

## Washington Community Newspapers: Collaboration for New Access

**Description of Project:** Community newspapers provide a unique view into the history and daily activities of the towns and cities in the United States. For many towns in Washington State the local newspaper often comprises one of the only records of community life that is available to its people. The significant events in the chronology of a state's history can be found in text books and encyclopedias such as Washington's HistoryLink.org, but the full extent of the contemporary political and social history behind such pivotal events can only be discerned by reading the journalistic reports and commentary found in newspapers of the era. One example concerns the centennial in 2010 of the granting of woman suffrage in Washington State, in advance of national suffrage by a decade. Journalists in Washington reported on the question of woman suffrage throughout the long period of struggle dating from the founding of the Territory in 1853 to the granting of woman suffrage on November 8, 1910. So much of the newspaper coverage and the contemporary viewpoint of that important social history is not easily accessible to the average citizen and student. The Washington Community Newspapers project seeks funding from the National Digital Newspaper Program (NDNP) to open new access to that hidden history for the benefit of Washington and the nation through producing digital content of historically significant Washington newspapers. A working group was established in 2005 to develop the Washington statewide NDNP collaborative initiative. The initiative has four long-term goals:

- a. To produce content that meets NDNP standards and specifications for deposit with the Library of Congress;
- b. To create web access to a state repository of digital newspaper content for Washington newspapers;
- c. To create a set of technical best practices for conversion of newspaper microfilm to digital formats that will serve as a technical model for future digital newspaper projects in Washington State; and
- d. To demonstrate how a statewide approach to digital conversion and access for newspapers will achieve more consistent, sustainable and cost effective dissemination of important state and community history for the library, museum and cultural heritage communities.

The project partners form the Statewide Initiative Advisory Board and include the University of Washington Libraries (UW Libraries), the Washington State University Libraries (WSU Libraries), Seattle Public Library and the Washington State Library (State Library). Over the two year project period, the partners will produce approximately 100,000 pages of newspaper content from the best quality film masters available for the list of selected titles. Scanning and production of the master and delivery file formats, OCR text files and METS files created will be outsourced to a qualified vendor selected through a competitive bid process. The technical phases of the project will be managed by the Washington State Library who along with the statewide board will assure that the output meets NEH and Library of Congress (LC) published NDNP technical guidelines and specifications for file formats and metadata records. The State Library will hire a full-time project manager to coordinate project activities and keep the project on task and on target. Partners will provide second generation copies of their microfilm masters for titles selected for the project. The UW Libraries will provide particular support for the creation of the descriptive essays and data collected for each newspaper title selected for inclusion in the project. Following the NDNP project the statewide initiative will continue its activity and collaboration by assuring that access to digital newspapers in Washington continues to progress through additional phases. The experience and leadership of the partner organizations will be leveraged to create a demonstration model for newspaper digitization projects and creation of technical best practices for the use of future members of the statewide collaborative project.

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**History and scope of the project:** A review of the history of Washington during the years 1880-1922 reveals an intense period of development activity and social change characterized by three pivotal events: the completion of major railroad lines in the early 1880s; the establishment of Washington statehood in 1889; the granting of woman suffrage in 1910 (Washington women won and lost the right to vote between 1883 and 1888). By the 1920s most Washington residents were happy to be progressing into the 20<sup>th</sup> Century and ready to leave the territorial settlement period far behind.

**Newspapers of the 1880s:** Journalism and the activity of community newspapers played a key role in promoting the change from settlement to development. As with most Western states the period 1880-1922 in Washington included a vast expansion of the population through migration from the eastern U.S. as well as emigration from Europe and from Asia. During this period most new residents were settled in rural areas adjacent to several major developing cities, Seattle, Tacoma, Olympia, Walla Walla, Port Townsend and Spokane. The growth of community newspapers kept pace with the settlement of many towns and cities and during this period Washington saw the number of active newspaper publications grow from 52 published in 1880 to 223 titles by 1920.

The 1880s marked a significant period in Washington Territory's journey to statehood in 1889 and much of the political activity in this decade was focused on this goal. The territorial newspapers reflected the hardships, political unrest and eventual triumph of achieving statehood by the end of the decade. The completion of the transcontinental line of the Northern Pacific Railroad in 1883 brought about a rapid influx of immigrants, leading to booming economic development, lending weight to the petition for statehood and precipitating a surge in newspaper activity during the decade. Newspapers themselves promoted immigration by emphasizing how families could benefit from coming to a new land full of opportunity. Pioneer editors realized that economic growth and development of the region depended on a steady influx of settlers and, in turn, that growth and development of their newspapers depended largely on the prosperity of the region. Newspapers were sent East and touted the highlights of Washington Territory, namely rich, inexpensive land and a booming economy. The newspapers were successful in luring settlers west; the population of the Territory at the close of the decade was 357,232, compared to 75,116 in 1880.

- 1881 the Northern Pacific Railroad reaches Spokane; the terminus in Tacoma is completed in 1887.
- 1883 the first transcontinental railroad line from Puget Sound to the East via the Columbia River route was completed.
- 1888 the first regularly scheduled ferry, *City of Seattle*, makes its run on Puget Sound, marking the beginnings of what is now the largest ferry system in the United States.

The march to statehood was an especially noteworthy topic in newspapers of the 1880s, with editors playing a significant role in championing the cause of statehood for the citizens and lawmakers of the Territory, and serving to inform and persuade readers on issues surrounding this effort. As the population of the Territory grew significantly throughout the decade the constant petitions from the Territory to Congress eventually lead to the approval of Statehood.

- 1881 the Territorial Legislature drew up a memorial urging Congress to admit both Washington and Idaho into the Union.

- 1887 the sixth such memorial is submitted and includes some "saber-rattling," stating: "That she [Washington] confronts one of the most active of the foreign powers [Great Britain] which is constantly exerting the greatest energy in the building up of naval stations and maritime ports just outside our borders."
- February 22, 1889 the Enabling Act for Statehood passes Congress.
- July 4, 1889 the elected state constitution delegates assemble in the Territorial Capitol Building in Olympia to draft a state constitution.
- August 23, 1889 the Constitution is completed and sent to voters for ratification.
- November 11, 1889 Washington becomes the 42<sup>nd</sup> state of the United States of America.

Territorial settlements in the 1880s were in a constant state of flux as settlers sought land and livelihood amidst rich natural resources but with limited cash reserves. Newspapers experienced similar challenges: the need to sustain themselves financially while continuing production, often with inadequate funding and subscriber base. Newspaper titles changed frequently for a number of reasons. Often a title changed because a paper was sold and the new owners wanted to establish a new identity, or the editor was replaced by someone representing a different political camp. Politics were a major influence on the publication of newspapers in the pioneer Northwest; some papers were published to support a political party, while others sought to counteract publication of a local newspaper of opposing politics. Other newspapers arose to support a particular candidate or cause, while some were founded simply to support a party during a campaign, with no intention of continuing after the election. Two such papers were *Law and Order*, a campaign newspaper of 1881 boosting the political party of the same name, and *The Seattle Herald*, started during the election campaign of 1882.

Growth brought diversity to Washington Territory and publishers responded by producing newspapers that encompassed a wide variety of topics. Politics, economics, industry, transportation and education were common subjects of the territorial newspapers of the 1880s. The *Walla Walla Union* was founded as a weekly newspaper 1869 by a group of Republicans opposed to the Democratic leanings of Walla Walla's earliest newspaper. In 1881 it became a daily and in succeeding years combined with or absorbed several other local newspapers.

Educating the population became an important social development with the establishment of public schools in most communities. The State Board of Education is one of the longest existing institutions of Washington State government. It has operated continuously since 1877, when it was created by the Territorial Legislature. Legislative acts were avidly reported and discussed in editorials. Significant events such as the completion of the Northern Pacific Railroad; prohibition; increasingly bitter race relations between white laborers and a growing Asian immigrant work force eventually resulting in the anti-Chinese riots and a call for martial law; women's suffrage; and the admittance of Washington to statehood in 1889 were well-documented in the decade's newspapers. Local newspapers would also provide the primary coverage of local disasters such as the fires that decimated the business districts of Seattle, Vancouver, Ellensburg and Spokane during 1889. Other legislation covered the incorporation of many new counties by the Washington Territorial Legislature, including Garfield, Asotin and Kittitas.

Several events that brought significant changes to the minority populations of the Territory were extensively covered and debated in the local newspapers.

