michele Coleman, Lynn Silipigni Connaway, Chris Cyr, Kendra Morgan, and Mercy Procaccini. 2020. *Call to Action: Public Libraries and the Opioid Crisis*. Dublin, OH: OCLC. <https://doi.org/10.25333/w8sg-8440>.

Substance Abuse and Mental Health Services Administration (SAMHSA), and the Centers for Disease Control (CDC).¹¹ There is also the Oregon Health & Science University’s CLOUD, which curates various resources for a wide range of decision makers,¹² and programming from the Massachusetts Library System, which links to both state-specific and national resources.¹³ And while the “Call to Action” report outlined five key strategies and highlights some of the resources available on OUD, this support kit will go further to provide a guide tailored to public library staff to help them determine specific community needs and then define the roles and activities the staff are most suited for. It will help public libraries assess their staff strengths and capacity, identify key local partners with whom to collaborate or coordinate, and then plan and implement an initiative that supports community needs.

Project Design

Project goal and outcomes

This project in the *Community Catalysts* category will advance the IMLS agency-level goal to *Build Capacity* and will provide professional development resources for library staff. The goal of this 24-month project is to build an online set of pragmatic resources for libraries whose workplaces and/or communities are impacted by OUD. The project is designed to lead to these outcomes:

1. Provide professional development for the library workforce that helps to build the knowledge, skills, and confidence needed to respond to the opioid crisis in their community, bolstering the capacity of library staff to improve the well-being of their communities. (Aligns with IMLS’s Community Catalyst Build Capacity goal and part of one of its objectives)
2. Produce a free, well-tested set of practical resources for responding to OUD that WebJunction—a reliable and openly accessible learning platform for library staff—will host sustainably and promote widely to the library field.
3. Collect and share stories from up to 15 libraries that use the support kit’s resources to plan and lead a project that addresses OUD in their communities.

Key activities, schedule, and outputs

1. Project launch and planning (September 2021–October 2021)

Key outputs: Communication and dissemination plan; evaluation plan; initial project content.

After hiring subject matter experts (SMEs) and an independent evaluator, the project director will orient the project team to project outcomes, deliverables, and schedule. The project team will develop a detailed project communication plan to promote the support kit and to disseminate project resources widely. The team will consult with and provide input to the independent evaluator to design the evaluation plan and to develop and implement instruments to gather feedback (e.g., surveys and focus groups with beta-test participants). The collected evaluation data will be used to revise and enhance the support kit throughout the project. Initial project content will be produced (press release, project webpage).

¹¹ Centers for Disease Control and Prevention. “Opioid Basics.” Opioid Overdose. Last reviewed March 16, 2021. <https://www.cdc.gov/drugoverdose/opioids/index.html>; Substance Abuse and Mental Health Services Administration. “Opioid Overdose.” Medication-Assisted Treatment. Last updated August 19, 2020. <https://www.samhsa.gov/medication-assisted-treatment/medications-counseling-related-conditions/opioid-overdose>.

¹² CLOUD. “The Opioid Library.” Accessed March 25, 2021. <https://www.opioidlibrary.org/>.

¹³ A list of presentations and resources from the Massachusetts Board of Library Commissioners and the Massachusetts Library System’s 2019 symposium, *Communities in Crisis: Librarians Respond to the Opioid Epidemic* can be found here: Massachusetts Library System. “Communities in Crisis: Librarians Respond to the Opioid Epidemic.” *Libraries Respond to the Opioid Epidemic: Agenda*. November 15, 2019. <https://guides.masslibsystem.org/opioidepidemic/agenda>.

2. Design support kit (September 2021–January 2022)

Key outputs: Design support kit document.

Working with the project SMEs, the team will conduct a short, informal landscape scan to identify (a) resources that have emerged since we drafted our project proposal; (b) updated versions of relevant existing content (e.g., updated and new resources from CDC and NIH/SAMHSA); and (c) gaps that are not covered by either (a) or (b). The scan will include content such as available research, useful articles, videos, and practical tools from:

- National, local, and regional support organizations that are outside of the library sector, including those the project team worked with in our previous project’s cross-sector discussions and/or the project steering committee, such as the Harm Reduction Coalition, the Community Overdose Action Team, the National Association of Social Workers, the National Network of the Libraries of Medicine, Legal Services Corporation, the National Parks and Recreation Association, and the American Academy of Addiction Psychology;¹⁴ and other relevant organizations, such as the Center for Evidence-based Policy at Oregon Health & Science University.
- Public libraries, including those that participated in our case studies, such as Denver Public Library (CO), Peoria Public Library (IL), Salt Lake County Library (UT), and Blount County Public Library (TN); medical libraries; law libraries; and the associations and other organizations that support them, including the Association for Rural & Small Libraries (ARSL), PLA, and Califa.¹⁵

