

11 January 2019

TO: RAILS Board of Directors

FROM: Deirdre Brennan

SUBJECT: Background information and reading about the unserved

I am forwarding you six reports describing the history of unserved residents in Illinois – those without public library service. I have also provided some highlights of each report. I am sure you will notice how the same themes came up over and over – and still do.

These documents will also help with discussions at our universal service committee.

A plan for public library development in Illinois, 1964

- Recommended development of a statewide library development plan – this was a national trend in the early 1960s
- Interesting historical notes on growth of school district consolidation and growth of the number of unserved residents and the effects of both on public libraries
- Recommendation for the development of library systems described as “a library’s library” and services they might provide
- Belief that development of systems would resolve the problem of unserved residents by being the agencies to serve them
- Recommended state financial support for library services and using “gradualism” as the approach to solving the unserved

Illinois State Library task force on rural library services report, 1989

- As is true in all of the reports, the overriding goal is to improve library services across Illinois

- Discussion of unserved and that it was not a good time for sweeping tax reform
- This report focuses on rural library services and the importance of per capita support for poorer areas
- Recommends the establishment of equalization as a separate line item from per capita and an increase in the equalization rate
- Recommends studying the establishment of county libraries
- Describes the work of Project PLUS (Promoting Larger Units of Service) and Project LIME (Library Mergers), grant programs from the Secretary of State's office

Strengthening library services in rural Illinois, 1992

- Report also focuses on rural library service
- Recommends the implementation of a statewide library card by 1996. In 1992 there were still 1.4 million residents without public library service.
- Panel said focus should be on minimum service not equal service
- Stated there would be no more need for non-resident cards by 1996. (This is a very interesting part of the report given our current situation).
- Strongly urged use of joint facilities – school, public, academic; better way to use money, not to save money
- Urged research into other states, and the consideration of alternative funding sources from property taxes

Public library service for all: a report from the summit on the unserved, 2000

- Tax support should be mandated.
- Recommended universal service but maintenance of local control.
- Recommended a statewide referendum on universal service
- Explored the idea of providing service to children first

I hope these documents provide a useful understanding and perspective on the scope of the unserved issue.

We will discuss these reports and other information I have at our meeting. I am currently working on identifying member library staff to serve on the committee.

Thanks for your interest in this important issue.

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A Plan For Public Library Development In Illinois

ROBERT H. ROHLF, *Director*
Public Library Development Project

Library Development Committee
Illinois Library Association

FOREWORD

Informed citizens are the key to the preservation of our democracy and the general well-being of its people. The chief responsibility for preserving the materials of knowledge, making them available and useful to all people, lies with our public libraries. They are companion agencies for education with our schools and colleges. Schools and colleges give students a foundation and prepare them for the furtherance of their educations as mature individuals, each with their separate and special needs. Public libraries must cooperate both in laying the educational foundation and also in providing the materials by which these individuals advance themselves and society when their few years of formal education are over.

Miss Phyllis Maggeroli, in her work as Adult Education Consultant for the Illinois State Library, saw the need for a comprehensive program of library development. As president of the Illinois Library Association, she first appointed the Library Development Committee in 1961. With the interest of the Illinois State Library and the financial support it provided through federal Library Services Act funds, a public library development project with a full-time director was drawn up. A completed developmental plan within a one year period was the goal. This public library project was the first phase of the total development program.

After a nation-wide search the committee employed Robert H. Rohlf, Director of the Dakota-Scott Regional Library, West St. Paul, Minnesota, to direct the project. The plan which follows was completed in ten months of concentrated study and work. Mr. Rohlf visited more than one hundred libraries, interviewed one or more trustees and librarians from each of these libraries and gave numerous talks before library groups, each with question and comment periods.

The Illinois Library Association is most grateful to Mr. Rohlf for his year of effort in behalf of public library service in Illinois. Here is the plan, approved by the Library Development Committee and the Executive Board of the Illinois Library Association.

William W. Bryan
President
October, 1963



ILLINOIS STATE LIBRARY
SPRINGFIELD

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ILLINOIS LIBRARY ASSOCIATION, PUBLIC
LIBRARY DEVELOPMENT PROJECT
A PLAN FOR PUBLIC LIBRARY DEVELOPMENT
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ILLINOIS STATE LIBRARY

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 AMERICAN LIBRARY ASSOCIATION, CHAIRMAN

PROJECT STAFF

ROBERT H. ROHLF, DIRECTOR
 MRS. DOROTHY FRANTZEN, SECRETARY

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METHOD OF STUDY

In order to intelligently propose a state wide library development plan tailored to the current needs in Illinois, several specific procedures were agreed upon early in 1963. Working from the list of public libraries reported in the October, 1962, issue of *Illinois Libraries*, a statistical sample was selected including all types of libraries in every area of the state. During the first 10 months of 1963, 125 of the 512 tax and non-tax supported libraries in operation at the end of the 1962 fiscal year were visited, and interviews were held with the librarians and, where possible, trustees of each of these libraries.

Additional interviews were held with representatives of the Illinois Library Association, officials of the Illinois State Library, Graduate School of Library Science of the University of Illinois, Graduate Library School of the University of Chicago and members of the State Library Advisory Committee. During the period of the study leading to the report and to the recommendations contained herein, the Project Director visited with state library agencies in seven states which have formal state wide library development programs and in addition, visited li-

braries or library systems which participate in the plans of these states.

The Project Director also attended various Illinois Library Association meetings, Illinois State Library Regional meetings and area trustees' meetings in all parts of the state.

Periodic meetings were held during the year with the Steering Committee of the Project for advice, recommendations and direction. In all, over 16,000 miles have been traveled, interviews have been held with approximately 200 people and talks with question and answer sessions have been given to another 1,000 people. The results of the past ten months of study and investigation are reported herein.

To the countless number of people who have contributed their time, wisdom and efforts far beyond their responsibilities, I am deeply indebted. To Mr. William Bryan, President of the Illinois Library Association, Mr. Alphonse F. Trezza, Chairman of the Development Committee, and Mr. de Lafayette Reid, Assistant State Librarian, I am particularly grateful.

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ROBERT H. ROHLF
Project Director
October, 1963

CURRENT PUBLIC LIBRARY SITUATION IN ILLINOIS

Any proposed state plan must be based on the current public library picture in the state. There follow, therefore, several tables and charts on public library service in Illinois in 1963.

Table 1
1963 Population Levels

	Number	Per- cent
Population unserved by public libraries	2,109,534	21%
Population with substandard service	1,286,661	13%
Population with minimum level of service*	6,684,943	66%
	10,081,158	

*Income level of at least \$1.50 per capita annually.

Financial Support of Public Libraries in Illinois

Table 2
Illinois Per Capita Library Expenditure

	Number	Per- cent
Libraries (receiving less than 50c per capita annually)	13	3%
Libraries receiving 50c to 99c annually	53	12%
Libraries receiving \$1.00 to \$1.49 annually	85	18½%
Libraries receiving \$1.50 to \$1.99 annually	85	18½%
Libraries receiving \$2.00 and over	175	38%
Libraries not submitting information	48	10%

The total tax expenditure on record for Illinois public libraries for the fiscal year ending in 1963 was \$16,820,210. This was the equivalent on a state wide basis to \$1.67 per capita. If the city of Chicago is omitted from the state totals, the tax expenditure becomes \$9,867,705 for 6,530,754 people or only \$1.43 per capita.

Table 2 reflects the fact that at least one-half of the tax supported libraries in Illinois are receiving a local tax effort equivalent to the minimum standards for financial library support. In effect, local communities generally are making at least minimum efforts to support their libraries.

Table 3
Tax Millage Rate for Public Libraries
On Assessed Valuation

	Number	Per- cent
Libraries receiving less than .03 mills	45	10%
.03 to .059 mills	131	28%
.06 to .089 mills	143	31%
.09 to .119 mills	64	14%
.12 to .20 mills	36	8%
No information supplied	40	9%

Problems of Public Library Development in Illinois

During 1963, the Project Director has traveled over 16,000 miles visiting 125 libraries in Illinois and interviewing more than 200 trustees, librarians and various officials within Illinois. These visits and interviews were conducted to

ascertain what were the biggest problems confronting individual libraries and library boards in their service programs and to discover what problems were inhibiting any real state wide development of public libraries. There are many problems and few of them are unique to Illinois. Just as other states are moving forward more readily than Illinois in modern library service development, so must we concentrate on finding an Illinois solution to these problems.

Legal Aspects: One of the most common reactions to a question about library development in Illinois was that of dismay over the existing Illinois library laws. They are contradictory, vague regarding powers of library boards, actually discourage formation of larger library units in that permissive tax rates are lower for district libraries than for individual city or village libraries and representation on the library board is not uniform. There is concern over a lack of limit on the number of consecutive terms which board members can serve and the fact that vacancies need not be filled immediately. There is great confusion over levies. There are also questions

concerning who does set the library budget—the city council, town supervisors, or the library board. There is also the question of representation on district library boards being dominated by the largest community. It is hoped that all of these questions may be answered by the recodification of the library laws now being worked on by a committee from the State Library Association, State Library Advisory Committee, Secretary of State's Office and the Legislative Reference Bureau.

Trustee Attitudes: While certainly not uniform, a preponderant number of library trustees seem fearful of losing control over the local library whenever any cooperative venture with neighboring libraries is mentioned. At the same time, many trustees are defensive regarding the current status of their library's service and rather than questioning its efficiency, service to the community or admitting the need for more adequate operating funds assume the attitude that all is well—when in reality, they are faced with growing problems that if not soon resolved will threaten the very existence of library service in their community.

Table 4
Number of Public Libraries and Population Served

	Population	Number	Population Served	Population Unserved	Population Per Unit
January 1, 1947	7,897,241	379	6,621,964	1,275,277	17,472
January 1, 1963	10,081,158	521	7,971,604	2,109,554	15,301

If the city of Chicago is excluded from Table 4, the average population served by a public library in Illinois in 1963 is 8,502.

Table 5
Number of Operating School Districts in Illinois

June 30, 1946	12,073 Districts
June 30, 1963	1,590 Districts

Tables 4 and 5 indicate a disturbing pattern in Illinois. As the population of Illinois has risen, the number of libraries has risen even faster. Yet, despite the increase in the number of libraries, there are more people in Illinois without local library service than there were fifteen years ago—almost one million more in fact. Another distressing conclusion to be drawn from these Tables is that while the number of school districts has fallen by almost 90 percent and each school serves more and more students, the number of libraries has increased by over 30 percent and each library serves on the average less people than fifteen years ago.

School Consolidation: The wave of post war school consolidation has had a great impact on the historic single community public library. Thirty years ago students by and large attended a local school supported by the same community which supported their local library. Today, a vast number of students attend schools in a consolidated district school whose taxing unit is much larger geographically than the single city or village taxing unit of the community library. As a result of this, the public libraries located in the larger cities or towns of the school district are besieged by students who, while attending the school in their community, are legally nonresidents as far as the library tax unit is concerned. While the situation varies in intensity through-

out the state, it is virtually a state wide problem and is being met—although certainly not solved—in many different ways.