- 1882 the Chinese Exclusion Act is the first major piece of federal legislation restricting immigration to America and marks the beginning of an anti-Chinese movement in the Territory that rages until martial law was declared by Governor Watson C. Squire. Chinese immigrants accused of accepting lower rates of pay are criticized by white laborers who complain that the Chinese are driving down wages.
- While some newspapers such as the *Seattle Daily Call* crusade against the Chinese on behalf of Seattle laborers, other papers such as the *Seattle Daily Intelligencer* are largely impartial and present unbiased accounts of anti-Chinese legislation and sentiment.
- 1885 Tacoma experiences anti-Chinese riots in which the Chinese population is driven out of the city. The Seattle newspaper *The True Tone* urges its readers to deal with the Chinese “situation” humanely and rationally, and not repeat the rioting that occurred in Tacoma. These pleas go unheeded and Seattle violently removes the Chinese in 1886. The federal act is extended another ten years in 1892.
- 1885 Chief Joseph of the Nez Perce Indians is finally allowed to return to the Pacific Northwest, choosing to settle on the Colville Reservation after his exile to Oklahoma following the tragedy of the so-called Nez Perce War of 1877.
- 1887 the Dawes Severalty Act divides Indian reservations among individual tribal members in an effort to assimilate Native Americans into the U.S. population as “responsible farmers,” and not incidentally, opens up vast tracks of former reservation land to white settlers.
- Temperance is a major political issue promoted by women and thoroughly covered in Washington Territory papers of the 1880s. The Woman's Christian Temperance Union crusades to achieve prohibition of alcoholic beverages by law across Washington Territory in the 1880s. Several newspapers are started specifically for the reason of furthering the cause of temperance in Washington Territory, including Vancouver's *Pacific Censor* and the *Clarke County Register*.

Also at the forefront of political news in the 1880s was the controversy surrounding women's suffrage. From early Territorial days women in Washington fought a continuous campaign for woman suffrage. The press actively published suffrage-related news, including information on associations such as the National Woman Suffrage Association and the League of Women Voters and key Washington suffragists like May Arkwright Hutton and Emma Smith DeVoe. Newspapers such as *Votes for Women*, published by T.B. Hanna, a publisher and women's rights activist, were published during the 1909 suffrage decision and beyond, and covered events related to and celebrating women's rights.

- October 1871, Susan B. Anthony (1820-1906), national women's rights leader and vice president of the National Woman Suffrage Association, becomes the first woman to address the Washington Territorial Legislature and helps found the Washington Woman Suffrage Association this same year.
- 1883 women's suffrage is granted by the legislature and women vote in the 1884 elections.
- 1887, the Washington Territory Supreme Court rules that women cannot serve as jurors and declares the suffrage law unconstitutional in *Harland v. Washington*.
- January 18, 1888 the Territorial Legislature passes a law stating “That all citizens of the United States, male and female . . . shall be entitled to vote at any election in this Territory . . .”

- In August 14, 1888, the Territorial Supreme Court officially nullifies the women's vote, arguing in the case of Nevada Bloomer v. John Todd, *et al.* that Congress had not intended to enfranchise women, despite another attempt by the legislature to re-grant female suffrage.
- 1889 the issue is included on the ballot to approve the new state constitution but the women's suffrage measure fails to pass.
- 1909, Washington state's electorate grants women the right to vote, breaking a 14-year gridlock in the United States suffrage crusade.
- November 8, 1910 the Washington State Constitution is amended, granting women the right to vote. Washington becomes the fifth state in the nation to grant women the right to vote and opens the floodgates for other Western states, which quickly vote to enfranchise women.
- Ten years later in 1920 the Federal act is passed, providing for women's suffrage nationwide.

**1890s:** By the 1890s, hundreds of newspapers had been founded in the Pacific Northwest. Economic prosperity flourished in the newly admitted state of Washington, largely due to the new railroad lines and a massive increase of immigrants into the state most of whom came on the railroads. Population booms were experienced in Seattle, Tacoma, Spokane, Vancouver, Olympia and numerous smaller communities. The railroad continued to be a driving force in these population immigrations and also gave the impression of prosperous times with no end in sight. Following the Great Seattle Fire of 1889, promoters were busily building the city back up and had primarily succeeded, touting Seattle as "the boomingest place on Earth." In 1891, Seattle's population grew from 26,640 to 42,837, and the post-fire downtown became a bustling hub of residential plats, roads, sawmills, brickyards, businesses and trolley lines. During the 1890s the Legislature was active in establishing higher education opportunities throughout the state.

- November 4, 1861 the Territorial University (later, the University of Washington) opens in downtown Seattle.
- 1891 Jesuit teachers establish the forerunner of Seattle University.
- September 6, 1891 the State Normal School (now Central Washington University) opens in Ellensburg.
- January 13, 1892 the Washington Agricultural College (predecessor to Washington State University) opens.
- 1899 the Whatcom Normal School (the future Western Washington University) opens in Bellingham.

The 1890s in Washington are further distinguished by social and economic events that reflect the broad and diverse concerns of the residents.

- September 10, 1889 farmers from eight local Granges meet in LaCamas, later Camas, and organize the Washington State Grange.
- November 24, 1892 three armed men commit the state's first train robbery. The men wore masks and long coats as they rob a dozen passengers aboard a Northern Pacific sleeper pulling out of Hot Springs, near the Green River in King County. They steal some \$1,500 in cash and \$400-\$500 in watches and jewelry
- October 16, 1893 long distance telephone service starts between Seattle, Portland, and Spokane. At the time, this is the second longest telephone connection in the world.
- March 2, 1899 both houses of the United States Congress passes legislation creating Mount Rainier National Park. It is the country's fifth national park.

- 1895 the first salmon hatcheries in Washington are established.
- July 31, 1899 Washington's first hydroelectric plant begins operation at Snoqualmie Falls.

In March 1893, a precipitous drop in United States gold reserves triggered the national economic Panic, seriously reducing employment and investment in Washington State over the next four years. The Panic was Seattle's first great depression and marked the end of unlimited prosperity and security that resulted from the great railroad migrations of the 1880s. The Panic hit Seattle hard with corporate bankruptcies, mass layoffs, bank failures and white-collar crime. By the close of 1893, eleven Seattle banks had closed their doors, and several city treasurers and bank presidents fled town with other people's life savings in their pockets. Throughout most of the 1890s, the entire state of Washington felt the reverberations of the depression.

Declines in the price of silver and the elimination of the Sherman Act caused mines to shut down throughout the West. Similarly, lumber interests floundered and the labor industry was unpredictable, marked by strikes and disgruntled workers further radicalizing much of the labor force. Newspapers across the state felt the effects of the depression and many publications fell into massive debt. Advertising decreased rapidly and many papers were forced to either sell or merge. Seattle papers such as the *Argus* and the *Post-Intelligencer* and the *Washington Standard* of Olympia were hit hard by the Panic of '93. Smaller papers such as the *Edmonds Chronicle* and the *Okanogan Outlook* were suspended and never recovered. Newspapers that did maintain publication during the depression regularly ran stories on unemployment, business closings and bank failures, as well as morbid accounts of men who turned to suicide or crime because they had lost their jobs and livelihood. An economic turnaround in 1897, triggered by a gold rush, finally brought economic relief.

- On July 17, 1897, the Seattle Post-Intelligencer leads with the following headline: "GOLD! GOLD! GOLD! GOLD!" The steamship Portland arrives in Seattle with 68 miners and a cargo of more than a ton of gold from the banks of the Klondike River in Canada's Yukon Territory. This marks the beginning of the Klondike gold rush, an event that signifies the return of prosperity to Seattle and the entire Pacific Northwest region. This period of prosperity in Washington lasts more than a dozen years as a result of the Klondike Gold Rush.
- 1898 Two Seattle businessmen race to the Klondike and publish competing papers, the *Klondike Nugget* and the *Klondike News*. Within the year the Klondike Gold Rush puts Seattle on the national map.