After making an inventory of the resources from the landscape scan, the project team will identify significant gaps in the available information and tools to determine what new content to develop. Using the gap analysis and landscape scan, the team will outline both a curated list of existing and new content to feature, plus the plan for making the support kit, which will be reviewed with project SMEs.

3. Recruit, select, and orient closed-beta test participants (November 2021–March 2022)

Key outputs: Call for participants; participants from 15 libraries; pre-participation survey and summary of results; live online orientation session. The project team will select 15 libraries to test a “closed-beta” version of the support kit (i.e., a version that can only be accessed by the participants from the 15 libraries and the project team).

A basic application process open to all public libraries in U.S. states and its territories will be used to generate a pool of candidates (see *Supporting Document 1* for a draft template for such an application). The project will publish an article to call for participants and raise awareness of the topic via the communication channels of OCLC and WebJunction. Requests will also be made to other library service organizations to share the call for participants and ensure the opportunity is widely promoted to library staff, e.g., PLA, American Library Association (ALA), Urban Libraries Council (ULC), and ARSL, which has offered to get the word out to its members (see *Supporting Document 2* regarding ARSL’s support for this proposal).

In their application, each library will need to identify staff to participate in the program. This could range from library directors, to managers, to frontline staff. The library director will need to endorse the library’s commitment of staff time toward the project activities. Closed-beta testers (“participants”) will be offered a stipend to offset some of the cost of their time as testers. Selection criteria for participants will include a willingness to (a) provide feedback through various means such as video interviews, surveys, and focus groups; and (b) develop and implement an initiative that helps prevent or respond to OUD in their

¹⁴ For a complete list of the organizations that generously participated in highlighting useful resources during the cross-sector discussions for the *Call to Action* report.

¹⁵ Califa is currently working on the IMLS-funded “Libraries As Second Responders” project, and our team is in conversation with them about how this project might incorporate or build on the new resources and tools they create as a result of this initiative.

community and/or their workplace. The selection process will also consider the demographics of the community that the library serves, and at least five of the participants will be from one of the IMLS rural locale codes.

Once selected, participants will complete a questionnaire to establish a baseline evaluation—designed with the input of the project evaluator—against which to measure the impact of the support kit. The project team will hold a live online session to orient participants to the beta testing process and guidelines, such as on how to propose the project they plan to implement. Project staff will schedule periodic check-ins via email and also will be available to the participants throughout the beta period to answer questions or address concerns.

4. Build closed-beta version, participants test and develop project plan (October 2021–June 2022); participants implement project (July 2022–November 2022)

Key outputs: Closed-beta version of support kit; up to 15 plans for library-led projects; group or individual interviews; summary of feedback from participants; stipends for participants; library-led projects.

Build closed-beta support kit: The project team will build the closed-beta version of the support kit in close consultation with project SMEs. Two experts with experience in both libraries and social work have indicated interest in consulting on this project: Tiffany Russell, LMSW, Social Services Manager at the Niles District Library (MI), who oversees the Social Workers in Rural and Small Libraries (SWIRSL) program and is part-time instructor for Western Michigan University’s School of Social Work; and Cindy Grove, Director at Rockport Public Library (MA) and author of the 2020 book, *Libraries and the Substance Abuse Crisis: Supporting Your Community*.

The project will produce new content in formats such as:

- A workbook to guide library staff through community discovery and design strategies that will aid them in developing their local responses to OUD.
- Content with guidance for library directors, managers, and other decision makers, on topics such as staff care, safety, mental health, and wellness to help identify and address the challenges that staff are facing, including financial concerns, new workplace obstacles to feeling safe, and increased stress and burnout. This content aims to make staff feel supported and, in turn, better able to support their community members.
- Resources for all library staff on raising awareness and building support for new programming and services, policy reviews and updates, program sustainability, and forming partnerships.
- Content on relevant topics, including ways to apply a trauma-informed approach to library services, staff training, and how to build connections and programming with public health experts and community-based organizations.
- Interviews highlighting impactful library programs and services with practical suggestions and tips.
- Short videos and other microlearning with SMEs and WebJunction trainers to serve as “tours” of key components of the support kit. Other videos may dive deeper into particular topics such as community engagement, reducing stigma, and how to access and use community health data for planning and programming.