It is important to note also that it is not only students who seem to feel that it is their right to use the library services free regardless of whether or not they actually are residents within the library tax area; their parents also assume this right, and often complain bitterly about paying a nonresident fee for library use. Perhaps this indicates that the public looks upon the library as an educational institution with more perception than the local city or village councils do.

Student Use: Public libraries are not only faced with the problem of hordes of nonresident students, but also face a demand made upon them by students who not only increase in number each year, but whose requests for material are more intense and more sophisticated than any adult would have thought possible in the pre-Sputnik era. High school students today study subjects their parents never dreamed of and at a level often comparable to college courses of only a few years ago. This higher level of study necessitates a demand for reference and resource material in depth that few public libraries are able to cope with. Added to this is the fact that historically the reference resources of a library are open to all—regardless of place of residence or whether they have a library card or not—and thus some idea of the problem facing the central community library reference resources in all areas of the state becomes apparent.

It is in the reference service which a library renders to its public that the

library stands unique. No paperback stocked book store, magazine dealer or television program can offer this reference service. Yet it is this same reference service which is the costliest part of a good library's operation, and one which in the modern world's need for information, not only for school use but for business and farm improvement, personal development and the like, is that aspect which the library finds harder and harder to finance and more difficult to control with the hordes of nonresidents using the library.

Size Of Existing Library Units: Limited budgets because of limited tax area is another library problem in Illinois. This limitation of size has several negative aspects. While Illinois has over 500 public libraries (62 are not tax supported), only three of them serve an area as large as one county even though Illinois counties are comparatively small. In Illinois, 387 libraries serve individual cities, villages or towns. Yet, despite this large number of libraries, there are still almost 2½ million people in Illinois with no local library service. This large number of public libraries serving only 8,502 people (excluding Chicago) on the average results in large duplication in cataloging costs, reference book costs, special periodical costs, etc. In addition, because of this limitation in size, few libraries can provide microfilm back files, phonograph records, films, bookmobile service to outlying areas, reference material in depth and duplicate, or sufficient circulating copies of high demand books—all features of large library units.

Larger units of library service, either consolidated or cooperative, by using

greater resources can provide more adequate services, far greater range of materials on any subject, audio-visual materials, bookmobiles and the other services associated with modern library services without the higher taxes involved in smaller individual libraries attempting to provide these same services.

Table 6
Population Served by Public Libraries

	Number	Per- cent
Under 2,500	182	39½%
2,500 to 4,999	88	19%
5,000 to 9,999	75	16%
10,000 to 24,999	72	16%
25,000 to 49,999	27	6%
50,000 to 99,999	12	3%
100,000 and over	3	½%

Seventy-five percent of Illinois libraries serve communities of less than 10,000 people.

Table 7
Annual Expenditures for Books
and Other Materials

	Number	Per- cent
Less than \$5,000	327	71%
\$5,000 to \$9,999	44	10%
\$10,000 to \$14,999	23	5%
\$15,000 to \$19,999	10	2%
\$20,000 to \$29,999	7	1%
\$30,000 to \$39,999	5	1%
\$40,000 to \$49,999	0	0%
\$50,000 and over	4	1%
No information supplied	39	8%

Eighty-one percent of Illinois libraries spend less than \$10,000 per year on book materials, an amount considered as a bare minimum for the development of an adequate collection.

Table 8
Size of Book Collection in Public Libraries

	Number	Per- cent
Less than 10,000 volumes	187	41%
10,000 to 24,999	150	33%
25,000 to 49,999	45	10%
50,000 to 99,999	23	5%
100,000 and over	11	2%
No information supplied	43	9%

Population Shifts in Illinois

Table 9 and Figures 1-3 indicate the population shifts in Illinois which are

having tremendous impact on public library services.¹ More and more people are leaving the rural area to settle around the city in suburban communities. Suburbia does not apply only to the Chicago area. It applies to Springfield, Peoria, Moline, Decatur and to smaller communities of Bradley, Hoopeston, Princeville and Plano—to mention only a few. Although many of these people settle in an area defined as rural, in actuality the areas are urban in nature. This shift of people from rural to urban and both to and from core cities is having a great impact on libraries regarding the questions of non-resident use and taxing area as discussed above.

¹ Table 9 and Figures 1-3 reprinted from *Illinois Population Highlights From the 1960 Census*, Department of Agricultural Economics, Publication AE-5724, University of Illinois, Urbana, January, 1962.

Table 9

Changes in Illinois Total Population by Counties, 1950 to 1960

County	Population		Change	
	1960	1950	Number	Per Cent
Adams	68,467	64,690	3,777	5.8
Alexander	16,061	20,316	-4,255	-20.9
Bond	14,060	14,157	-97	-0.7
Boone	20,326	17,070	3,256	19.1
Brown	6,210	7,132	-922	-12.9
Bureau	37,594	37,711	-117	-0.3
Calhoun	5,933	6,898	-965	-14.0
Carroll	19,507	18,976	531	2.8
Cass	14,539	15,097	-558	-3.7
Champaign	132,436	106,100	26,336	24.8
Christian	37,207	38,816	-1,609	-4.1
Clark	16,546	17,362	-816	-4.7
Clay	15,815	17,445	-1,630	-9.3
Clinton	24,029	22,594	1,435	6.3

Table 9 (Cont.)

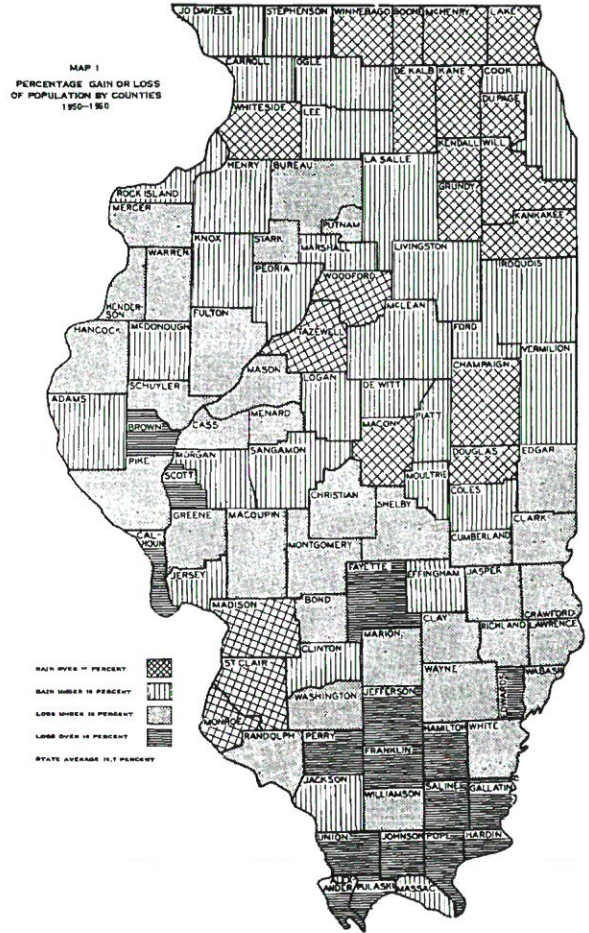
Changes in Illinois Total Population by Counties, 1950 to 1960 (Cont.)

County	Population		Change	
	1960	1950	Number	Per Cent
Coles	42,860	40,328	2,532	6.3
Cook	5,129,725	4,508,792	620,933	13.8
Crawford	20,751	21,137	-386	-1.8
Cumberland	9,936	10,496	-560	-5.3
DeKalb	51,714	40,781	10,933	26.8
DeWitt	17,253	16,894	359	2.1
Douglas	19,243	16,706	2,537	15.2
DuPage	313,459	154,599	158,860	102.7
Edgar	22,550	23,407	-857	-3.7
Edwards	7,940	9,056	-1,116	-12.3
Effingham	23,107	21,675	1,432	6.6
Fayette	21,946	24,582	-2,636	-10.7
Ford	16,606	15,901	705	4.4
Franklin	39,281	48,685	-9,404	-19.3
Fulton	41,954	43,716	-1,762	-4.0
Gallatin	7,638	9,818	-2,180	-22.2
Greene	17,460	18,852	-1,392	-7.2
Grundy	22,350	19,217	3,133	16.3
Hamilton	10,010	12,256	-2,246	-18.3
Hancock	24,574	25,790	-1,216	-4.7
Hardin	5,879	7,530	-1,651	-21.9
Henderson	8,237	8,416	-179	-2.1
Henry	49,317	46,492	2,825	6.1
Iroquois	33,562	32,348	1,214	3.7
Jackson	42,151	38,124	4,027	10.6
Jasper	11,346	12,266	-920	-7.5
Jefferson	32,315	35,892	-3,577	-10.0
Jersey	17,023	15,264	1,759	11.5
Jo Daviess	21,821	21,459	362	1.7
Johnson	6,928	8,729	-1,801	-20.6
Kane	208,246	150,388	57,858	38.5
Kankakee	92,063	73,524	18,539	25.2
Kendall	17,540	12,115	5,425	44.8
Knox	61,280	54,366	6,914	12.7
Lake	293,656	179,097	114,559	64.0
LaSalle	110,800	100,610	10,190	10.1
Lawrence	18,540	20,539	-1,999	-9.7
Lee	38,749	36,451	2,298	6.3
Livingston	40,341	37,809	2,532	6.7
Logan	33,656	30,671	2,985	9.7
McDonough	28,928	28,199	729	2.6
McHenry	84,210	50,656	33,554	66.2
McLean	83,877	76,577	7,300	9.5
Macon	118,257	98,853	19,404	19.6
Macoupin	43,524	44,210	-686	-1.5
Madison	224,689	182,307	42,382	23.2

Table 9 (Cont.)

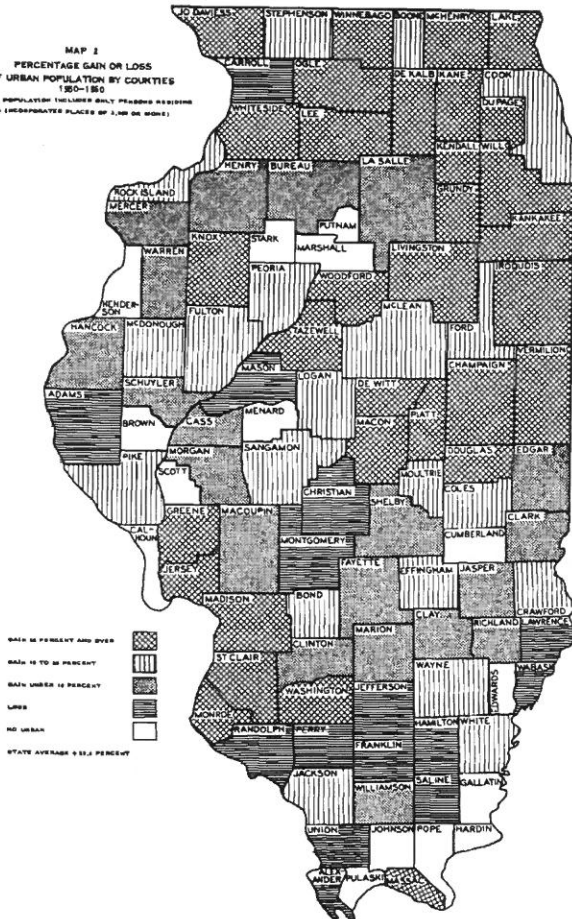
Changes in Illinois Total Population by Counties, 1950 to 1960 (Cont.)