Washington newspapers experienced a similar surge as the state's economy recovered, and soon resumed their news coverage of topics like mining, immigration, farming, education and politics. Over 15,000 miners moved through Seattle during a three month period in 1898; three to four times that number passed through Seattle during the next two years. Outfitting establishments were opened and grocers and supply houses were stocked almost beyond capacity. Hotels and rooming houses were overbooked and the construction business boomed with new houses, businesses, restaurants and hotels. Feeding and housing the miners created new jobs and drew more people to Seattle. The amount of money passing through Seattle banks went from \$36 million in 1897 to \$68 million in 1898 to over \$100 million in 1899. At last, the depression that came as a result of the great Panic of '93 had come to an end. The gold rush also stimulated area newspapers like the *Seattle Daily Times*, the *Seattle Post-Intelligencer* and many other Washington newspapers such as the *New Whatcom News* and the *Tacoma Daily Ledger*, which reached record numbers of subscription and readership during the late 1890s.

Immigration and ethnic communities had a substantial influence on Washington newspapers throughout the decade. Immigration continued to soar during the 1890s, with record numbers of people coming to Washington in the wake of the economic prosperity brought about by the Klondike gold rush and the completion of the transcontinental railroad. Newspapers prospered as more people came to settle in the Puget Sound region, including foreign-language and ethnic newspapers, which saw a sharp increase in subscription and readership during the immigration wave of the early 1890s. Among the many newspapers representing various ethnic immigrant communities were Scandinavian newspapers such as the *Vestra Posten* and the *Vestra Tribune* which flourished in and around Seattle, where there was a large population of Scandinavian immigrants.

- May 1894 Horace Cayton, a political reporter in Seattle, begins publishing the *Seattle Republican*. An African American originally from Mississippi, Cayton directs his paper toward both white and black readers. At one point, the *Republican* has the second largest circulation in the city and lasted until 1917, when Cayton prints an article opposing lynching and in protest advertisers withdraw and subscriptions are canceled.

Overall, the 1890s represented a decade of both turmoil and prosperity for the newly founded state of Washington. The population grew from 357,232 in 1890 to 518,103 in 1899 and showed no signs of slowing down as the 20<sup>th</sup> century approached. Despite economic hardship and a depressed workforce, the inhabitants of Washington proved to themselves and the nation at large that they were people of perseverance and determination who could overcome adversity, just like the pioneers who settled in Washington Territory from 1847 onward.

**1900s:** Washington's prosperity and newfound economic stability continued well into the first decade of the 1900s. As of 1900, the state's population was at a peak level of nearly 600,000 residents, up from just 75,000 in 1880. The beginning of the 20<sup>th</sup> Century was a time of prosperity and political accomplishment in the growing state of Washington. The decade's newspapers flourished statewide and directed their coverage to political events, campaigns and industrial innovations and triumphs. Newspaper circulation was at an all-time high, continuing to grow while metropolitan areas established themselves as epicenters for trade, industry and population growth. In 1910, at the close of the decade, the population of Washington State passed the one-million mark at 1,141,990. King, Spokane, Pierce and Whitman were the state's largest counties, while Seattle, Tacoma, Spokane and Walla Walla thrived as the state's largest cities. The Washington State Legislature created several new counties during the 1900s, including Benton and Grant. Seattle established itself as the dominant urban center of Washington State, primarily due to the city's important role in the Klondike gold rush, as well as its status as an active port town, nearest to Japan, China and Alaska. Newspapers thrived in the major cities of Washington State: the *Spokane Daily Chronicle*, *Tacoma Daily Ledger* and the *Walla Walla Union Bulletin* were popular newspapers of the decade for the state's largest cities. Seattle enjoyed the publication of two new high quality cultural weeklies during this period, the *Town Crier* and the *Seattle Mail and Herald*.

As the state grew, there arose both alternative communities and the seeds of dissension. Among newspapers covering the developing labor union movement during the 1900s: the *Seattle Union Record*, *The Journal-Progressive*, and *The Industrial Worker* were notable. Immigration continued at a rapid pace in Washington between 1900 and 1909 with Japanese, Chinese, Sephardic Jews, Scandinavian and German immigrants among the state's fastest-growing populations during this period. Newspapers created by and for ethnic communities continued to grow and prosper throughout the period.



- By 1900 Washington's Progressive Movement in politics leads to the concept of Municipal Ownership or close regulation of essential utilities. Cities such as Seattle establish municipal ownership and management of water, electricity, transit and harbor assets on behalf of the residents.
- Between 1900 and 1902, the first Seattle Japanese newspapers appeared, the most successful being *Hokubei Jiji*, which continued publishing until World War II.
- 1902 Freeland, a socialist utopian community, is established on Whidbey Island, a Puget Sound island to the northwest of Seattle.
- Interurban rail service between Seattle and Tacoma begins in September 1902.
- 1909 the Free Speech movement begins in Spokane with a political showdown consisting of street demonstrations carried out by a militant labor union, the Industrial Workers of the World or "Wobblies." Numerous strikes among laborers occur in the early 1900s in and around Seattle: waiters and waitresses, sheet metal workers, newsboys and icemen are among workers who successfully organize unions to control hours and wages.
- June 01, 1909 the Alaska Yukon Pacific Exposition opens in a huge park like setting that eventually becomes the University of Washington campus. About 80,000 people attend the World's Fair prior to its closing on October 16, 1909 and it is a popular subject not only in Washington newspapers, but in the nationwide press. The event contains countless agricultural and manufacturing exhibits celebrating the development and prosperity of the state of Washington.
- June 27, 1908 Seattle residents see their first flying machine in West Seattle's Luna Park, and another in 1909 during the Alaska-Yukon-Pacific Exposition, Seattle's first World's Fair.

The 1900s were a period of economic innovation and prosperity in Washington State, with much of the economy resting on the development of natural resources. In regard to business and industry, Seattle served as the principal manufacturing center of the Pacific Northwest.

- In 1900, Seattle's manufactured products are worth over \$50 million, and wood, coal and iron become the leading exports of the decade. Newspapers such as the *Seattle Daily Record*, *Daily Gazette-Record* and *The West Coast Trade* dedicate their coverage to reports on commerce, trade, economics and industry in Washington State during this entire decade.
- January 1900, Frederick Weyerhaeuser and 15 partners take a step that stirs the imagination and signals a new era in the history of the lumber industry. In the largest private land transaction in American history to that time, they purchase 900,000 acres of state timberland from the Northern Pacific Railway to establish the Weyerhaeuser Company. During the decade of the 1910s, the Weyerhaeuser Company constructs the nation's first all-electric lumber mill in Everett, Washington, and builds the Snoqualmie Falls lumber mill in the nearby Cascade Mountains. Weyerhaeuser is on its way to becoming the largest softwood lumber producer in the world.
- September 11 to 13, 1902 the Yaocolt Burn, the largest forest fire in recorded Washington state history, destroys 238,920 acres -- more than 370 square miles -- and kills 38 people in Clark, Cowlitz, and Skamania counties. The fire is thought to have been started by loggers burning slash or possibly farmers burning their fields. Rain finally extinguishes the fire.

- From 1900 – 1905 the timber industry booms with the development of machines such as the steam donkey and the band saw. Growing markets precipitate a logging boom around Puget Sound with the first round of major forest clear-cut activity, completed in record time.

**1910-1922:** This period continued to provide the state's residents with a progressive social structure characterized by the development of the public schools and libraries in most towns. Much of the progressive legislation and community development in the state can be credited to the influence of women voters. During this period women were also joining women's clubs for participation in social, political and community development issues. The women's club movement in Washington becomes one of the most active, enduring and significant social movements in the state, lasting over a hundred years and only showing a decline in the 1990s. Forty communities in Washington are able to build public libraries through the generosity of the Andrew Carnegie foundation. Events of note during this period include:

- March 1, 1910 The Wellington train disaster occurs killing 96 people.
- November 8, 1910 Washington state women win the vote.
- 1911 the Chicago, Milwaukee, St. Paul & Pacific Railroad ("Milwaukee Road") is completed through Washington and shares Seattle's Union Station with the Union Pacific and Oregon & Washington Railroads.
- September 1, 1911, Workers begin construction on the Lake Washington Ship Canal, built to allow shipping traffic between Puget Sound and the communities on Lake Washington.
- 1912 Voters amend Washington State Constitution to permit citizen initiatives and referenda, an important aspect of Washington politics enduring into the 21st century.
- 1914-1919 World War I creates demand for Puget Sound lumber, fish, and shipbuilding. Firms such as Weyerhaeuser and Boeing benefit from the demand for products.
- 1915 A harbinger of things to come, Seattle ship builders go out on strike.
- 1915-1917: In December 1915, William Boeing has a seaplane hanger built beside Lake Union in Seattle. In January 1916, he begins final assembly of the B&W seaplane in his new Lake Union boathouse. The B&W is the first Boeing product, named after the initials of its designers, William Boeing and Navy Lt. Conrad Westervelt. On May 9, 1917, the company incorporates as the "Boeing Airplane Company".
- 1916 Prohibition of alcohol takes effect in Washington on January 1, 1916.
- 1916 IWW and citizen deputies interact in the Everett Massacre of November 5, 1916 resulting in seven dead.
- 1917 The U. S. enters World War I on April 6, 1917.
- 1918 World War I ends on November 11, 1918
- 1918 The Influenza Pandemic hits Washington State in less than a month after its first appearance on the East Coast, reaching epidemic proportions in the state in under a week.
- 1919 The Seattle General Strike begins on February 6, 1919.
- 1919 IWW and WWI veterans interact in the Centralia Massacre of November 11, 1919 resulting in five dead.
- 1920 Washington's first radio stations begin broadcasting.
- 1921 "The Great Blowdown" begins on January 21, 1921, when hurricane force winds cause trees to topple along the Washington coastline. Between 3 and 7 billion board feet of lumber is destroyed, striking a severe economic blow to the timber industry and requiring the presence of the National Guard to protect the area and the residents.