Participant testing; development of project plans; implementation

Recognizing the effort to test the closed-beta version of the support kit, as well as the time needed to build, organize, and launch new programs and services, the participants will have three months (April-June 2022) to test and apply the kit resources to develop a project plan that responds to a need in their community around OUD. Participants who submit a project plan will receive a stipend to offset some of the cost of their time as testers.

There will be an additional five months after that (July–November 2022) to implement the planned initiative, which could include programming, offering services, or capacity-building initiatives that may need to precede doing actual programming/services, such as staff training, policy reviews and updates, or forming partnerships.

At the conclusion of the first three months, or after participants have submitted their project plan, the project team will consult with the third-party evaluator to gather and synthesize feedback from the participants via individual interviews or online focus group(s).

5. Refine kit; publish and promote open-beta version on WebJunction.org (July 2022–December 2022)

Key outputs: Open-beta version of support kit; input from WebJunction community.

The project team will revise the support kit to incorporate the initial input from the closed-beta test participants and then publish it on WebJunction.org as an open-beta version (i.e., a high-quality working version that is open for all WebJunction users to access), inviting the WebJunction community to provide feedback on its content and suggest additional resources from July 2022–December 2022. The open-beta version provides a national audience broad access to the resources sooner, rather than waiting until after the beta-testing participants have implemented their projects, and allows the project team to receive a wider range of input from WebJunction users. Open-beta testers will be asked to provide feedback on their experience with the support kit while visiting the open-beta site through online data collection tools such as SurveyMonkey. The evaluation data points will be determined in consultation with the project evaluator.

6. Engage library staff around open-beta support kit (January–December 2022)

Key outputs: Conversation cafés; content on WebJunction to highlight each café’s topic; input from attendees.

To engage library staff on the topics and the resources in the support kit, WebJunction will organize and host three thematic “conversation cafés” that will focus on relevant topics, including the areas for action emphasized in OCLC’s *Call to Action* research report, such as reducing stigma and library staff care. Free and open to all, these online cafés will be promoted to everyone who explores the open-beta version of the support kit. Each of these free interactive events will feature guest panelists from the library field, public health agencies, and other relevant sectors who will share practical information in an informal setting with ample time for discussions and questions from attendees. Project staff will facilitate these cafés, which will also be an opportunity to highlight tools in the support kit, listen to and learn from attendees about their experiences with the kit, and hear any suggestions for other possible resources to include.

7. Complete support kit; evaluation; documentation; and dissemination (January–August 2023)

Key outputs: Final version of support kit; webinar to promote resources; presentations and publications; final formative and summative evaluation reports.

Refine and finish support kit. During the last months of the project, team staff will create any final content needed and make final revisions to the support kit based on (a) input from closed-beta participants who implemented projects or provided feedback at end of the implementation period; and (b) open-beta input gathered from open-beta testers via surveys and conversation cafés.

Dissemination activities. Project staff will record, edit, curate, and publish up to five short videos documenting select beta-tester projects and key learnings from participants that will be of value to a wide audience. Other successes, challenges, and results will be crafted into articles to share through WebJunction.org. The goal is to release these videos and other relevant content as it becomes available to encourage conversation and adoption of the materials, as well as interest in the project. Once the final

support kit is published, WebJunction will produce and host a webinar to promote the resources broadly, and promotional material will be shared for publication with library support organizations, including ARSL, ALA, PLA, and ULC.

Project staff will also submit proposals for articles in library journals and industry magazines as well as presentations at key events such as the annual conferences of PLA, ARSL, and ALA. These efforts will widely disseminate the support kit to library staff, highlight the outcomes of the library-led projects, and continue to build support for and raise awareness of the importance of addressing this issue in the field.

Project evaluation. The team will work with the independent evaluator to develop the assessment instruments for both the formative evaluations of the beta testers as well as the summative evaluation of the project outcomes. The evaluator will collect project evaluation data and produce a final formative and summative evaluation report in consultation with project staff.