County	Population		Change	
	1960	1950	Number	Per Cent
Marion	39,349	41,700	-2,351	- 5.6
Marshall	13,334	13,025	309	2.4
Mason	15,193	15,326	- 133	- .9
Massac	14,341	13,594	747	5.5
Mcniard	9,248	9,639	- 391	- 4.0
Merceer	17,149	17,374	- 225	- 1.3
Monroe	15,507	13,282	2,225	16.7
Montgomery	31,244	32,460	-1,216	- 3.7
Morgan	36,571	35,568	1,003	2.8
Moultrie	13,635	13,171	464	3.5
Ogle	38,106	33,429	4,677	14.0
Peoria	189,044	174,347	14,697	8.4
Perry	19,184	21,684	-2,500	-11.5
Pian	14,960	13,970	990	7.0
Pike	20,552	22,155	-1,603	- 7.2
Pope	4,061	5,779	-1,718	-29.7
Pulaski	10,490	13,639	-3,149	-23.1
Putnam	4,570	4,746	- 176	- 3.7
Randolph	29,988	31,673	-1,685	- 5.3
Richland	16,299	16,889	- 590	- 3.5
Rock Island	150,991	133,558	17,433	13.0
St. Clair	262,509	205,995	56,514	27.4
Saline	26,227	33,420	-7,193	-21.5
Sangamon	146,539	131,484	15,055	11.4
Schuyler	8,746	9,613	- 867	- 9.0
Scott	6,377	7,245	- 868	-12.0
Shelby	23,404	24,434	-1,030	- 4.2
Stark	8,152	8,721	- 569	- 6.5
Stephenson	46,207	47,595	4,612	11.1
Tazewell	99,789	76,165	23,624	31.0
Union	17,645	20,500	-2,855	-13.9
Vermilion	96,176	87,079	9,097	10.4
Wabash	14,047	14,651	- 604	- 4.1
Warren	21,587	21,981	- 394	- 1.8
Washington	13,569	14,460	- 891	- 6.2
Wnyne	19,008	20,933	-1,925	- 9.2
White	19,373	20,935	-1,562	- 7.5
Whiteside	59,887	49,336	10,551	21.3
Will	191,617	134,336	57,281	42.6
Williamson	46,117	48,621	-2,504	- 5.1
Winnabago	209,765	152,385	57,380	37.7
Woodford	24,579	21,335	3,244	15.2
Total	10,081,158	8,712,176	1,368,982	15.7

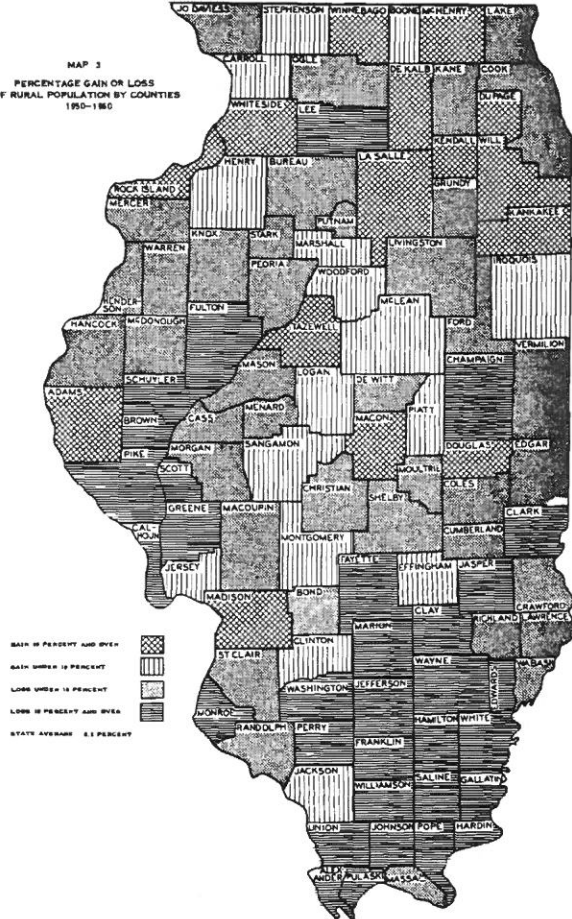


MAP 1
 PERCENTAGE GAIN OR LOSS
 OF URBAN POPULATION BY COUNTIES
 1890-1890

URBAN POPULATION INCLUDES ONLY PLACED RESIDERS
 IN INCORPORATED PLACES OF 1,000 OR MORE



MAP 2
 PERCENTAGE GAIN OR LOSS
 OF RURAL POPULATION BY COUNTIES
 1890-1890



Additional Problems in Illinois

Library Cooperation: Another grave problem facing Illinois is the past failure—unique in its region with, perhaps, Indiana—of its libraries to enter into any large scale cooperative plans for library service. The preceding tables on Illinois population and number of libraries tell their own story. Illinois has no successful history of worthwhile cooperation. Each library has gone its own way with little or no attempt to do things with its neighbor. Some of this past failure must be attributed to the state library laws which actually discourage, if not prohibit for practical purposes, library cooperation. Some of the failure must be attributed to the fear of loss of control over services by many library boards and city councils. Most of this failure to attempt cooperative ventures, however, must be attributed to lack of leadership by the librarians themselves who have failed to take the first step which is to convince village and city officials that cooperative efforts, as proven successful in other states, are a way to give the taxpayers a much greater return on their tax dollar.

Physical Facilities: An acute space shortage in almost all public libraries is still another problem of grave concern to most librarians and trustees in Illinois. The recent building fund legislation (*Ill. Rev. Statutes*, 1963, Sec. 11-48, 1-25) passed this year by the Legislature will be a great aid to library boards in helping to solve this problem. Much of it could also be resolved by cooperative storing of little used material. Libraries must explore ways in which they cooperatively store these little used, but very necessary re-

source items, in various "library storehouses" throughout the state.

Cost of Materials: Still another problem of grave concern in Illinois is the skyrocketing increase in library materials costs.

Table 10²
Average Book Prices

	History	Biography	Fiction
1941	\$3.89	\$3.30	\$2.58
1951	\$5.68	\$4.03	\$3.03
1961	\$7.84	\$6.23	\$4.33

Long Range State Objectives: Of grave concern to many librarians and boards throughout Illinois is the lack of a state sponsored long range, wide scope plan for library development. It is, of course, this lack of a long range goal that this project was conceived to remedy. Past state efforts have seemed to encourage "one-shot" library developments with no overall plan for libraries to aim for. The practice of more or less permanent loans of books, including fiction, to small libraries has actually retarded the development of larger units of library service other states have initiated. In addition, the loan of material to schools has also retarded the development of not only school libraries, but also stronger public libraries. As one local official reported, "Why should we increase our library tax and strengthen our local library service when we can receive more books as we need them free from the state?"

The state must adopt a uniform, consistent, long range policy for the development of strong library service

² Wright, Willis E. (ed.), *Bowker Annual of Library and Book Trade Information*. (N.Y.: R. R. Bowker, 1961). Pg. 70.

units or it will eventually find that its smaller public libraries will either collapse or will have to be supported by the state directly. If this should happen, the large libraries will be hampered even more by the demands of surrounding nonresidents and by supporting state service in addition to their local taxes.

State Participation in Library Services

Legal status of Illinois State Library: The Illinois State Library was not established through the state constitution, but rather was created by the Legislature. Among its purposes are these (*Illinois Revised Statutes*, 1961, Chapter 128, Sec. 12.5).

(b) Be a supplementary source for reading materials unavailable in the local libraries.

(c) Assist local libraries in their plans of cooperation for better work and services in their communities and to loan them books and other materials in furtherance of this object.

(d) Be ready to help local groups in developing a program by which Library service can be arranged for in rural communities and rural schools now without such service.

(e) Be a clearing house, in an advisory capacity, for questions and problems pertaining to the administration and functioning of public and school libraries in Illinois. As amended by act approved July 6, 1957.

In addition, under Section 12.12 of the same statute, the Secretary of State (as State Librarian) is authorized and

empowered to cooperate with the United States Commissioner of Education in any act relating to the appropriation of funds for salaries, books and for the maintenance of the expense of public library services.

The Illinois State Library now renders a multitude of services under this legislative authorization. Among these services to libraries are the following:

- Inter-library Loans
- Reference Service
- Art Prints
- Recordings
- Deposit Collection Loans
- In-service Training To Local Library Staffs
- Consultant Services
- State Archival Management
- Adult Education Reading Courses
- Library Research Center Funding

It is apparent from this review of the services now offered by the Illinois State Library that its administrators and staff over the years have reacted generously to service requests made upon it. This service attitude is particularly reflected in its aid to small public libraries and non-library residents of the state. What is noticeably lacking, however, is a strong state development plan for local library service and the necessary consultant staff to carry it out.

State Financial Participation In Library Services

Any service rendered must cost money. How much the state of Illinois spends on state supported public library service as compared to states of similar population is shown in Table 11.

Table 11

	Population	State Library	State Aid	Fiscal 1962-63 Total	Local Library ⁶⁰ Income—Fiscal 1961-62
California	15,717,204	1,085,539	"	1,085,539	41,557,083
Illinois	10,081,158	1,023,364	0	1,023,364	17,232,468
Massachusetts	5,148,578	161,821	1,242,737	1,408,558	16,800,000
Michigan	7,823,194	616,106	420,000	1,036,106	19,515,000
New Jersey	6,066,782	401,760	600,000	1,001,760	13,128,000
New York	16,782,304	1,307,902	9,400,000	10,707,902	44,500,000
Ohio	9,706,397	449,260	271,800	721,060	29,590,000
Pennsylvania	11,319,366	388,747	1,502,830 ^a	1,891,577	10,300,000

^a California had a new state aid plan approved in the 1963 Legislature which is not reflected in this Table. Pennsylvania was in the first year of a plan which ultimately will entail over \$6,000,000 in state aid to libraries.

^b Latest figures available. Illinois total in 1963 was 18,436,755 as reflected in Table 14.

GENERAL SOLUTIONS TO LIBRARY PROBLEM

What are some of the solutions other states are taking to solve some of the problems outlined above? There is one apparent trend by all of the states, and that trend is to *library systems*. A library system is simply a public library generally serving more than one city or village or town. Its service area might be as large as 5,000 square miles, or even larger in many western states. It can be governed by a single library board or by a board composed of board members from area member libraries. It can be consolidated with a single governing agency, or a loose cooperative existing by the will of its member libraries within its service area. It can levy a tax itself, or more normally, receives its financial support from the state or from its member libraries. It is in fact a library's library, rendering services to local, self-governed community libraries which they are either too small or too poor to render to themselves.

In some states, this system has adopted the district form and is based on the largest library in the area. In other states, it is based on the county level and becomes a multi-county operation. In still other states, it is a conglomeration of city libraries, county libraries, township libraries banded together cooperatively. Some states adopt still different forms. The important point of the library system concept is that it offers as a common goal, better library service in greater depth, on a quality level which few independent libraries outside the major metropolitan cities can render. This can be done in an economical fashion and with a wider financial base than single libraries can possibly achieve. Thus quality library service is provided at a cost that taxpayers can afford to pay.