- 1921 Washington state legislators pass the Alien Land Law, restricting property ownership for Asians. Washington’s 1889 constitution banned the sale of land to “aliens ineligible for citizenship” Asians are the only immigrants ineligible to become naturalized U.S. citizens.

**Cataloging and microfilm activities for newspaper collections within the state:**

From the territorial days newspapers have been considered an important collection area for the libraries and archives of Washington. The Washington State Library has collected and preserved community newspapers of Washington since the library was founded as the research library for the Territorial Legislature in 1853. Similarly the University of Washington began collecting and preserving community newspapers at its founding in 1861. Each partner in the consortia has collected and preserved the newspapers of its region from the inception of their libraries. This responsibility has been shared by several organizations in the state and consequently there is no single, comprehensive repository for Washington newspapers. This project builds on the NEH funded Washington State Newspaper Project (WSNP) conducted from 1989-1991, the on-going, state funded Territorial newspapers project and other newspaper projects funded by the partners. This project will greatly extend the results of those earlier efforts.

Cataloging of the newspaper collection is based on the bibliographic records found in or submitted to WorldCat, the OCLC database. The format (i.e. paper, microfilm, microfiche, electronic) is reflected in the holdings. A printed union list to newspapers titled *Washington State Union List of Newspapers on Microfilm*, (Olympia: Washington State Library, 1991) was produced as part of the WSNP and is available in many Washington libraries. During the project 2200 newspaper titles held in libraries, historical societies, archives and museums across the state were identified, including fifty-six previously unidentified titles. The WSNP resulted in more than 3600 bibliographic records created or updated into WorldCat. A total of 1500 rolls of film were created with the master negatives deposited in the Washington State Archives.

For this project the Statewide Initiative Advisory Board (members are listed in appendix A6) conducted a preliminary survey of extant historical newspaper hard copy held by heritage organizations, academic and public libraries in the state. The survey located “pockets” of local newspapers in varying conditions, some bound, some not. It may be possible in the future to collaborate with these institutions to fill gaps in the State Library’s collection. If it is determined that some issues of hard copy newspaper are needed to fill in a long run of a title, the State Library would pick up the cost of creating the additional MF version. Approximately 95% of the historic newspapers of Washington are microfilmed, with less than 5% held in hard copy in various repositories around the state waiting to be microfilmed.

In Washington the vast majority of existing microfilm for the period 1880-1922 was preserved beginning in the 1960s and during early phases of microfilm preservation, by the Washington State Library and the UW Libraries. The Washington State Library currently films 52 titles, consulting with the University of Washington to avoid duplication. The library also purchases commercially produced film. The Washington State Library's collection of cataloged and microfilmed historical and present-day Washington newspapers is the state's largest. Its collections contain more than 6500 newspaper titles and more than 40,000 reels of microfilm. The State Archives serves as a statewide repository of master negatives for film produced during the WSNP and later.

The University of Washington Libraries microform collection is one of the largest among North American research libraries, with well over 7.5 million items (ARL Statistics, 2004-5). One of the most important and unique groups within the overall collection is a large state and territory newspaper collection.

This collection is built through the Libraries' microfilming program which at the moment is responsible for converting 78 currently published local papers to microfilm. The first generation negative is owned by and stored in the UW Libraries Negative Bank. The print master negative is stored at an OCLC facility and a positive copy enters the Libraries public use collection. Over 15,000 reels representing more than 1,700 Washington newspaper titles are held in the Libraries Microform Negative Bank. The majority of the statewide collection of newspapers at the UW Libraries has been fully cataloged and entered into the public online library catalog. Papers range from regional titles to international papers in a variety of formats and languages. The UW Libraries works closely with the Washington State Library, according to mandates set forth by the U.S. Newspapers Project, sharing in the costs and maintenance required to properly preserve on microfilm the journalistic story of the state. Together these two organizations hold the largest collections of master microfilm from which the project reels will be copied. A comprehensive list of available newspaper titles covering 1880-1922 is in Appendix A1.1.

**Current efforts to digitize Historical Newspapers in Washington:** Several institutions in Washington State are actively digitizing historical newspaper collections. **The State Library** is at work on the Historical Newspapers in Washington project begun in 2005 to create a digital collection of newspapers aimed at making historical, primary research tools accessible to students, teachers, historians and genealogists. The project began with Washington's first newspaper, *The Columbian* from Olympia. Papers in the first phase of the project were selected from the territorial period, 1852-1889 and represent diverse geographic regions of the state. Fourteen titles have been put up so far, all from the territorial period. Since the quality of some of the early film was not optimal, the original conversion process was done in-house with indexing and metadata creation done by staff and a small corps of volunteers. Bibliographic, chronologic and article-level metadata was input into an SQL database which feeds a search interface for users. While the process has worked well, it is not cost-effective due to the intensive human resources needed to complete each step in the workflow. The second phase of the project involves outsourcing the scanning, metadata and OCR production as a means of increasing efficiency and output. In 2007, later titles with better quality film were selected for a pilot test project that involves outsourcing the scanning, OCR and part of the article level metadata generation through an automated process available from IArchives. Specifications for the output are generally within the NDNP guidelines, although more post-scanning, article level, text processing has been done. Preliminary scans and metadata files from this test project are being received currently and reviewed for quality. The files will be integrated into the current project database over the early months of 2008. Presently, the collection contains 14 titles of territorial newspapers ranging in publication dates from 1852 to 1890, with more titles being brought online as they are scanned and indexed. The entire process has provided valuable experience and is an excellent proving ground for an NDNP project.

The State Library's digital newspaper project web site continues to attract new visitors. Usage by patrons has exceeded our expectations. In three recent months, there were 6,892 visits to the newspaper project homepage that resulted in 434,951 page views, indicating that users spend time on the site searching and viewing the resources. In a November, 2006 reference to the project author, Richard Scheuerman wrote, "When assembling various sources for the story, my progress was glacial when trying to work through all the old Puget Sound newspapers for the 1850s for the infrequent but highly relevant references to Chief Kamiakin and his negotiations with Governor Stevens and others. There were also many articles about his roles in the wars of the 1850s. A few days into this work I found my way ferreting around online for additional pioneer newspaper repositories and I happened upon the Secretary of State site that not only contained digitized versions of the papers I needed, but actually had a search engine that could send me directly to

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articles on Kamiakin, Leschi, Owhi, or anybody else I entered. This saved me days of work and travel ..... [sic]" Public access to the digital collections is found at:  
[www.secstate.wa.gov/history/newspapers.aspx](http://www.secstate.wa.gov/history/newspapers.aspx). See appendix A3 for full description of digital projects underway at WSL.