Diversity Plan

Since completing the research in our previous project, communities of color, particularly Latino and Black communities, have seen such a significant rise in OUD that SAMHSA has deemed this an “urgent issue.” In its 2020 issue briefs on this topic, the agency emphasized the need to use strategies to address OUD that are tailored to the diversity of the communities affected.¹⁶ These reports highlight how crucial cultural humility, building trust, and understanding community histories and contexts are to serving both Black and Latino communities; and further, linguistically competent approaches to outreach, programming, and services are essential for Latino populations. While developing every aspect of the support kit, the team will conscientiously decenter whiteness as a default and will aim to incorporate and amplify the use of information, tools, and strategies from community organizations and governmental agencies that effectively and successfully serve and support Latino, Black, Indigenous, and other communities of color, as highlighted by SAMHSA and other organizations such as the National Network to Eliminate Disparities in Behavioral Health (NNED), the National Library of Medicine (NLM), and the Office of Minority Health (OMH).

Additionally, while the devastating effects of the epidemic can be witnessed in every part of the nation, rural regions continue to have some of the highest rates of opioid overdose deaths in the country. Given this, the beta testing process and the development of the support kit resources will specifically aim to include the participation of library staff throughout the United States and its territories at rural public libraries, many of which are in under-resourced and geographically isolated locations.

National Impact

Upon completion of the support kit, WebJunction will produce and host a webinar to promote the resources broadly, and promotional material will be shared for publication with library support organizations including ARSL, ALA, PLA, and ULC.

Other means the team will use to maximize promotion of the support kit resources include submitting proposals for articles in national library journals and industry magazines such as *American Libraries* and *Library Journal*. Finally, project staff will also submit proposals to present at key events such as the annual conferences of PLA, ARSL, and ALA in order to widely disseminate the support kit to library staff, highlight

¹⁶ SAMHSA. 2020. *The Opioid Crisis and the Black/African American Population: An Urgent Issue*. Publication No. PEP20-05-02-001. Office of Behavioral Health Equity, Substance Abuse and Mental Health Services Administration, 2020, <https://store.samhsa.gov/product/The-Opioid-Crisis-and-the-Black-African-American-Population-An-Urgent-Issue/PEP20-05-02-002>; and SAMHSA. 2020. *The Opioid Crisis and the Hispanic/Latino Population: An Urgent Issue*. Publication No. PEP20-05-02-001. Office of Behavioral Health Equity, Substance Abuse and Mental Health Services Administration, 2020, <https://store.samhsa.gov/product/The-Opioid-Crisis-and-the-Hispanic-Latino-Population-An-Urgent-Issue/PEP20-05-02-002>.

the outcomes of the library-led projects, and continue to build support for and raise awareness of the importance of addressing this issue in the field.

The ripple effects and longer-term national impacts this project aims for include the following:

- Library staff will leverage their unique assets, including expertise, relationships, skills, collections, spaces, and networks to provide programs and services that address OUD in their communities.
- Community members who are directly impacted by substance use disorder have increased access to helpful and supportive community resources.
- There will be an increase in intra-library and cross-sector partnerships that support resource coordination and alignment, rather than duplication.
- Stigma around OUD will be reduced, both in libraries (leadership, board, and staff), and in the communities they serve.
- Library leaders will support staff (and themselves) as they plan and implement projects that may activate stress or even trauma.
- Libraries establish new or strengthen existing infrastructures that can continue to support their communities as they face future community health challenges.

Potential risks

Some risks that could impact the successful implementation of this project include:

- The subject of OUD continues to carry considerable stigma in communities as well as among library staff. This may impact the number of staff who will beta-test these resources. One of the ways we will counter this is through the publication of articles and other relevant content focused on reducing stigma. WebJunction will promote these resources widely in our bi-monthly newsletter, *Crossroads*, as well as on WebJunction.org, before, during, and after recruiting library staff to beta test the support kit; this content will feature guest subject matter experts and library practitioners who can highlight how to reduce stigma in the community and in the library. WebJunction will also share the content more broadly, for example with the library support organizations mentioned above, so it can be amplified to their memberships.
- Leadership or management's willingness to champion the importance of supporting the community on these issues is key, and without that willingness, the participation of the closed-beta participants in the project planning and implementation activities may be hindered. We will work to mitigate this during the recruitment and selection process, which will include an application that asks potential participants to describe their role at their library and, if applicable, to confirm whether their supervisor(s) are informed of and will support their participation in the project activities. The support kit will also address how to build organizational support with both staff and management, no matter what role one is in, and that responses to OUD can look different in every community; from focusing on mental health and coping with stress through to providing training on naloxone, there are options for every library.
- Small rural libraries may not have the capacity to participate in the closed-beta test. By providing a stipend to offset some of the time and effort involved, we hope to provide more opportunities for libraries—especially small and rural libraries—to participate. We will also coordinate with our colleagues at ARSL to promote this opportunity and to encourage their members' involvement and input in the project.