In all of the states that have adopted a consistent state wide plan for public library development to provide service to all residents of the state—and these

states constitute the majority in 1963—the state has itself accepted a share of the financial responsibility necessary in support of public library service.

State financial participation in library support follows logically from several concepts. First, the public library is primarily an educational institution, and education has long been the responsibility of the state. This responsibility is the concern of those who decry the federal government's encroachment in the field of education. In essence a strong state program is the best bulwark against excessive federal participation. As stated in the new standards for state library functions, "As the level of government responsible for education, the state has a direct obligation for adequate financing of library service over the state. The cost of public libraries, as of public schools, should be shared between local units of government and the state. The guiding principle behind state financial contributions to local library service is that of insuring adequate service for all residents of the commonwealth."³

Secondly, the very existence of a state library is acknowledgement by a state of its concern and responsibility in seeing that all of the residents of the state have access to at least a minimum level of library service. The question then is not whether the state should assume any responsibility in library service, but to what degree it should assume such responsibility.

The majority of states today (28 as of October 1, 1963) have assumed a financial obligation in creating and

³ Standards For Library Functions at the State Level. American Association of State Libraries. (American Library Association, Chicago, 1962.) Pg. 29.

subsidizing regional and district library systems throughout their borders. What are just 10 of the advantages and services of these systems?

(1) The creation of a system virtually ends the problem of nonresident library use. Libraries are in effect aided in serving the people from outside their city or village boundaries through means of system payments or services rendered to it as a system member.

(2) The problem of overlapping political jurisdictions is ended because the system encompasses large areas within one uniform library area.

(3) People are free to use the library nearest them that most readily fills their specific need at that time. They do not have to worry about nonresidency, shallowness of the local collection or what town they shop in.

(4) The needless duplication of reference materials, films, special subject materials and the like is avoided as the system makes these items available to all member libraries of the system.

(5) Special personnel such as adult education leaders, subject specialists, children's literature specialists, may be pooled within the system and thus become available to all member libraries, no matter how small.

(6) Bookmobile service to sparsely settled areas can be provided on a system-wide basis where no individual library could economically provide such service.

(7) Cataloging and processing can be done at one central system point for all area libraries and in addition

to being more economical can free local library staff for their most important functions, book selection and work with the public.

(8) Students and the general public can have access to a reference and resource collection far better in quality and greater in depth than their local library could possibly provide alone.

(9) System-wide use of material can allow purchase of specialized business, science, art, foreign language, and other subject materials only the very largest library would otherwise be able to purchase.

(10) Local library collections can be more readily tailored to local

needs with the less demand material available from the system. This assures more timely material at the local level and at the system level also.

In short, such systems offer an end to the problems of nonresidents and duplication of materials and services in a limited geographic area and the beginning of film and record services, centralized processing, specialized personnel, greater depth of resources through quick inter-loan, service to sparsely settled areas, superior reference service, and special rotating book collections which are basic elements in a library system.

RECOMMENDATION FOR ILLINOIS

Any question of what would be best for Illinois must concern itself with many items as discussed above. Some of these are:

What type of system is best for Illinois?

What local choice should there be in system creation, participation and management?

What effect has school district reorganization had on Illinois libraries?

Should Illinois enter into a program of direct state aid to libraries?

If there is a state aid to libraries plan, what type of aid should it be? To whom should it be paid and for what? What standards should there be to receive aid?

In view of all of the preceding comments and data in this report, and to

again establish Illinois in the forefront of library service to its citizens, it is recommended that Illinois embark on a long range state program fourfold in nature:

(1) A state aid payment of an equalization nature to all qualifying local libraries.

(2) Creation and financing of cooperative library systems throughout the entire state.

(3) Financing of four reference centers to serve as library material resource centers to the entire state.

(4) Creation by the State Library of a Union Catalog and Union List of Serials held by selected Illinois libraries.

The obligation of a state to insure a minimum level of educational facilities for all of its citizens is inherent in all of

the recommended features. As an educational institution, unique in its applicability and available to citizens no matter where they reside, whatever their age, formal education or needs, the library service is a direct concern and responsibility of the state.

Equalization Program

It is recommended that the state assume financial responsibility at the local level to enable all community libraries making a reasonable financial income and thus insure a minimum local tax effort to achieve a minimum level of service regardless of their local ability to support this service. Quoting again from the new state standards, Standard Number 47 states, "State financial aid for libraries should help to equalize resources and services across the state, by providing extra help for localities least able to finance sound facilities from local funds."⁴

It has long been held that \$1.50 per capita constitutes a minimum level of income for adequate public library service. In fact, since this figure was first proposed, inflation has weakened the dollar to the point where a 1963 amount of approximately \$1.90 is more comparable. There must, however, be some point where an established standard must be applied. Because of this, the figure \$1.50 per capita is therefore accepted in this report as the minimum level of support which should be tolerated by any public library agency in order to provide service of any adequacy.

The tax situation in Illinois, in com-

mon to that of most states, is generally considered burdensome at the local property tax level. There are, however, wide ranges of local levies for the same function. Illinois statutes limit library tax levies at 1.2 mills (with lower limits for counties and districts) without a referendum and 2.00 mills with a voter approval. There are also contradictory legal opinions on this permissive levy. A study of the present tax laws results in the following recommendation:

That for equalization aid purposes, local libraries, in order to qualify, must be levying at least .6 mill for library purposes.

In coupling the minimum per capita financial income necessary for library service and a minimum local tax rate to qualify, the following equalization formula results:

Local levy of .6 mill should equal \$1.50 per capita or the state of Illinois will equalize the difference between local income at .06 percent tax and \$1.50 per capita.

It is further recommended that after qualifying for equalization aid by a local library tax levy of .06 percent (or more) that the state library establish certain minimum standards which local libraries must meet in order to continue to receive aid. It is inherent in any well administered grant program that necessary safeguards be provided to ensure that tax money is not squandered. The new state standards refer to this problem also when they state as Standard Number 48, "Direct financial grants to local libraries should be conditional on the meeting of minimum standards of organization, qualifications of professional personnel, and financial effort for library support on the part of local

⁴Standards for Library Functions at the State Level. American Association of State Libraries. (American Library Association, Chicago, 1963.) Pg. 31.

government."⁵ The *Interim Standards For Small Public Libraries* published by The Public Library Association (Chicago: American Library Association, 1962) is suggested as the guide for the state standards.

This equalization feature is not meant to limit local levies for library purposes to .6 mill; in fact it should encourage a greater local effort. If any library should have its local levy reduced to to .6 mill; in fact it should encourage cause of the receipt of state funds, no equalization aid should be paid to that library the next year, or in succeeding years, until the original levy is restored.

Under this formula, the state assumes the responsibility to guarantee a bare

minimum level of local financial support to all qualifying local libraries regardless of how low their local tax resources may be. In addition, those communities who wish to have more than this base minimum financial support for their libraries are free to continue to levy more than the .6 mill tax in addition to receiving the state equalization payment.

In summary, *qualifying* libraries are guaranteed a minimum financial support of \$1.50 per capita, and if the local community desires, it is still free to levy more than the minimum .6 mill in order to achieve a more satisfactory level of service.

Table 12

Example of Equalization Formula in Operation

	Population	Assessed Value	Income From Levy at .06	\$1.50 Min. Standard	Aid
Community A	10,000	40,000,000	24,000	15,000	0
Community B	10,000	20,000,000	12,000	15,000	3,000
Community C	10,000	22,500,000	13,500	15,000	1,500
Community D	10,000	25,000,000	15,000	15,000	0

Library Systems for Illinois

It is recommended that state financed library systems of a voluntary, cooperative nature be created in all areas of the state of Illinois. These systems would be created by existing public library boards who band together voluntarily to create a larger unit of service.

⁵ *Standards For Library Functions at the State Level*. American Association of State Librarians. (Chicago: American Library Association, 1963.) p. 31.

The system should be governed by a board of trustees numbering at least five and no more than fifteen persons with no more than one trustee from each cooperating library. The board of each individual system would be elected by the trustees of the cooperating area libraries from their own membership. Its jurisdiction would be solely over system operations with advisory and minimum standards and recommendations only regarding local com-

munity libraries who are system members.

These systems would be established under minimum area or population served criteria as set forth in the proposed System Regulations of the State Library Advisory Board. It is recommended that minimum size for fully approved systems meet one of these two criteria: Serve a minimum of 150,000 population OR serve a minimum of 4,000 square miles. It is further recommended that systems be given probationary approval when serving a minimum of 50,000 people but with a plan which indicates how the system will meet the full population or area criteria within five years.

The systems thus created would be financed by annual state grants as regulated by the State Library Advisory Committee, using the successful pattern followed in other states that the systems be financed under two scales, a per capita grant and an area grant. It is recommended further that these annual grants be as follows:

- (1) Per capita grant—40c per capita for the entire population served by the system.
- (2) Area Grant—\$5.00 per square mile served in one county in whole or in part plus an additional \$3.00 per square mile for each additional county served in whole or in part up to a maximum of \$14.00 per square mile over the entire area served.

In addition, because of the capital outlay costs associated with the formation of any system, it is recommended that establishment grants be paid on a one-time basis to systems as they are

established. These grants should be paid as follows:

- (1) System serving one county, in whole or in part—\$25,000.
- (2) For each additional county, in whole or in part, as it joins a system—\$15,000.

Advantages of This Type of System

The primary advantages of the type of systems recommended for Illinois in this proposal are two: first, they are based on the principle of voluntary cooperation, local initiative and local control. Their formation, area and policies are not dictated by the state but rather they are created, organized and administered on the local level under minimum state standards. This allows each local library to continue to serve its own clientele, to join or not to join a system as it wishes, to have a vote in the governing of the system if it does join, to retain its own local governing and taxing authority, to gain strength from a larger resource unit without being controlled by it and to withdraw from it if it so desires at any given time. In short, local option and local control are guaranteed.

Second, the type of cooperative system proposed is based on an essential principle of a successful state plan, that of gradualism. It is difficult to conceive of all areas of the state forming area systems at once and all joining systems at the same time. It is also difficult to conceive of all areas of the state forming full size, fully approved regions at the same time. It is also difficult to conceive of the state providing the full budgeted amount necessary for 100 percent participation in the plan

the first year such a plan is put into operation. Therefore, as systems are formed, the State Library may assist and guide them as they develop, and the state can increase its financing gradually until the plan is completely fulfilled.

What current and pressing problems facing Illinois public libraries will be solved or alleviated with this type system plan?

(1) It would resolve in almost all areas of the state the increasingly burdensome nonresident problem. All systems would encompass such large areas that only along the borders would nonresidents be a problem and intersystem contracts could resolve this limited problem easily.

(2) The two and a quarter million residents of Illinois now without library service would be served by system member libraries and by the system itself. Illinois could thus achieve one hundred percent library service.

(3) Quality service through pooled personnel and collection use would become a reality throughout the state. The fact that you live in a community of only 2,500 population with a local library of limited resources would not penalize you. Your local library as a system member would have immediate call on the specialized personnel and collection of the system.

(4) The local libraries would retain their control over local library service and finance, yet still profit from broader resources and allow the local library boards to have a voice in the development and use of those resources.

(5) Assume a much greater return on the tax dollar for library services.