**The University of Washington projects:**

UW is responsible for several Washington state digital newspaper projects that are dedicated to providing unique, primary information from ethnic, alternative, minority and marginalized communities. History Professor James Gregory, a member of the Newspaper Selection Advisory Committee (see page 13), directs the Pacific Northwest Labor and Civil Rights History Projects. These multimedia projects present newspapers and other primary source materials, as well as rich narratives describing the history and influence of the communities and the documents they produced. <http://depts.washington.edu/labhist/>

The Ethnic and Special Audience Newspapers of the Pacific Northwest focused on the immigrant communities, and the Seattle General Strike Project focused on the strong labor history of the Northwest, are headed by the UW Libraries Microforms & Newspaper Collections. Most of the papers featured in these digital collections are from the early part of the 20th century, with several early papers dating back to the late 1800s. <http://db.lib.washington.edu/press/>

The UW Libraries hosts the digitized version of the *Morning Leader*, a newspaper published from 1895 to 1904 in the town of Port Townsend, located on Washington's Olympic Peninsula. Issues dating from 1903 to 1906 have been indexed and digitized by staff and volunteers of the Port Townsend Public Library. This collection provides a unique glimpse of life in a turn-of-the-century Washington port town. [http://www.cityoft.us/Library/Morning\\_Leader.asp](http://www.cityoft.us/Library/Morning_Leader.asp)

Use of the University of Washington Digital Collections, which includes the *Morning Leader*, newspaper clippings, photographs, sheet music, and other primary documents, increases with every year. In 2006-2007, the Libraries recorded 1,127,813 sessions averaging 3,089 visits a day. Visitors look at an average of 19 pages per visit and stay six minutes.

Washington State University has also been active in the digitization of historical newspapers. The Kimble Northwest History Database, housed by Washington State University, contains a Northwest newspaper clippings collection, articles collected and organized in the late 1930s by historians working for the Works Progress Administration. This project takes newspaper clippings that were saved and arranged by scholars during the Great Depression and digitizes each clipping as a discrete object. So far more than 50,000 selected articles have been digitized and made searchable in this online collection, from 1900s-1930s, which describes a period of rapid growth and development in the history of the Pacific Northwest. To view the collection: [http://content.wsulibs.wsu.edu/pncc/NW\\_history/index.php](http://content.wsulibs.wsu.edu/pncc/NW_history/index.php)

***Methodology and standards:***

**Access to and evaluation of film negatives:**

More than 125,000 pages of newspaper content are represented in approximately 150 rolls of film for the target period. The majority of film under consideration was produced at a time when the standards and best practices we currently depend on were not widely practiced and the quality of the master negatives is inconsistent. It is known that not all of the microfilm negatives produced during the early filming efforts will meet USNP quality standards. Prior to digitization, the State Library and our partner institution, UW Libraries libraries, have collaborated to microfilm the lion's share of newspapers.

Approximately 89 % of master negatives under consideration were produced through the in-house microfilming departments of the Washington State Library and the UW Libraries.

The quality of the production of the master negatives is expected to be fair to good, and the physical condition will be good. These two organizations have been and remain the largest filers and owners of negatives in the state. Most of the project film will be selected from those two collections. Some of the master film negatives were produced by UMI and Bell&Howell, and some of the State Library's negatives are stored with ProQuest. Clean, silver-halide second-generation negatives will be created for the scanning process and will be purchased from the appropriate repository at an estimated cost of \$50 to \$80 per roll. Cost factors for the creation of the second generation negative copies are included in the budget forms and the budget narrative that appears as appendix B1.

**Technical analysis and evaluation of master negatives for quality and optimal scanning:**

During the first months of the project, staff will review a larger pool of titles than could be done under NDNP, knowing that after the evaluation of each title, some of the existing negatives will prove to have substandard image quality for scanning and consequently will not be appropriate for this project. Once the preliminary list of selected titles is complete and the second generation negatives are purchased, the rolls will be sent to the project vendor and technical analysis of each film will be conducted to determine suitability for scanning and ability to meet NDNP specifications. Film characteristics such as density, resolution, reduction ratio, focus and physical condition will be examined. The microfilm will be evaluated for quality by one of three agencies. The review and testing will be done by ProQuest for titles that are purchased from that vendor. Master negatives from the UW collections will be reviewed by the digitization vendor. Those titles selected for inclusion from the State Library collections will be reviewed and tested for quality by the Imaging and Preservation Services Division of the Office of the Secretary of State. This organization has trained technicians and equipment to do the initial assessment of the negatives. The best quality film for selected titles, suitable for digitization will be used in the project.

**Selection criteria for titles:** A full list of committee members appears at the end of the narrative. A comprehensive list of state newspaper titles on microfilm for 1880-1922 appears as appendix A1.1. The preliminary list of titles under consideration for selection is presented in appendix A1.2.

The Newspaper Selection Advisory Committee has been established to review proposed titles and make the final selection of Washington newspapers to be included in the NDNP project. The selection committee will work under the direction of Glenda Pearson, Head, Microform & Newspaper Collections. The selection committee is conversant with and knowledgeable about Washington newspapers and represents a diversity of academic and geographic viewpoints. They will review a preliminary list of titles that will provide optimum coverage of Washington events for the years 1880-1922. The Statewide Initiative Advisory Board has already provided information from each organization's collection about individual titles, date, scope, range and usefulness to the project.

Newspapers on the list represent both urban and rural communities, as well as covering the major population regions of the state. The titles provide coverage of a broad political spectrum and a summary description of the significance of the selected newspapers will be included. Once the technical analysis has been performed, Pearson will present the committee with a preliminary list of titles that are known to meet the film quality criteria and technical specifications required to meet the grant requirements.

Pearson, in collaboration with the committee will review and eliminate titles that do not meet the intellectual, scholarship or importance criteria. Staff will also eliminate titles that do not meet the geographic criteria. Criteria for ranking the final list of project titles will be determined by the advisory committee after they receive the complete information and research about the proposed titles. The selection committee will establish a ranked list of titles and the total number of page images that will be produced per title. No previously digitized titles will be included in this project.

The committee will use the following selection criteria to determine the ranking of the final title list:

- English language publications;
- Importance for regional or geographic coverage, preference will be given if the title selected is considered the "paper of record" and if it contains published legal notices, news of state and regional governmental affairs;
- Important for county or multi-county, coverage of the majority of the towns or cities in the primary population areas.
- Titles that provide the most comprehensive chronological coverage of the period 1880-1922, preference will be given if the title provides continuity between the Territorial and Statehood periods; or if the title progressed from weekly to daily publication during the target years.
- Titles that have ceased publication, lacking active ownership or can be considered an "orphan title" that have ceased publication, lack ownership, and therefore would be less likely to be digitized by other sources;
- Importance for research, titles will reflect the political, economic, and cultural history of the state; are known to have statewide or regional influence. Preference will be given to titles with available research and background history in place, and that provide a recognized source of ethnic, racial, political, economic, religious or cultural interest. Publications that reflect the activities of special audience or interest groups, such as labor organizations, utopian communities, and political organizations will be given particular consideration. During the early history of journalism in Washington the newspapers were often a reflection of the strong personality of the publisher and more closely reflected the personal political or social viewpoints of the publisher. Thus the selection committee will also consider how the newspapers reflect the history of the publisher or publishing group, the nature and focus of the publication, as well as, how the publication reflects the editorial stance and social viewpoints of the time. Consideration will be given to how the publishers and editors of the newspaper influenced their communities, through notoriety or as respected leaders of their community

Notations are made if the titles can be considered "papers of record" either due to their being the only title published in the designated town or county and/or because they have continuous publication runs for the time frame. Newspaper titles from each of Washington's geographic regions and from the 39 counties established during the time frame are represented in the list.

**Contributions of the partner organizations:**

Partnership tasks are noted in the partner commitment letters are attached in appendix A4. Details about the role each partner will play in implementing the project are provided in detail in the work plan and staff sections of the application. This section will describe the capacity of the partners to accomplish the tasks of the project and their past experience with digital conversion and newspaper projects.

**The Washington State Library** will act as the primary grant organization, with responsibility for overall project administration, compliance with all federal requirements and fiscal reporting. The State Library is a one hundred and fifty five year-old organization with 82 staff and a \$6 million annual budget.

In 2001 the State Library became a division of the Office of the Secretary of State (OSOS). The Secretary of State's areas of responsibility include large technical developments such as a statewide voter registration database and operation of the first state funded, statewide operating digital archives facility in the nation. The OSOS IT infrastructure and IT staff ensures adequate server capacity, security and technical skills to support a large project such as NDNP. The State Library is acknowledged as a leader in statewide digital and preservation initiatives, beginning with the first digital projects in 1998. The State Library along with the OSOS staff will provide management and information technology staff, equipment and furnishings, facility space, computer systems support and of course some of the microfilm negatives of newspaper materials. The State Library along with its partners is fully capable of carrying out this project to its successful conclusion.