Project team

OCLC's WebJunction will bring its expertise in leading grant projects, designing and delivering online resources for library staff, and working with libraries in small and rural communities to this project. Over its 18 years, the WebJunction team has managed more than 30 national grant-funded projects that have piloted and scaled learning resources to tens of thousands of library staff across the United States and beyond. This

project will leverage the experience and skills of the OCLC team that led the *Public Libraries Respond to the Opioid Crisis with Their Communities* project, under the leadership of WebJunction Senior Program Manager Kendra Morgan, who will serve as project director. Kendra Morgan has also led or had a significant role in other relevant IMLS-funded projects, including *Health Happens in Libraries* and the *REALM Project*. Brooke Doyle, who has most recently coordinated WebJunction’s project, *Improving Access to Civil Legal Justice through Public Libraries*,¹⁷ will serve as project coordinator. Jennifer Peterson, WebJunction Community Manager, will support live online sessions and dissemination of project resources and updates through WebJunction communication channels over the course of the project, as needed. OCLC’s Communications Coordinator will create the communication plan and leverage OCLC communication channels as needed.

OCLC will contract with subject matter experts and guest speakers, such as Tiffany Russell, LMSW, Social Services Manager at the Niles District Library (MI), who oversees the Social Workers in Rural and Small Libraries (SWIRSL) program, and is part-time instructor for Western Michigan University’s School of Social Work;¹⁸ and Cindy Grove, director at Rockport Public Library (MA) and author of the 2020 book, *Libraries and the Substance Abuse Crisis: Supporting Your Community*¹⁹ to consult with the OCLC project team on the content for the support kit.

These consultants will be most active during the first half of the project, participating in the content curation and creation process and presenting for one or more of the support kit videos. Up to four guest speakers with specific expertise will be invited to present in the support kit videos, and each will be offered a \$250 fee for their contribution.

The project evaluator will be solicited through a Request for Proposal (RFP) process. The RFP will be publicly posted for recruitment. Responses will be evaluated on points such as how well the individual/organization meets the needs of the project, including price, experience working on projects in libraries, and the qualifications of the project team.

Timeline

OCLC proposes to deliver this 24-month project between September 2021 and August 2023. The Schedule of Completion provides a comprehensive snapshot of all project activities on the proposed timeline.

Budget summary

The requested grant amount of \$249,751 will cover project team salaries and fringe (\$140,715; fringe benefit costs \$35,179) for the 24-month period; an evaluation consultant (\$12,500); fees for subject matter experts (\$10,500); closed captioning fees for video content and webinars (\$330); stipends of \$400 per library for up to 15 beta testers, payable upon receipt of proposed project plans (\$6,000); and indirect costs (\$44,527).

This work will help strengthen and support libraries—and, more broadly, the communities they serve—as our nation continues to struggle with the opioid crisis. OCLC is grateful for the opportunity to propose this project, and we look forward to your review.

¹⁷ “Improving Access to Civil Legal Justice through Public Libraries.” *WebJunction*. Accessed March 25, 2021.

<https://www.webjunction.org/explore-topics/access-civil-legal-justice.html>.

¹⁸ Russel, Tiffany. *LinkedIn*. <https://www.linkedin.com/in/tiffany-russell-5152471b1>.

¹⁹ Grove, Cindy. “About Me.” *Libraries and the Substance Abuse Crisis: Supporting Your Community*. Accessed March 25, 2021.

<https://librariesandthesubstanceabusecrisis.wordpress.com/about-me/>.