Instead of hundreds of small, duplicate collection libraries of limited strength and service, there would be local community libraries free to specialize on their own community needs and yet provide, through the system, a strong reference and resource background in all subject fields.

(6) Afford smaller libraries the use of the experience, training and skills of professional specialists in book selection, adult and youth work and reference techniques which as individual libraries they could not retain, but, as system members can use.

(7) Eliminate the boundary problems caused by school consolidations as related to public library service jurisdictions.

(8) Provide an orderly long range plan for full library service to all Illinois citizens.

Why Two Types of System Grants?

Because of the great variations in population density and in urban concentrations in Illinois, it is best to take two everyday facts of administrative life into account. First, it takes more money to serve more people, though in a lessening ratio. And two, it takes more money to serve wider areas with dispersed populations.

In light of these facts, it seems unfair to propose grants on only one or the other of these two criteria. By combining both criteria into an operating ratio, allowance is made for the population totals of the urban areas as well as for the mileage to be covered by the rural areas. Each figure alone is unfair to one group, balanced together they form an equitable ratio.

Suggested Systems for Illinois

Any proposal at this time for the number and areas to be served by the proposed library systems is of necessity tentative and meant only as a guideline to the local libraries and to the State Library Advisory Committee, which under the proposal of this plan will initiate, guide, and approve respectively the final systems which will result from the adoption of this plan.

It is incumbent upon the project study, however, to indicate from the data collected through the project's duration the major outlines of what could be successfully operating systems within the criteria of population, area, market areas, existence of at least one strong library upon which to build a system around, compatible backgrounds and other related criteria, including financial strength.

There are recommended at this time 21 systems to cover the entire state. It would be hoped that, as the plan is fulfilled, areas will merge or intersystem contracts will reduce this number. It must be repeated that this list is meant solely for guidance. Local conditions and desires must form the actual system areas and boundaries as long as the integrity of the system scheme is retained and certain areas desiring inclusion are not left out of any system altogether. For reasons of computation, all suggested systems boundaries (excluding Cook County) follow county lines.

It is also very strongly recommended that as systems form, the many possibilities for intersystem cooperation be explored. There are many activities which can be performed together by

systems as well as within systems. Any legislation drawn for this plan should include provision for inter-system contracts, and every system board should give a great deal of thought and attention to system cooperative services and contracts. It is also recommended that the system be legally empowered to enter into intra-state compacts.

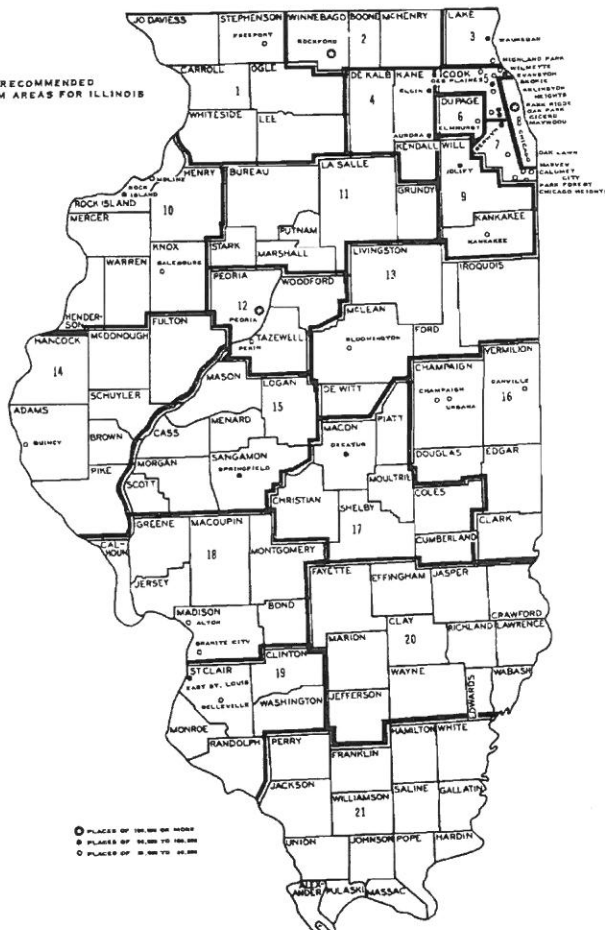
Limitation on Size of Library To Receive Aid

It is recommended in connection with the equalization aid feature and the system recommendations of this proposal that the legislation establishing this program contain a population minimum for equalization aid. Specifically, it is recommended that no library serving less than 10,000 population within its legal taxing area may qualify for equalization aid unless it becomes a member of a library system within two years of its first applying for aid.

In those cases where no system is yet formed in the reasonable geographic area of the applying library, it is recommended further that all applying libraries in such area be allowed five years to form a conditional system (one not meeting the full population or area requirements at first) or lose further equalization aid.

The reasons for these recommendations become obvious when Tables 1-9 and Figures 1-3 are reviewed. The small library, acting alone, simply cannot do the job demanded today and to pay equalization aid financed by state taxpayers to continue an inadequate operation when a more reasonable solution is available but ignored is neither wise nor fiscally responsible.

RECOMMENDED SYSTEM AREAS FOR ILLINOIS



○ PLACES OF 75,000 OR MORE
 ○ PLACES OF 25,000 TO 75,000
 ○ PLACES OF 10,000 TO 25,000

Table 13
Possible System Areas

Counties	Population	Sq. Miles	Minimum Population Grant	Maximum Area Grant	Total Annual Grants
System No. 1					
Jo Daviess	21,821	614			
Stephenson	46,207	568			
Carroll	19,507	468			
Ogle	38,106	757			
Whiteside	59,887	690			
Ixc	38,749	729			
	224,277	3,826	\$ 89,710	\$ 53,564	\$ 143,274
System No. 2					
Winnebago	209,765	520			
Boone	20,326	283			
McHenry	84,210	611			
	314,301	1,414	125,720	15,554	141,274
System No. 3					
Lake	293,656	457	117,462	2,163	119,625
System No. 4					
DeKalb	51,714	636			
Kane	208,246	516			
Kendall	17,540	320			
	277,500	1,472	111,000	16,192	127,192
System No. 5 ^a					
North Cook (exc. Chicago)	789,660	365	315,864	1,825	317,689
System No. 6					
DaPage	313,459	331	125,383	1,655	127,038
System No. 7 ^a					
South Cook (exc. Chicago)	789,660	365	315,864	1,825	317,689
System No. 8					
Chicago City	3,550,404	224	\$1,420,171	1,220	\$1,421,291
System No. 9					
Will	191,617	845			
Kankakee	92,063	680			
	283,680	1,525	113,472	12,200	125,672

^a Total for Systems 6 and 7 would equal \$635,728—amount would vary between each depending on where line is drawn.

Table 13--(Cont.)
Possible System Areas

Counties	Population	Sq. Miles	Minimum Population Grant	Maximum Area Grant	Total Annual Grants
System No. 10					
Henry	49,317	826			
Mercer	17,149	556			
Rock Island	150,991	420			
Henderson	8,237	381			
Warren	21,587	542			
Knox	61,280	728			
	308,561	3,453	123,424	48,342	171,766
System No. 11					
Bureau	37,549	868			
LaSalle	110,800	1,153			
Putnam	4,570	166			
Stark	8,152	291			
Marshall	13,334	395			
Grundy	22,350	432			
	196,800	3,305	78,720	46,270	124,900
System No. 12					
Peoria	189,044	624			
Tazewell	99,789	653			
Woodford	24,579	537			
	313,412	1,814	125,364	19,954	145,318
System No. 13					
Livingston	40,341	1,043			
McLean	83,877	1,173			
DeWitt	17,253	399			
Ford	16,606	488			
Troquois	33,562	1,122			
	191,639	4,225	76,655	59,150	135,805
System No. 14					
Hancock	24,574	797			
Adams	68,467	866			
Brown	6,210	307			
Pike	20,552	829			
McDonough	28,928	582			
Fulton	41,954	874			
Schuyler	8,746	434			
	199,431	4,689	79,772	65,646	145,418

Table 13--(Cont.)
Possible System Areas

Counties	Population	Sq. Miles	Minimum Population Grant	Maximum Area Grant	Total Annual Grants
System No. 15					
Logan	33,656	622			
Menard	9,248	312			
Sangamon	146,539	880			
Morgan	36,571	565			
Mason	15,193	541			
Scott	6,377	251			
Cass	14,539	371			
	262,123	3,542	104,849	49,588	154,437
System No. 16					
Champaign	132,436	1,000			
Douglas	19,243	420			
Vermilion	96,176	898			
Edgar	22,550	628			
Clark	16,546	505			
	286,951	3,451	114,780	48,314	163,094
System No. 17					
Macon	118,257	576			
Christian	37,207	709			
Moultrie	13,635	345			
Shelby	23,404	772			
Coles	42,860	507			
Cumberland	9,936	346			
Piatt	14,960	437			
	260,259	3,692	104,103	51,688	155,791
System No. 18					
Green	17,460	543			
Macoupin	43,524	872			
Calhoun	5,933	259			
Madison	224,689	731			
Jersey	17,023	374			
Montgomery	31,244	706			
Bond	14,060	383			
	353,933	3,868	141,573	54,152	195,725

Table 13—(Cont.)
Possible System Areas

Counties	Population	Sq. Miles	Minimum Population Grant	Maximum Area Grant	Total Annual Grants
System No. 19					
St. Clair	262,509	670			
Monroe	15,507	380			
Randolph	29,988	594			
Clinton	24,029	498			
Washington	13,569	565			
	346,102	2,707	138,440	37,898	176,318
System No. 20					
Fayette	21,946	718			
Marion	39,349	580			
Jefferson	32,315	574			
Wayne	19,008	715			
Edwards	7,940	225			
Wabash	14,047	221			
Lawrence	18,540	374			
Richland	16,299	364			
Clay	15,815	464			
Elkhorn	23,107	482			
Jasper	11,346	495			
Crawford	20,751	442			
	240,463	5,654	96,187	79,156	175,341
System No. 21					
Perry	19,184	443			
Franklin	39,281	434			
Hamilton	10,010	435			
White	19,373	501			
Jackson	42,151	603			
Williamson	46,117	427			
Saline	26,227	384			
Gallatin	7,638	328			
Union	17,645	414			
Johnson	6,928	345			
Pope	4,061	381			
Hardin	5,879	183			
Alexander	16,061	224			
Polaski	10,490	204			
Massac	14,341	246			
	285,386	5,552	114,154	77,728	191,882
Annual Totals		\$4,032,665	\$743,984	\$4,776,649	

Reference Centers

The third of the recommended proposals for library development in Illinois is that of the four reference or resource library centers for Illinois. The quantity and depth of the published output of books, periodicals, monographs, pamphlets and other research materials in the world today is staggering, and the amount becomes greater each year. No single library unless it is the size of the University of Illinois, or of the Chicago Public Library can attempt to obtain, classify for use and store more than a fraction of this material at some time or another.