**The UW Libraries** will manage the work of the Newspaper Selection Advisory Committee, including the research to provide information to inform the selection process. The work of the board will be conducted primarily through conference calls, with the occasional face-to-face meeting of the members. Glenda Pearson along with the assistance of the committee will research and write the 500 word brief descriptive essays for each title selected for inclusion.

Representatives from **the Washington State University libraries and the Seattle Public Library** will serve on the Statewide Initiative Advisory Board. The four partner organizations will each contribute professional time as cost-sharing and will organize and contribute to administrative functions within their organizations. Key responsibilities include:

- Participation in the development and implementation of assessment and evaluation activities relating to the newspaper titles under review.
- Assign staff member(s) to serve on advisory committee for duration of project. Staff will attend meetings, provide feedback and advice on project workflow and progress, provide feedback to the Newspaper Selection Advisory Committee on specific titles or regional concerns, and assist in developing long-term plan for digital access to Washington's newspapers.
- Assist in publicizing the project. Statewide Initiative Advisory Board members will ensure that their administrations are kept informed about the status of the project. At appropriate times they might assist in drafting news releases, articles, making presentations at conferences, or to the public.

**Collaborative experience:**

Collaboration among Washington State Library and archival organizations is a routine occurrence. Each of the partners has collaborated on efforts to increase access to digital collections. Notable among past collaborations are the LSTA funded Statewide Digital Images Project conducted from 1998 to 2003. During that period LSTA funds supported development of the initial University of Washington, Washington State University and State Library digital collection projects. Each of the partners has taken the lead on collaborative digital collection projects including the Olympic Peninsula Community Museum Project funded by IMLS and the William Brumfield Russian Architecture Digital Collection project funded by NEH. Both projects were led by the Digital Initiatives staff at the UW Libraries. See appendix A3 for further details on the University of Washington collaborative digital projects.



**Digital preservation & sustainability:**

The Washington Digital Archives, one of the premier institutions in the preservation of electronic records and assets, is part of the Office of the Secretary of State, and is our partner in developing a methodology for the capture and preservation of electronic state publications.

This technology is available for the preservation of NDNP images in Washington. An archive of digitized newspaper resources will be created and maintained by the Office of the Secretary of State, with oversight provided by WSL and the State Archives staff. Both the online library and archives will continue to be supported by OSOS's operating funds and program grants, as they support WSL's mission.

**Benefits of the project beyond the two year timeframe:**

The principles inherent in the goal of developing digital access to and sustaining Washington community history continues to be a primary goal of the Statewide initiative members and are fundamental to this project. Several important and sustainable outcomes of this project are anticipated. Long-term staff development and knowledge sharing is anticipated from the interaction and collaboration that will be fostered by participating libraries.

It is anticipated that the partner libraries will go on to collaborate in developing formalized resource sharing relationships and build a virtual digital library of newspaper resources from all the library collections. The network of library staff and professionals that will be developed during this project will provide a model for operations and practices that will demonstrate how a group of interested library staff acting collaboratively can learn new technologies that are cost-effective and efficient. Ongoing communication through a dedicated listserv, special sessions at the annual library and archival conferences, or other means will be employed to disseminate information about the project throughout the project period. Other small organizations or community libraries can evaluate and expand upon the statewide initiative demonstration model as desired by their constituencies. Large-scale deployment of the model will contribute to the ongoing evolution of standard library practices for public access to the digital newspaper resources offered by such a collaborative statewide effort. This project, by using collaboration and innovative technology, will provide methods that are highly adaptable and can be duplicated throughout Washington by the small library, archival and tribal communities that desire to create digital access to their community newspapers. The results of these investigations and demonstration will help other organizations expand access and create new audiences for their materials through implementation of highly efficient, tested and appropriate digital technology best practices. The statewide initiative is committed to sustaining access to the digital newspaper content by hosting a web site and search portal for the Washington resources that will result from project activity.

Through this project the Statewide Advisory Board can play a critical role in offering authentic primary-source resources as a basis for research and investigation of Washington cultural and social life in the early developmental period of the state's history. Once developed, this resource can engage all levels of the community of learners, the community of tribal nations, sociology and history professionals, and regional researchers in exploring and recovering information about the environmental resources of earlier time periods in the Northwest. Once discovery and access to specific details in newspaper stories is created through this project, important information, data and eye-witness accounts about the historical environment in Washington can be discovered and applied to current environmental and societal issues.

**WORK PLAN & PROJECT ROLES:** A timeline of project tasks is attached in appendix A7. In preparation for the grant application the State Library staff contacted three of the current or former USNP projects managers for advice and counsel on use of vendors, film evaluation and metadata processes. The comments from USNP projects were considered as the workplan was developed. Similarly two potential vendors, iArchives and OCLC Preservation Service Centers were consulted for advice and counsel regarding lessons they have learned while working with USNP projects. Vendor pricing data are included in the budget narrative in appendix B1.

**Project Administration** tasks will occur each month of the project, led by the State Library with contributions from the Statewide Advisory Board.

- Upon notice of a grant award in July 2008, State Library staff will begin several preliminary tasks including selection of a vendor and recruitment of the project coordinator.
- Recruit and hire Project Coordinator, purchase equipment and arrange work space by November 2008.
- Project Director and Project Coordinator attend annual meeting of award recipients at Library of Congress. State Library and Library of Congress staff agree to a production schedule for the sample and final production files.
- Project Coordinator will prepare semi-annual project reports and fiscal forms in collaboration with OSOS fiscal staff.
- A vendor with previous experience completing NDNP projects will be selected via competitive bid by October 2008. Vendor signs off on production schedule and specifications for products and services as part of the contract.
- Project Coordinator assures the project is able to meet the established timetable for delivery of sample files and all remaining digital files to LC.
- Coordinate delivery of content files and metadata to LC in conformity with the specified technical guidelines.
- Conduct oversight of all tasks and activities during the project period.
- Convene and coordinate activities of the Statewide Advisory Board.
- Market and promote the project within the state with collaboration of the Statewide Advisory Board.

**Selection of titles** will be coordinated by the UW Libraries (UW) with action by the Newspaper Selection Advisory Committee during the first six months of the project, with a second period of review in early 2010 if needed.

- UW staff will convene a Newspaper Selection Advisory Committee.
- UW staff set communications and conference call schedule with committee.
- UW staff and partner organizations review preliminary title list for availability of quality microfilm and coverage of time period.
- UW staff and State Library staff work with vendors to conduct microfilm technical analysis of available film masters. Preliminary list of titles that meet technical requirements is created.
- UW staff and students conduct research on titles with contributions from partners.
- Newspaper Selection Advisory Committee review preliminary list for intellectual content, coverage of political, economic, cultural history, religious, ethnic events and overall value to project.
- Newspaper advisory committee reviews preliminary list for regional or county geographic coverage, “paper of record” relation to major population centers.

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- Committee applies final ranking criteria to newspaper titles and establishes list of titles selected for inclusion in the grant project based on historical importance, geographical diversity and completeness of coverage.
- Updates and additions to the Washington State comprehensive database of newspaper titles will be completed by the end of the project period.
- Individual title essays will be completed by UW or State Library staff..
- UW and State Library cataloging staff review and update CONSER record links to selected titles.

**Evaluation of microfilm**, technical analysis of quality for optimal scanning and production of master service copies will be conducted either by a service vendor or by the OSOS Imaging and Preservation Division as needed by each title. State Library and UW staff will oversee the technical review for titles held by each organization. Quality testing of the available microfilm will be an important aspect of title selection and represents a significant cost for the Washington project. It is currently unknown which titles will meet the NDNP standards for digitization. The actual cost of duplication will come from the grant funds. Preliminary pricing for duplication and quality testing services through vendors appears in the budget narrative.

- Project partners assist in locating MF master negatives held by their organization.
- Order negatives in September 2008, receive & pay for in October 2008, ship to vendor for testing.
- Testing by vendor of 150 rolls of second generation masters will be completed by December 2008. The first group of titles to be reviewed will be titles with longest, continuous run of pages for the period 1880-1922.
- Data about the film rolls will be compiled for use of the vendor and for use of project catalogers in updating bibliographic records.
- UW MF titles selected for review will be reviewed by the vendor for assessment and testing of suitability for digitization. Vendors will examine factors such as density, resolution, reduction ratio, focus, and overall physical condition. Only vendors familiar with the NDNP Technical Guidelines will be considered qualified to perform this task.
- State Library MF selected for review will go to the OSOS Imaging division for assessment and testing of suitability for digitization. Quality testing reports will be considered as State Library staff recommend titles to UW for consideration in the preliminary list of titles for review by the Newspaper Selection Advisory Committee.
- Quality testing reports will be considered as UW prepares the preliminary list of titles for review by the Newspaper Selection Advisory Committee.
- MF service copy negatives will be prepared by vendors for transfer to LC.