Supporting Library Responses to the Opioid Crisis

Year 1: September 2021 - August 2022

Key activities	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Project launch and planning (September 2021 – October 2021)												
Contract with subject matter experts (SME)												
Contract evaluation consultant												
Develop communications plan												
Press release and project website												
Develop evaluation plan with evaluation consultant												
Design support kit (September 2021 – January 2022)												
Informal landscape scan												
Identify gaps in existing, available content												
Recruit, select, and orient closed-beta test participants (November 2021 – March 2022)												
Prepare for and then open recruitment												
Promote availability of the beta opportunity												
Select and notify beta participants												
Orientation for beta participants												
Conduct baseline evaluation												
Build closed-beta version (October 2021 - March 2022); participants test and develop project plan (April 2022 – June 2022); participants implement project (July 2022 – November 2022)												
Create new content based on landscape scan and feedback												
Deploy content to closed-beta participants												
Closed-beta participants to deploy local programs												
Evaluation of content and process by closed-beta participants												
Refine kit; publish and promote open-beta version on WebJunction.org (July 2022–December 2022)												
Incorporate closed-beta feedback into the support kit												
Engage library staff around open-beta support kit (January – December 2022)												
Planning and hosting "Conversation Cafes"												
Submit conference proposals/present												



DIGITAL PRODUCT FORM

INTRODUCTION

The Institute of Museum and Library Services (IMLS) is committed to expanding public access to digital products that are created using federal funds. This includes (1) digitized and born-digital content, resources, or assets; (2) software; and (3) research data (see below for more specific examples). Excluded are preliminary analyses, drafts of papers, plans for future research, peer-review assessments, and communications with colleagues.

The digital products you create with IMLS funding require effective stewardship to protect and enhance their value, and they should be freely and readily available for use and reuse by libraries, archives, museums, and the public. Because technology is dynamic and because we do not want to inhibit innovation, we do not want to prescribe set standards and practices that could become quickly outdated. Instead, we ask that you answer questions that address specific aspects of creating and managing digital products. Like all components of your IMLS application, your answers will be used by IMLS staff and by expert peer reviewers to evaluate your application, and they will be important in determining whether your project will be funded.

INSTRUCTIONS

If you propose to create digital products in the course of your IMLS-funded project, you must first provide answers to the questions in **SECTION I: INTELLECTUAL PROPERTY RIGHTS AND PERMISSIONS**. Then consider which of the following types of digital products you will create in your project, and complete each section of the form that is applicable.

SECTION II: DIGITAL CONTENT, RESOURCES, OR ASSETS

Complete this section if your project will create digital content, resources, or assets. These include both digitized and born-digital products created by individuals, project teams, or through community gatherings during your project. Examples include, but are not limited to, still images, audio files, moving images, microfilm, object inventories, object catalogs, artworks, books, posters, curricula, field books, maps, notebooks, scientific labels, metadata schema, charts, tables, drawings, workflows, and teacher toolkits. Your project may involve making these materials available through public or access-controlled websites, kiosks, or live or recorded programs.

SECTION III: SOFTWARE

Complete this section if your project will create software, including any source code, algorithms, applications, and digital tools plus the accompanying documentation created by you during your project.

SECTION IV: RESEARCH DATA

Complete this section if your project will create research data, including recorded factual information and supporting documentation, commonly accepted as relevant to validating research findings and to supporting scholarly publications.

SECTION I: INTELLECTUAL PROPERTY RIGHTS AND PERMISSIONS

A.1 We expect applicants seeking federal funds for developing or creating digital products to release these files under open-source licenses to maximize access and promote reuse. What will be the intellectual property status of the digital products (i.e., digital content, resources, or assets; software; research data) you intend to create? What ownership rights will your organization assert over the files you intend to create, and what conditions will you impose on their access and use? Who will hold the copyright(s)? Explain and justify your licensing selections. Identify and explain the license under which you will release the files (e.g., a non-restrictive license such as BSD, GNU, MIT, Creative Commons licenses; RightsStatements.org statements). Explain and justify any prohibitive terms or conditions of use or access, and detail how you will notify potential users about relevant terms and conditions.

A.2 What ownership rights will your organization assert over the new digital products and what conditions will you impose on access and use? Explain and justify any terms of access and conditions of use and detail how you will notify potential users about relevant terms or conditions.

A.3 If you will create any products that may involve privacy concerns, require obtaining permissions or rights, or raise any cultural sensitivities, describe the issues and how you plan to address them.

SECTION II: DIGITAL CONTENT, RESOURCES, OR ASSETS

A.1 Describe the digital content, resources, or assets you will create or collect, the quantities of each type, and the format(s) you will use.

A.2 List the equipment, software, and supplies that you will use to create the digital content, resources, or assets, or the name of the service provider that will perform the work.

A.3 List all the digital file formats (e.g., XML, TIFF, MPEG, OBJ, DOC, PDF) you plan to use. If digitizing content, describe the quality standards (e.g., resolution, sampling rate, pixel dimensions) you will use for the files you will create.