Because of this tremendously accelerating increase in resource materials and the sheer folly of many libraries duplicating their acquisitions of some of this material while none of them can acquire all of the material published, libraries today are pooling their resource collections, assuming specific subject responsibilities and even storing little used but essential resource material in jointly operated storage centers. The resource centers proposed herein are meant to help resolve this problem of a skyrocketing research and publishing output and the duplication of some material and failure to acquire other material. By the special funding of four resource centers which will make their material available to all systems established under another aspect of this plan for Illinois, Illinois citizens will have at their call resource material hitherto unavailable to all but the limited clientele of large research libraries.

This plan does not propose four as

an arbitrary number, but because three major research libraries of a tax-supported nature already exist in Illinois, and a fourth is fast building a specialized research collection. These libraries, University of Illinois Library, Chicago Public Library, State Library at Springfield, and Southern Illinois University Library, would make a strong base upon which to build reference resources in depth to supplement the resources of system libraries and local libraries.

It is proposed further that somewhat similar to the successful Pennsylvania plan these libraries establish a committee composed of their head librarians (or alternate) and the Chairman of the State Library Advisory Committee (or his alternate) to develop long range acquisition policies by which the already existing strength and uniqueness of each resource collection can be further developed and duplication can be avoided.

By the receipt of adequate state funds which, at this writing, would total \$600,000 per year — these libraries would, in addition to their normal responsibilities to their special clientele, be able to furnish inter-loan or copy service of research material to all systems within the state, but, even more important, allow their research collections to be used by all legitimate research people regardless of their connection or lack of one with the particular institution.

Union Catalog and Union List of Serials

The fourth proposal of this plan concerns the State Library. It is recommended that the state appropriate suf-

efficient funds to allow the Illinois State Library to create and then maintain a Union Catalog of all adult nonfiction titles held by a selected list of at least 10, but probably no more than 20, of the largest public, special and academic libraries within Illinois. It is also recommended that the Illinois State Library create and maintain a Union

List of serial holdings of the same libraries.

The existence of a Union Catalog and of a Union List of serials will make truly possible the efficient use of the reference resources of the state, and by inter-loan or reproduction make this material accessible to every citizen and every business firm of Illinois.

FINANCING AND ADMINISTERING THE PLAN

Financing

This plan assumes a large scale role by the state of Illinois considerably above its present financing of state library activities through the State Library. How large would this role have to be? Table 14, below, gives the

total maximum annual cost of the proposals outlined above. The figures are not minimums based on a floor which will accelerate over the years, but represent the maximum output required on today's dollar.

Table 14
Financing of Plan

	Amount	Under 100% Participation
Local library funds (at .06 tax only)	\$11,703,641	\$14,796,625
(Total local library income at present levels)	(18,436,785)	(21,529,769)
State Library Funds	1,023,364 ¹	1,023,364
Equalization Feature	255,012
Systems Feature	5,267,337
Resource Centers Feature	600,000
Administration of Plan	94,035 ²
(Total State Costs)	(1,023,364)	(7,259,748)
	\$12,727,005 ³	\$22,036,370 ³
	(\$19,460,149) ⁴	(\$28,769,517) ⁴

¹ Present State Library Budget which could be REDUCED under plan.

² Two per cent of system costs only.

³ Local library funds (at .06 tax only) plus Total State Costs.

⁴ Total local library income at present levels plus Total State Costs.

While it is impossible to say what the State Library operating budget would be under such a plan as proposed herein, it would in all probability be greatly reduced as a separate item as much of its present work would be done by the systems, and its inter-loan and consulting function is budgeted within the costs of the plan itself. The creation of the Union Catalog and Union List of serials would of course reduce the amount of state library budget reduction possible.

Table 15
Per Capita State Income—1961

New York	\$2839
California	2784
New Jersey	2716
Illinois	2663
Massachusetts	2614
Ohio	2337
Pennsylvania	2280
Michigan	2278

Of the similar population states listed above, Illinois ranks 4th in per capita income. Throughout the country, including both large and small states, Illinois ranks 8th in per capita income.

One is always tempted to quote library expenditures in terms of cartons of cigarettes, jars of cold cream, magazine subscriptions, etc. May it simply be pointed out, however, that the total maximum participation funds necessary to be provided on the state level amount to only 57c per capita for each resident of Illinois. In short, less than .0002 percent of the average per capita income in Illinois. If the local funds required are also included, you have an average state wide expenditure of local and state funds combined equalling less than 1/4 of one percent of the average

per capita income in Illinois. In short, public library service would still remain the most economical bargain available to the average citizen. Total costs would be less than \$3.00 per capita per year.

Administration

The obvious administrative agency of any full scale state financed plan encompassing (1) local library equalization aid, (2) cooperative library systems serving large populations and myriad political units, and (3) state subsidized reference resource centers is the State Library. It is recommended therefore that the State Library be the official agency for the administration of the plan.

It is also recommended that the State Library Advisory Committee assume responsibility for the direction and guidance of system formation by approving system plans and areas when recommended by the State Library and that it act as a review board in all cases in which disputes arise between local libraries, library systems and the State Library. All of these actions or powers can easily be made a part of the legislation adopting the plan.

Under this administrative recommendation, the State Library would draw up minimum standards for system operations and for qualifications for equalization aid. These standards would concern hours of public service, size and scope of collection, type of reports required, physical requirements of building, and similar items. Once approved by the State Librarian and the State Library Advisory Committee, these standards would be used as

guidelines for all local libraries and systems applying for aid.

Each library desiring equalization aid and each library system would make application to the State Library for inclusion in the plan. The personnel of the State Library would work with the concerned libraries in drawing up these applications, formation of the system boundaries, goals and objectives of the systems, etc. These applications would then be presented for review and approval to the State Library Advisory Committee. Each year, participating libraries and systems would file with the State Library an annual report, including among other items their dispersal of funds, services rendered to member libraries of the sys-

tem, and local financial support. This report would be reviewed by the Advisory Committee.

It must be emphasized that in the formation of systems, the role of the state agency is one of guidance, not control, and that this role of guidance also carries over once a system is organized. At no time should the State Library actually attempt to administer or control any system. Its role is that of ensuring fiscal responsibility and wise use of funds through the means of minimum standards and regulations governing the use of state funds. Control of community library programs and of system libraries organized within this plan remains at the local level.

CHANGING ROLE OF THE STATE LIBRARY

The adoption of a plan such as proposed in this report necessarily would mean a change in some of the present services and activities of the State Library. In addition to the new role of the State Library in assuming the heavy responsibility of administering the plan, what other changes should we anticipate in the operations of the agency and what operations will be only slightly affected, if at all, by this plan?

Obviously the present inter-loan collection of materials on a special request basis will become more decentralized throughout the state as the systems mature. Most local libraries will use their system libraries for more material now borrowed from the State Library. However, the inter-loan service will still

remain a strong service of the State Library, if for no other reason than that of the State Library serving as one of the four reference resource centers of the state.

On the other hand, the mailing of deposit collections or long term loan collections to libraries throughout the state should cease to occur once a system plan becomes available. It is precisely this type of service that a system library can do, and do better on an area basis than a state agency can do from a single source or even from a few state regional libraries.

The present operations and functions of the state regional libraries will have to be carefully scrutinized to see how they would best fit in with system for-

mation in their areas. Perhaps some of them could be used as a strength source for a new system or systems. Perhaps others should be abandoned entirely. Perhaps they should all operate on a consulting service basis only, with all book and inter-loan services performed through Springfield. These questions can only be answered once the system program is adopted.

Obviously the initiation of a Union Catalog and a Union List of serials as recommended as Part Four of this plan will present a new obligation to the State Library. It is however the type of function which a State Library should perform and one which it can do better than any other agency of the state or better than any other library.

The consulting services of the State Library will change considerably under this plan. At present, the consulting staff of the State Library is very light for the demands made upon it. To guide and financially administer a plan of the scope presented herein will take a much larger library consulting staff than the state now has and one much stronger in the areas of adult work and

administrative techniques than is currently available.

It has sometimes been said in the literature of librarianship that the role of a state library is to work itself out of existence. I do not believe that this should happen in Illinois. The proposals presented herein do however forecast a change in the present State Library services. A change that should actually strengthen the agency. Many of the library services now rendered to local libraries can and should be turned over to the system libraries.

This change in State Library emphasis can best be summarized by saying that the activities of the State Library under this program will be concentrated on those duties and responsibilities which are unique to its position and to those which it should be able to do better than any other agency or any other library; to wit, specialized collections—not general collections duplicated in many libraries, and specialized consultants whose backgrounds and experience guide those libraries working far beyond their own political limits.

THE ANSWER IS OBVIOUS

This report is meant to indicate for Illinois, a direction which it should take for public library development and points out a financial responsibility that the state can no longer shirk. The plan is tempered with financial and political reality. It is a plan which can efficiently function under the present administrative and tax laws of the

State Library and of local libraries. It is a plan which the state can readily afford and is in fact, if anything, too modest or undemanding.

Its adoption will provide a minimum level of library service to all citizens of Illinois and will reduce, if not entirely eliminate, the increasingly unfair burdens pushed on the larger and core city

libraries by their neighboring libraries and citizens alike.

If a plan of this nature is not adopted, the level of library service in Illinois will drop year after year until a public might one day disabuse themselves of the idea of libraries altogether. The state can no longer afford proliferating library units serving fewer and fewer people on comparatively less and less money and providing less and less service each year.

The necessity of modern, quality collection public library agencies as major educational institutions was perhaps best stated by Supreme Court Justice William J. Brennan, Jr. when he said, "... the resources of the central public library are an absolutely essential part of the educational system. Even for children in schools which have excellent in-school libraries, there is still a vast range of materials which cannot be kept in the school building. These will be available from the public library, or not at all. What school, even with the largest available space and the ablest librarian, can obtain

such invaluable materials as government documents, newspapers and magazines, and foreign-language books? And where in the average school will there be room for fine and rare books, recordings of poetry readings, sheet music and historical or technical films? Again the answer seems obvious—so obvious, perhaps, that one need not state it. But I do pose the question and offer an answer for one reason: However obvious it may seem to you that the public libraries make available to school and college students innumerable materials which can't be kept on the school grounds, the dependence of the schools upon the libraries never ceases to impress me as a quite remarkable phenomenon."⁶

It is time that Illinois joins the ranks of the majority of states and *adopts and finances a long-range state plan.* It is up to the library trustees and library staffs to bring these problems and solution to them to the people.

⁶Brennan, William J., Jr., "Law, Liberty and Libraries," *Library Journal*, (1963) Vol. 88, pp. 2417-2418.

SUMMARY OF THE PLAN FOR PUBLIC LIBRARY DEVELOPMENT IN ILLINOIS

This plan recommends a four part program for public library service in Illinois. It delegates to the state the responsibility of ensuring that all of its citizens have equal access to at least a minimum level of library service and assigns to the state the financial responsibility of ensuring that minimum level of library access.

The four basic recommendations of this program are:

- 1) A state financed program of equalization aid to qualifying local public libraries which make a reasonable local tax effort to support a public library but whose financial resources are too limited to provide at least a mini-

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mum level of library service.

- 2) The creation and financing of a network of locally created and governed library systems serving participating local libraries in a system area of at least 150,000 people or 4,000 square miles. In all, 21 systems are proposed, and suggested areas are recommended for each system.
- 3) State financial support is recommended for the establishment of four reference centers in already existing Illinois research libraries. This state support would allow all local libraries access to specialized resource collections and would enable the four resource centers to develop superior collections of reference materials needed by all citizens within the state.
- 4) Creation of a Union Catalog and of a Union List of Serials for materials held by a selected list of Illinois libraries, public, academic and special.