**Technical Specifications and Standards:** The Project Director and Project Coordinator will assure that all products and services performed by vendors and partner organization staff meet the published NDNP Technical Guidelines. At each phase of the project the Project Director and Project Coordinator will work with the Library of Congress and the National Endowment for the Humanities to assure compliance with federal regulations and published standards. The State Library will conduct a competitive RFP process to select a vendor to undertake all conversion processes, including scanning, METS metadata, text OCR, MF quality testing, and creation of deliverable file formats. Only vendors with previous experience conducting NDNP projects that are familiar with NDNP Technical Guidelines will be considered for selection and contracting.

**Conversion processes:** Scanning of the master microfilm will be outsourced to a service center that has experience creating digital files to the NDNP specifications. The State of Washington will require a formal competitive bid process for the award of a contract, thus vendors such as

iArchives, the OCLC Preservation Service Centers and Northern Micrographics will be invited to bid for the contract. The bid process will begin as soon as notification of the grant award is received in July 2008 and is expected to be completed by November 2008. The Project Director and Coordinator will negotiate with and establish a vendor contract that specifies vendor responsibilities for all aspects of the conversion process. Estimates of pricing for vendor services were obtained from iArchives and OCLC Preservation Services for the current test project underway by the State Library. Both vendors were contacted again in October 2007 to validate the pricing provided and to update all quotes for service. Pricing data is reflected on the budget forms and in the budget narrative in appendix B1.

Vendor will be responsible for:

**Film evaluation, testing for quality:**

- State Library staff will prepare shipping list, ship film to vendor and notify vendor by email as well.
- The vendor will test approximately 150 rolls of film for factors such as density, resolution, reduction ratio, focus, and overall physical condition. Vendor will review film for optimal scanning and compliance with NDNP Technical Guidelines.
- UW staff will conduct a second review of titles for selection based on the results of testing and suitability for inclusion in the project.

**Scanning:** The selected vendor will be asked to perform scanning, OCR, metadata creation, quality control and file delivery actions using the published NDNP standards. The vendor will be responsible for creating the original images and derivatives required by the grant.

- Vendor receives selected film titles and digitizes according to NDNP/LOC specifications, 400 dpi, 8-bit grayscale, TIFF 6.0 uncompressed.
- Two-up images will be split, and all images will be de-skewed and cropped.
- After vendor quality assurance step, test images are supplied to State Library per an agreed upon schedule. Materials are copied to external hard drives for transfer between the State Library and vendor.
- Vendor performs the digital conversion of approximately 100,000 page images and creates files according to specifications found in NDNP Appendix B-File Format Profiles and Specifications of the NDNP Technical Guidelines for, TIFF, OCR output, PDF, JP2 and metadata for all pages scanned from microfilm.
- State Library staff will use the Digital Viewer and Validator software to assure quality.

**Metadata/OCR creation:** The basic metadata containing bibliographic, chronological data and documentation, technical film specifications will be created in a database by State Library or the UW Libraries staff during the film inspection process and will accompany the microfilm to the vendor. Text conversion processes including the preparation of optical character recognition (OCR) files for the images will be conducted under contract with a vendor.

- October – December 2008: UW students will be trained to review the service copies on hand at UW or WSL, to gather important metadata such as, title date, missing issues, damage, missing pages, reduction ratio noted on the target or original size of newspaper if needed, and enter the data into a spreadsheet. Both vendors contacted for this project stressed that the accuracy of metadata supplied by the client is of the highest importance. Student work will be reviewed for quality by UW and State Library project staff.
- Vendor will integrate this data set into the OCR text files encoded using the ALTO schema 1-1-041 or greater as well as the capture data as specified in Appendix B-File Format Profiles. .

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- Vendor creates OCR files for inclusion in PDF files according to specifications found in Appendix A-Digital Asset Metadata Elements Dictionary and Appendix C- XML Metadata Templates as specified in the NDNP Technical Guidelines.
- Vendor creates technical and structural metadata as needed, including creation of necessary title, issue and page unique identifiers according to LCCN specifications.
- Vendor creates issue/edition and page metadata for known occurrences indicating if the page, issue or edition is included in the digital assets.
- Quality assurance review by vendor.
- Deliver digital assets as METS object structured XML files are generated with word coordinates and other required information to meet specifications in Appendix C- XML Metadata Templates.

**Creation of deliverables:** The vendor will deliver the original TIFF images, PDF images and JPEG 2000 images according to the NDNP specifications. Metadata will include OCR text files with bounding-box coordinates. Images and metadata will be validated using METS before delivery to the Library of Congress using the validation tools required by the project.

**Quality assurance and review procedures** will be conducted by the Project Coordinator with assistance from WSL and UW staff. Quality assurance processes conducted by the vendor will be specified as part of the service contract. Both vendors contacted for this project stressed that the validation software can confirm the structural integrity of the files but not the accuracy of the text or the viewability of the images. Use of a browser function to test the text and image quality will be important, as well as review of the metadata for accuracy. This was noted as a very important activity to complete before submitting the initial reel-level metadata to the vendor and after delivery of full metadata files from the vendor.

- Quality assurance review conducted by State Library and UW staff. The MF to digital conversion process currently used to create the digital files for the Territorial newspapers surpasses the specification of the NDNP deliverables in image quality and indexing.
- Project Staff will work carefully with the selected vendor to establish communication schedules and evaluation criteria to ensure compliance with NDNP requirements. All procedures specified for the Digital Viewer and Validator software will be followed.
- Images and metadata files will be delivered via removable hard drives.
- Tiff images are inspected, evaluated and either accepted and rejected by State Library. No additional image clean-up takes place.
- Vendor is notified of any rescanning that needs to be done.
- Source Microfilm is returned to State Library.
- Staff evaluates the text files. Rejected product is returned to vendor for reprocessing.

**Update and review of CONSER bibliographic records.** The Project Coordinator with the assistance of Kavonne Wynn will conduct a quality review of the bibliographic records with links to digital newspapers in the state. All results will be processed for inclusion in the national newspaper directory including detailed holdings, bibliographic description, and publishing history.

- Catalogers review catalog record links to ensure compliance with CONSER standards.
- Bibliographic and holdings information will be updated, including LCCN and MARC 856 field links.
- Final, comprehensive list of newspaper titles is sent to LC.

**Data Delivery & deployment to Library of Congress** will occur under the oversight of the Project Coordinator with assistance of the IT staff at OSOS.

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- State Library staff will prepare file packets for shipment to LC
- 25% of the output will be delivered to LC by June 1, 2009, with additional delivery packets delivered each quarter in 2009-2010.
- Packets are run through NDNP/LOC validation software.
- Packets are transferred to LC via external hard drives.
- Second-generation film negatives are shipped to LC with LC bar codes

## **STAFF:**

### **Washington State Library:**

The State Library is a division of the Office of the Secretary of State (OSOS) for Washington. The Secretary of State's fiscal department is accustomed to dealing with a variety of funding sources, projects and reporting requirements.

The State Library is the pass-through agency for federal funds for libraries in Washington and the agency as a whole receives and tracks federal election funds, local government fees and building funds. Technology support from OSOS staff will be provided to this project including set up and support of a test bed index, help with file review, set up of an XML editor, and provision of advice and counsel for all technical aspects of the project. The State Library will claim no more than \$10,000 in indirect costs for administrative overhead for this project.

### **Project staff will include:**

**Marlys Rudeen**, Project Director, 10% time for 24 months: Ms. Rudeen, is Deputy State Librarian & Program Manager for Digital Services. She previously worked at the Center for Research Libraries in Chicago, as the Project Coordinator for the Area Study Microfilm Projects. Rudeen has more than ten years experience in management of newspaper microfilming and five years experience in digital projects. She will provide management and oversight for the project, will hire and oversee the work of the Project Manager. Rudeen will oversee the RFP process and selection of the vendor. Rudeen will work with the OSOS fiscal office to assure compliance with all Federal requirements and reports due to NEH. Rudeen has eight years experience with management and oversight of federal LSTA funds and collaborative projects.