Workflow and Asset Maintenance/Preservation

B.1 Describe your quality control plan. How will you monitor and evaluate your workflow and products?

B.2 Describe your plan for preserving and maintaining digital assets during and after the award period. Your plan should address storage systems, shared repositories, technical documentation, migration planning, and commitment of organizational funding for these purposes. Please note: You may charge the federal award before closeout for the costs of publication or sharing of research results if the costs are not incurred during the period of performance of the federal award (see 2 C.F.R. § 200.461).

Metadata

C.1 Describe how you will produce any and all technical, descriptive, administrative, or preservation metadata or linked data. Specify which standards or data models you will use for the metadata structure (e.g., RDF, BIBFRAME, Dublin Core, Encoded Archival Description, PBCore, PREMIS) and metadata content (e.g., thesauri).

C.2 Explain your strategy for preserving and maintaining metadata created or collected during and after the award period of performance.

C.3 Explain what metadata sharing and/or other strategies you will use to facilitate widespread discovery and use of the digital content, resources, or assets created during your project (e.g., an API [Application Programming Interface], contributions to a digital platform, or other ways you might enable batch queries and retrieval of metadata).

Access and Use

D.1 Describe how you will make the digital content, resources, or assets available to the public. Include details such as the delivery strategy (e.g., openly available online, available to specified audiences) and underlying hardware/software platforms and infrastructure (e.g., specific digital repository software or leased services, accessibility via standard web browsers, requirements for special software tools in order to use the content, delivery enabled by IIIF specifications).

D.2. Provide the name(s) and URL(s) (Universal Resource Locator), DOI (Digital Object Identifier), or other persistent identifier for any examples of previous digital content, resources, or assets your organization has created.

SECTION III: SOFTWARE

General Information

A.1 Describe the software you intend to create, including a summary of the major functions it will perform and the intended primary audience(s) it will serve.

A.2 List other existing software that wholly or partially performs the same or similar functions, and explain how the software you intend to create is different, and justify why those differences are significant and necessary.

Technical Information

B.1 List the programming languages, platforms, frameworks, software, or other applications you will use to create your software and explain why you chose them.

B.2 Describe how the software you intend to create will extend or interoperate with relevant existing software.

B.3 Describe any underlying additional software or system dependencies necessary to run the software you intend to create.

B.4 Describe the processes you will use for development, documentation, and for maintaining and updating documentation for users of the software.

B.5 Provide the name(s), URL(s), and/or code repository locations for examples of any previous software your organization has created.

Access and Use

C.1 Describe how you will make the software and source code available to the public and/or its intended users.

C.2 Identify where you will deposit the source code for the software you intend to develop:

Name of publicly accessible source code repository:

URL:

SECTION IV: RESEARCH DATA

As part of the federal government's commitment to increase access to federally funded research data, Section IV represents the Data Management Plan (DMP) for research proposals and should reflect data management, dissemination, and preservation best practices in the applicant's area of research appropriate to the data that the project will generate.

A.1 Identify the type(s) of data you plan to collect or generate, and the purpose or intended use(s) to which you expect them to be put. Describe the method(s) you will use, the proposed scope and scale, and the approximate dates or intervals at which you will collect or generate data.

A.2 Does the proposed data collection or research activity require approval by any internal review panel or institutional review board (IRB)? If so, has the proposed research activity been approved? If not, what is your plan for securing approval?

A.3 Will you collect any sensitive information? This may include personally identifiable information (PII), confidential information (e.g., trade secrets), or proprietary information. If so, detail the specific steps you will take to protect the information while you prepare it for public release (e.g., anonymizing individual identifiers, data aggregation). If the data will not be released publicly, explain why the data cannot be shared due to the protection of privacy, confidentiality, security, intellectual property, and other rights or requirements.

A.4 What technical (hardware and/or software) requirements or dependencies would be necessary for understanding retrieving, displaying, processing, or otherwise reusing the data?

A.5 What documentation (e.g., consent agreements, data documentation, codebooks, metadata, and analytical and procedural information) will you capture or create along with the data? Where will the documentation be stored and in what format(s)? How will you permanently associate and manage the documentation with the data it describes to enable future reuse?

A.6 What is your plan for managing, disseminating, and preserving data after the completion of the award-funded project?

A.7 Identify where you will deposit the data:

Name of repository:

URL:

A.8 When and how frequently will you review this data management plan? How will the implementation be monitored?