The total annual financial cost to the state under 100 percent local participation would amount to \$6,216,384. The present public library expenditure at a .6 mill tax totals \$11,703,641. The total local funds necessary for 100 percent participation in this plan would equal \$14,796,625.

The present total public library sup-

port in Illinois is \$18,436,785. If all local libraries were to tax at the minimum levels suggested in this plan and those localities which presently support their libraries at a superior level of library service were to continue to do so, total local public library support in Illinois would equal \$21,529,769.

Under the proposals of this plan, with a state wide 100 percent participation, local library support would equal \$2.13 per capita, and state support including the operating budget of the State Library would equal 66c per capita for a total of \$2.79 per capita.

The plan proposes a new direction for the State Library as regards the services and leadership of the State Library. It is not a unique direction, but one more in common with those states (28) which now have a state wide plan of action and financial support.

The proposals of the plan are meant to eliminate or at least reduce drastically many of the problems now facing libraries in trying to meet the ever increasing demands for services by the citizens of Illinois. Without the adoption of a formal development plan, and without the assumption by the state of its basic responsibility in this aspect of education, the library service available to the citizen is in dire danger of collapse.



**Illinois State Library
Task Force
On
Rural Library Services
Report**

May 1989

**Jim Edgar
Secretary of State
and State Librarian**

**Bridget Lamont
Director
Illinois State Library**

F O R E W O R D

The recommendations made by the Illinois State Library's Task Force on Rural Library Service deal with providing adequate library and information services to rural Illinois. Citizens in rural Illinois, especially those in agricultural areas, require access to the same scope and level of complex information as those in Illinois' urban and suburban areas. Illinois libraries play an essential role in the provision of that information.

My thanks to all the members of the task force for a thorough report. Special acknowledgement is made of the contributions of the late Sid Campbell. Sid's thoughts on education and libraries were important to the deliberations of the task force, and his loss has been noted by the entire governmental and education community.

A handwritten signature in black ink that reads "Jim Edgar". The signature is written in a cursive style with a large, prominent initial "J".

Jim Edgar
Secretary of State
and State Librarian

ILLINOIS STATE LIBRARY TASK FORCE ON RURAL LIBRARY SERVICE

INTRODUCTION

Building on a federally funded initiative to identify and provide rural Illinoisans information needs, a conference, "Libraries on the MOVE" (Mississippi and Ohio Valley Exposition, held June 1986, drew attendees from rural areas throughout the Midwest to share concerns, programs, and services; and consequently to develop a "Rural Library Agenda" for Illinois. (See Attachments)

The Rural Library Agenda called for further study and implementation of major rural library development concepts. In August of 1987, Secretary of State and State Librarian Jim Edgar responding to rural community concerns, appointed a special Illinois State Library Task Force on Rural Library Service with legislative, citizen, library trustee, and library community representation. He gave the committee the charge

"to develop strategies for the implementation of the 'Rural Library Agenda' with special attention to legislation for the unserved/underserved of the state, supplementary funding for poorer, rural areas, cooperation among all information providers and efficient technological applications for rural areas."

Secretary Edgar encouraged the task force to concentrate on developing creative, practical, and affordable recommendations for rural library service in Illinois.

The task force members met four times between August 1987 and March 1988 to discuss issues and concerns and make recommendations to the secretary.

Major issues of concern affecting rural library service in Illinois are outlined below. The task force report also makes seven major recommendations. Recommendations #1, 2, 3, and 6F involve legislative initiative action. Recommendations #4, 5, and 6, A, B, C, D, E, G involve study and program priority development action at the local, system, and State Library levels.

Statement of Concern

In the United States, at least 3.3 percent of the population does not have access to tax-supported public library service, according to state library agency reports in the 1985 38th edition of the American Library Directory. Eleven states report that at least 10 percent of their populations are unserved by public libraries. Illinois is one of these. The Illinois unserved population is approximately 15 percent of the

state's 11,473,375 total population and represents a large geographic area of the state. Approximately 50 percent of Illinois lies outside areas taxed for public library service. Both the population and geographic percentages are significantly higher in Illinois than the national average. The 1,707,531 unserved Illinois citizens are the largest in the United States followed by Texas, which has 1,037,531 unserved population.

Therefore, statistically as well as philosophically, the issue of lack of adequate public access to tax-supported library information service is a major concern to Illinois citizens in general and to legislative, local community, and library leaders in particular.

The MOVE Conference advisory committee defined a rural public library as "serving fewer than 10,000 people and either in a county with fewer than 150 people per square mile in 1980 or in a county with over 80 percent of its land in farms in 1982." By this definition, 332 of the more than 600 existing public libraries in Illinois are "rural." Operating expenditures per capita were much lower in rural libraries (\$9.88 in 1985) than in urban libraries serving fewer than 10,000 people (\$30.24).

Two funding issues come to mind when considering the "unserved" (i.e., untaxed for public library service) and the "underserved" rural citizens of Illinois. First, mandated tax-supported public library service throughout the state would appear to an "ideal" helpful first step in striving to provide Illinois citizens with equal access to information resources. However, the political and economic climate at local and state governmental levels does not bode well at this time for considering the sweeping tax reform which would be necessary to effect such a mandate. The reliance on property taxes as the basis of funding educational and local government services remains an impediment to major reforms.

Second, the lower level of per capita funding support in rural and/or poorer levels of the state as a result of varying assessed valuations should be addressed in terms of revising equalization aid formulas as they now exist. Since property tax continues to be the major source of support at this time, the task force has concentrated on equalization aid formula recommendations as a means of increasing state financial support for rural library service.

Expanded coordination and rural resource leadership on the part of local libraries, library systems, and the State Library, and professional and educational associations and agencies are also addressed in the task force recommendations. Regardless of present or potential future levels of funding support for public libraries in Illinois, the task force recommends a concentrated, efficient effort to meet library information needs for rural citizens.

RECOMMENDATION #1 - Designate Equalization Aid Budget Line Item.

The Secretary of State's budget should contain a separate line item for equalization aid to public libraries. When the amount of money appropriated for equalization aid is not sufficient to fully fund all eligible applicants, available funds should be prorated.

Explanation

Currently the Secretary of State's budget contains one line item that includes both equalization and per capita aid to public libraries. When the amount of money appropriated is not sufficient to fully fund both types of aid at their statutory formulas, the law provides that first equalization aid be fully funded with remaining funds prorated among public libraries qualifying for per capita aid.

If more libraries qualify for equalization aid, and if the equalization aid formula is increased, the potential exists for a significant reduction of per capita aid in the event that both formulas are not fully funded. Separate line items would allow the Secretary of State and the General Assembly to make decisions on equalization aid independent of their decisions on per capita aid.

RECOMMENDATION #2 - Increase Equalization Aid Formula to \$7.00 Per Capita.

Legislation should be introduced in FY 1988 to change the equalization aid formula from \$4.25 per capita to \$7.00 per capita. Qualifying rules for equalization aid should remain unchanged. The Secretary of State's budget request for FY 1989 should contain funding at the \$7.00 per capita level.

Explanation

The Illinois State Library estimates that at the \$7.00 per capita level 269 public libraries will qualify for \$4,172,775 in equalization aid in FY 1989.

Equalization aid was designed to assist local libraries to provide funding in cases where lower local assessed valuations prohibited libraries from realizing adequate per capita funding, even though they were taxing at legal limits. The \$4.25 per capita average qualifying rate is much lower than the current national per capita support (\$12.97) and the current Illinois state per capita support average (\$14.92).

Raising the minimum per capita level of support to qualify for equalization aid to \$7.00 would result in 207 libraries serving populations under 10,000 to become eligible for funds. Sixty-two libraries serving populations over 10,000 would also be eligible and many of these communities serve rural populations.

RECOMMENDATION #3 - Establish Library and Information Resources Council.

The Illinois State General Assembly should establish a Library and Information Resource Council within the Citizens Assembly, to become active in FY 1989.

At the same time, the Illinois State Library is encouraged to strengthen and expand reference and library development staff liaisons with existing councils in order to assist with their information needs and in order to alert those councils to roles of library and information resources in helping to meet needs of target populations and issues.

Explanation

Currently, eight other councils within the recently-established Citizens Assembly deal with legislative and service initiatives related to key concerns of the state (children, energy, resources, mental health and development disabilities, economic development, public aid, school problems, women, and rural affairs). The legislative, library, and citizen members of the task force feel strongly that the establishment of an ongoing legislative-level advisory body will provide heightened visibility as well as general assembly accountability for library and information-related programs and initiatives on a statewide level. The "information needy" of our state, many in rural unserved and underserved areas, deserve a voice in policy and fiscal support issues affecting their quality of life.

Councils have sixteen members, hold four public hearings annually, and generate annual report/legislative initiative recommendation documents. In addition to the valuable input of the Illinois State Library Advisory Committee to the Secretary of State and State Library staff, the Library and Information Resources Council can provide ongoing legislative support leadership for helping to better meet rural (and urban) information needs.

RECOMMENDATION #4 - Study County Library Establishment and Support Options.

The maximum tax rate for county libraries should be adjusted from .08 percent to 15 percent in order for county public libraries to tax at the same rate of local support as city, village, and township libraries.

Explanation

The 1974 Dunn Report (Report of the Library Financing Subcommittee of the House Revenue Committee) recommended that county tax rates be raised from .04 percent to .15 percent over a three-year period, but this has not yet been achieved. Currently, there are two county libraries in Illinois.

The Illinois State Library and the Illinois Library Association should, by the end of 1988, conduct a comparative legal analysis of existing laws governing county library service establishment and laws governing district establishment and support. Any resulting legislative reform recommendations should be proposed in FY 1989.

Explanation

The existing county library law would appear to be in conflict with some aspects of both the district and local library laws, especially in regard to establishment options and referendum requirements. Since the recent trend in Illinois has been toward establishment of or conversion to district libraries, these apparent conflicts are becoming more confusing and a hindrance to rural public library planning.

This task force also concurs with issues outlined in a background paper prepared for the 1986 MOVE rural conference:

Countywide public library establishment as a legal possibility has, for all practical purposes, not been aggressively pursued or studied systematically. Such establishment is currently subject to limitations which make such boundaries of service less than desirable since service is based on referendum approved by a majority of voters outside incorporated areas. It is unclear how the establishment of a county library would affect existing tax-supported areas. The tax levy rate limits of .04 percent - .08 percent are far below other library taxing body limits.

While the law does not preclude contracting for service with existing libraries or systems, it does not seem to clearly address the coordination and cooperative involvement of villages, cities, townships, or districts which are already taxing for public library service.

RECOMMENDATION #5 - Continued Support of Project PLUS and Project LIME programs.

The Illinois State Library should continue to encourage the formation of larger units of library service in rural areas, serving minimum populations of 5,000. Libraries serving large geographic areas would seek practical ways to provide local library outlets in small communities, often in cooperation with schools, senior citizen centers, and other community organizations.