Elizabeth Bowden, 25% time for 24 months: Bowden is a half-time, Digital Projects Librarian. She is coordinator for the Washington Historical Newspapers Online project which provides searchable access to digital versions of Washington Territorial newspapers. Bowden brings more than fifteen years experience in computer programming and education to the project. Bowden will be primarily responsible for the selection and quality review of master negatives from the State Library collections, working with the vendor to approve quality testing of the negatives. Bowden will assist the project director with the digitization workflow, metadata production and quality assurance review of the production files produced by the vendor. Bowden will work with Glenda Pearson from the UW Libraries to compile and write the summary descriptions of newspaper titles selected for digitization.

**Kavonne Wynn**, 20% time for 24 months: Wynn is a full-time Digital Projects Librarian. She is responsible for digitizing books, maps, and newspapers for presentation on the Internet. Wynn brings more than ten years experience in metadata and cataloging to the project. Wynn will review and assure quality enhancement of the CONSER records for the project titles, updating bibliographic records with links to digital newspapers in the state, for inclusion in the national newspaper directory. She will contribute to the quality assurance process for images and OCR text produced by the vendor. She will assist with research into the titles and supply enhanced indexing of titles as needed.

**Full-time Project Coordinator**, Library & Archives Professional 3, 100% of time for 24 months: (To be recruited, job description appears in appendix A2)

A recruitment process will be initiated to hire this position to begin work on October 1, 2008. The intention is to recruit an experienced project coordinator with knowledge of digital projects and newspaper collections. This position requires a graduate library degree with two or more years of experience. The position serves within the Research & Development Program of the Washington State Library, and reports to the Deputy State Librarian. The project manager will work closely with the coordinator of the State Library's digital newspaper project, Elizabeth Bowden and Kavonne Wynn, Digital Projects librarian and cataloger. The Project Coordinator will conduct communications with other project staff, the NDNP project partners, and National Endowment for the Humanities (NEH) and Library of Congress (LOC) staff.

The Project Coordinator works under the requirements of the granting agency, NEH, to fulfill the requirements of the grant, coordinating work flow, establishing procedures and performing quality control work. Responsibilities include:

- Coordinates the Acquisition of film negatives from partners;
- Collects metadata on film quality for final title selections;
- Coordinates film review with partner institutions;
- Coordinates the testing of the film negatives by vendor;
- Coordinates metadata creation with partners and Kavonne Wynn;
- Collects and integrates metadata for vendor;
- Receives metadata from vendor and performs quality control and validation procedures;
- Transfers metadata to LOC in required format;
- Ensures film quality metadata is integrated into metadata files;
- Develops and implements quality control procedures for images and metadata; Manages quality assurance process to review vendor output;
- Manages the use of LOC's validation software for files;
- Manages file transfer process from partners and to LOC;
- Coordinates storage of files on WSL servers and in Washington State Digital Archive;
- Manages communications for project with partners and vendor.
- Attends annual meetings called by NEH program

**UW Libraries project staff:**

**Glenda Pearson**, 15% time for 24 months: Ms. Pearson brings twenty-five years experience as the Head, Microform & Newspaper Collections, UW Libraries to the project. She currently serves as the Administrator of the *World Treaty Index Database* for the UW Libraries. Ms. Pearson served as the coordinator for the UW Libraries participation in the Washington State USNP project and brings the most thorough knowledge of newspaper microfilm collections in the state. Ms. Pearson will establish an advisory committee responsible for applying selection criteria to state newspaper titles published between 1880 and 1922 for digitization, coordinate the final title selection process and serve as liaison with the Newspaper Selection Advisory Committee. She will supply information and research data to the committee to inform their selection process. Ms. Pearson will coordinate and provide oversight for the creation a comprehensive list of state newspaper titles on microfilm for the targeted dates (1880 through 1922) showing the institutions that hold the master microfilm, an indication of the relative completeness of the film files.

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She will work with Ms. Bowden and the Project Coordinator to product a summary description of the scope, content, and significance of each digitized newspaper title. She will hire and train student workers assigned to this project.

**Jessica Albano:** 3% time for 24 months: Ms. Albano is the Communication Studies Librarian at UW Libraries. Ms. Albano brings nine years experience in microforms and newspapers to the project. She will be primarily responsible for the selection and quality review of master negatives from the UW Libraries collections, working with the Project Coordinator to approve quality testing of the negatives and the service copies. Ms. Albano will assist the Ms. Pearson with the selection and quality assurance review of the production files produced by the vendor. She will assist Ms. Pearson with supervision and training of the student workers assigned to this project.

**Student employees:** The project funds will support the work of student employees at the UW Libraries for no more than 60 hours per month for twenty-four months of the project at the Washington State minimum wage of \$11 per hour. Student workers will be assigned to the Microfilm and Newspaper Department of the University libraries. The students will assist Ms. Pearson and Ms. Albano with review of newspaper microfilm, collection of data and statistics, input and review of supplemental metadata information and shipment of materials to vendors.

**ADVISORY BOARD AND COMMITTEE:** During this project two separate advisory committees will meet and conduct business as necessary. A complete listing of the nine Statewide Initiative Advisory Board members and the Newspaper Selection Advisory Committee appears in appendix A6.

**The Statewide Initiative Advisory Board:** The statewide board is composed of nine representatives of the four partner organizations. It will provide advice, counsel and oversight for this project under the management of the Project Director, Marlys Rudeen and the Project Coordinator. Information will be shared and technical expertise in various areas will be made available to the project. Partner contributions are described on page fourteen. The statewide advisory board will continue to plan and develop activities to achieve the long-term goals stated in the introduction.

**Newspaper Selection Advisory Committee:** For this project a newspaper selection advisory committee has been recruited from the education and social history communities. They will review and select the final list of titles to be processed for this project. The committee will also assist with the review of the newspaper briefs for each title. The newspaper selection advisory committee was developed to reflect a geographic and disciplinary diversity. The selection committee will work under the direction of Glenda Pearson. The members of the selection committee and their organization are listed below.

Glenda Pearson, Selection Committee Chair  
MLS, University of Washington  
Head, Microform and Newspaper Collections, University of Washington Libraries  
Participant on the U.S. Newspapers Project Washington State and other statewide newspaper projects, co-author *Pacific Northwest Newspapers on Microfilm at the University of Washington Libraries*. Special interest in ethnic and minority newspapers.

Gerald Baldasty, Ph.D. University of Washington  
Chair, Department of Communication, University of Washington



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Research interests include the economics of media, race, class and gender issues, and the history of American newspapers. Most recent book: *E.W. Scripps and the Business of Newspapers*, 1999.

Karen Blair, PhD. SUNY, Buffalo

Professor, Chair Department of History, Central Washington University  
Teaching and research interests include Pacific Northwest History and Women Studies. Her most recent book is *Northwest Women: An Annotated Bibliography of Sources on the History of Oregon and Washington Women, 1787-1970*. Pullman, WA: Washington State University Press, 1997.

Ed Diaz

Founder and President, Association for African American History and Preservation Research.  
Seattle, Washington

Local historian interested in African American history in the Pacific Northwest. Most recent publication: *Horace Roscoe Cayton: Selected Writings*, 2 vol., 2. (Cayton was the first Black newspaper publisher in Washington State.)

Ivan Doig, Ph.D. University of Washington.

Author and Historian

Nationally recognized author, and 2007 winner of the Wallace Stegner Award, whose novels and memoirs focus on the 20<sup>th</sup> century history of the West. Among his works are *This House of Sky* (a National Book Award finalist), and most recently *The Whistling Season*, 2006.

Edwin P. Garretson, PhD. University of Chicago

Associate Professor, Department of History, Washington State University

Teaching and research interests include World and Modern European history and is currently researching local Eastern Washington State history and is the editor of the *Whitman County Historical Society Newsletter*.

James Gregory, Ph.D. University of California, Berkeley

Professor, University of Washington

Teaching and research interests include 20<sup>th</sup> century US, labor, race and politics. Most recent book is *The Southern Diaspora; How the Great Migrations of Black and White Southerners Transformed the West*, 2005. Founder of Pacific Northwest Labor History Project:

<http://faculty.washington.edu/gregoryj/pnwlabor/>

Margaret Riddle, M.A., Wayne State University

Northwest History Librarian, Everett Public Library

Long-time specialist in the Northwest History Room at Everett Public Library, contributor to HistoryLink.org and other publications, active in a number of local history organizations and projects.