The Illinois State Library should periodically review Project PLUS (Providing Larger Units of Service) and Project LIME (Library Mergers) guidelines, especially noting any changes needed in the per capita funding levels to keep pace with state averages, and noting any relevant changes in district library conversion procedure requirements.

RECOMMENDATION #6 - Coordinate Statewide Commitment to Rural Library Service Development.

Rural libraries should be committed to providing the same level of service as urban libraries. Two levels of library service, one for urban residents and a second less complete level for rural residents, cannot be justified. All libraries should strive to provide equal access to information through available local, state, and national networks. A minimum level of service is the right of all Illinois citizens served by tax-supported public libraries whether in rural or urban settings.

To this end, the task force encourages the following continued and expanded activities at the local, system, and State Library development leadership levels:

- A. The task force endorses statewide public library standards to encourage quality library development in all parts of the state. Locally, rural libraries should establish service priorities, but access to state and national information resources throughout ILLINET should be a basic service in all rural libraries. The American Library Association's Planning and Role Setting for Public Libraries, are models of local planning suitable for rural library planning as well.
- B. The Illinois Library Association, Illinois Coalition of Library Advocates, and other associations should give increased attention to rural library issues on their agendas in providing continuing education activities throughout the state. (Adapted from MOVE Conference recommendations.)
- C. Service to special populations in rural areas (i.e., older adults, children and young adults, nonreaders, physically and developmentally disabled, non-English speaking) should be maintained and improved. (Adapted from MOVE Conference recommendations.)
- D. Rural libraries should take the lead in organizing networks of locally operating information providers, such as chambers of commerce, cooperative extension services, farm bureaus, social service agencies, and education institutions. The Illinois State Library and library systems should take leadership roles in setting up model pilot project for facilitating this cooperation and dialogue. (Adapted from MOVE Conference recommendations.)
- E. Rural libraries should continue to improve access to information through the use of new technologies implementing and replicating County Access Center and/or Scientific and Technical Information (STI) services on a countywide or library systemwide level. (Adapted from MOVE Conference agenda.)

Explanation

Information needs of small businesses, agriculture, local government, and social service can be better met with increased access to a wider range of technical expertise and bibliographic and information databases than can currently be provided at the small local library level. Preliminary demonstration success of technical outreach and cooperative linkages on a regional basis merit further exploration and testing in Illinois.

- F. The task force supports the enabling legislation presented to the General Assembly in 1987 by the Illinois Library Association's School Library Funding Task Force for per capita aid to school district library programs which meet standards for ILLINET membership and would support reintroduction of this legislation in FY1988.

Explanation

There is community concern about the lack of required school library media program standards in Illinois. This has a profound impact on the quality of life in Illinois, especially in rural areas already without adequate access to library information services. Generations of students (future community leaders and taxpayers) are growing up without training in how to access information. (Adapted from MOVE Conference background papers.)

- G. The Illinois State Library is also encouraged to work closely with the Illinois State Board of Education, the Board of Higher Education, the Community College Board, and other educational institutions involved in planning cooperative and complementary library services.

Explanation

School/public library cooperation (and potential expansion of or adaptations to tax-supported library service for all citizens) could be enhanced throughout the state, especially in rural areas with high rates of unserved populations. Existing school districts, community college districts, or library system boundaries might provide a framework for dealing creatively with establishing or expanding tax-supported public library service areas.

PROJECTED COSTS FOR EQUALIZATION EXPENDITURES

	\$5.00	\$6.00	\$7.00
GROSS TOTALS	877,663.94	2,059,945.92	4,172,775.31
AVERAGE EQUALIZATION AID GRANT	6,011.40	9,405.15	15,341.09
LIBRARIES AFFECTED UNDER 5,000 POPULATION	103	136	163
LIBRARIES AFFECTED 5,001 to 10,000 POPULATION (UNDER 10,000 POPULATION)	27 (130)	40 (176)	44 (207)
LIBRARIES AFFECTED OVER 10,000 POPULATION	16	42	62
TOTAL LIBRARIES AFFECTED	146	218	269
ILLINOIS STATE LIBRARY			

AGENDA FOR RURAL LIBRARY DEVELOPMENT

Residents in rural areas have the same depth and variety of library and information needs as residents in the more populous areas of our state and nation. Rural libraries, however, are confronted with limitations of geography, size of community, and financial resources which often prevent them from meeting these needs. In an effort to improve rural library services, participants of the Libraries on the MOVE Conference, held in Carbondale, Illinois June 1986 have formulated the following recommendations for rural library development.

1. The state legislature should establish a commission to study and recommend improvements in the availability of library and information service to all residents.
2. The state library agency should develop a statewide, comprehensive plan for making library service available to everyone and should recommend guidelines for boundaries for units of library service.
3. Pending the development and implementation of numbers one and two, continuing support should be given to current projects for the extension of library service, such as Illinois's Project PLUS and Project LIME, thus maintaining current programs.
4. State library associations and other library advocacy groups should give increased attention to rural library issues on their agendas.
5. Resource sharing through multitype library systems, networking, and interlibrary cooperation, should be emphasized to strengthen rural libraries.
6. Additional opportunities for continuing education for rural librarians, library workers, and trustees should be made available.
7. Each rural library should implement a marketing plan based on a needs assessment, an analysis of current and possible services, and a commitment to public relations.
8. Rural libraries should take the lead in organizing networks of locally operating information providers, such as chambers of commerce, cooperative extension services, and farm bureaus. Rural libraries should also be members of regional, state, and national library networks.
9. Rural libraries should be encouraged to establish service priorities and to set up a system of basic services provided without charge supplemented by specialized fee-based services.

10. Rural librarians should be aware of "Avenues to Excellence" and other existing state and national standards. Supplementary standards for rural library service should be developed.
11. Rural libraries should continue to improve access to information through the use of new technologies.
12. Service to special populations, such as older adults, young adult readers, children, nonreaders, and disabled individuals, should be maintained and improved upon by the rural library.
13. A "County Access Center," located in a government facility and administered by a regional library system, should access and distribute the full-range of information services provided by local, regional, state, national, and international library networks to predominately rural areas using state-of-the-art communication technology.

TASK FORCE ON RURAL LIBRARY SERVICE

Mr. Brent Crossland, President
Chili Public Library District
Rural Route 1
Bowen, Illinois 62316
217-842-5839

Mr. Sid Campbell (deceased)
Ashland, Illinois 62612
217-476-3480

Ms. Harriet Conklin, Librarian
Kewanee Public Library District
102 South Tremont Street
Kewanee, Illinois 61443
309-852-4504

Representative John W. Countryman
2125 Stratton Building
Springfield, Illinois 62706
217-782-1977
District Office
South Second & Grove Streets
P.O. Box 545
DeKalb, Illinois 60115
815-756-4666

Senator Vince Demuzio
Assistant Majority Leader
323 Capitol Building
Springfield, Illinois 62706
217-782-8206
District Office
237 East First North
Carlinville, Illinois 62626
217-854-4441

Senator Ralph Dunn
M106 Capitol Building
Springfield, Illinois 62706
217-782-8398
District Office
P.O. Box 150
DuQuoin, Illinois 62832
618-542-3363

Ms. Viletta Hillary
606 West McDonough Street
MaComb, Illinois 61455

Ms. Brenda Pacey, Consultant
Lincoln Trail Library System
1704 West Interstate
Champaign, Illinois 61821
217-352-0047

Representative James F. Rea
2110 Stratton Building
Springfield, Illinois 62706
217-782-8046
District Office
112 East Market Street
Christopher, Illinois 62822
618-724-9444

Mr. Jack Thatcher, Publisher
Daily Clay County Advocate-Press
Flora, Illinois 62839
618-662-2108

Mr. James Ubel, Director
Shawnee Library System
Greenbriar Road
Carterville, Illinois 62918
618-985-3711

Mr. Terry Weech
Associate Professor
University of Illinois, Graduate
School of Library and Information
Science - 410 David Kinley Hall
1407 West Gregory Drive
Urbana, Illinois 61801

ILLINOIS STATE LIBRARY STAFF

Mr. Preston Levi
Illinois State Library
Room 288 Centennial Building
Springfield, Illinois 62756
217-785-0318

Ms. Kathleen Bloomberg
Illinois State Library
Room 288 Centennial Bldg.
Springfield, Illinois 62756
217-785-0052

Ms. Betty Simpson
Western Illinois Library System
1518 South Henderson
Galesburg, Illinois 61401
309-343-2380

**STRENGTHENING LIBRARY
SERVICES
IN
RURAL ILLINOIS**

**A Report
by the
Illinois State Library
Rural Library Panel
October 1992**



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GEORGE H. RYAN * Secretary of State and State Librarian



OFFICE OF THE SECRETARY OF STATE

SPRINGFIELD, ILLINOIS 62756

GEORGE H. RYAN
SECRETARY OF STATE

October 1992

Dear Friends:

Members of the Rural Library Panel met with me in my office on June 25 to discuss rural library concerns and to present me with their report. "Strengthening Library Services in Rural Illinois" is a document that will help us meet the information needs of our rural citizens well into the next century. The panel members have given specific recommendations to the library community for expanding access to library services in the rural portions of Illinois.

I have already begun to implement some of these recommendations. I have appointed individuals with rural library experience to my staff at the Illinois State Library and to statewide committees. My staff has begun working in the areas of telecommunications and library education. We have awarded grants that address county-wide planning and rural partnerships. In the months ahead, I will be asking the library community to help us address other issues to improve the quality of library services in rural Illinois.

The dedication of the panel members was evident in the workload that they undertook and in the depth of the recommendations that they presented. I want to thank the panel members for sharing my commitment to the rural citizens of Illinois.

Sincerely,

A handwritten signature in cursive script that reads "George H. Ryan".

GEORGE H. RYAN
Secretary of State
and State Librarian

GHR:isl

STRENGTHENING LIBRARY SERVICES IN RURAL ILLINOIS

Major Recommendations

- 1. As an educational imperative, establish as a goal that all Illinois citizens have public library service, and that students must have access to library services.**
 - Require that counties within regional library systems have universal library service plan developed by 1996.
 - Implement a statewide borrowers card.
- 2. Determine the feasibility of toll-free telecommunications access to the ILLINET Online statewide database and regional library system databases for library and public use.**
 - Solicit support from private sector for library telecommunication and computer equipment costs.
 - Provide grants to rural libraries so they may have access to automated library and information databases.
- 3. Structure rural library service around the strongest service entity in a community, be it a public library, school library or an academic library.**
 - Utilize federal funds to initiate cooperative, community based library services.
 - Establish an award for library contributions to rural life.
- 4. Develop new means of delivering library education to staff members in rural libraries.**
 - Develop with the Illinois Community College Board and local institutions a training program for rural library personnel.
 - Utilize satellite and other new technologies to deliver library education.
- 5. Take advantage of public sector - private sector partnerships to provide the financial support necessary to expand rural library services.**
 - Promote the "Adopt a Library Program" in rural areas.
 - Continue to promote larger units of public library service.
- 6. Commit to implementation of the recommendations of the Rural Library Panel by the year 1996.**
 - Develop a definition and vision of rural library service for the next century.
 - Determine what is a viable geographic size and population of a public library service area in a rural area.

Introduction

On June 19, 1991, Secretary of State George H. Ryan announced the formation of a Rural Library Panel and charged it to hold a series of public hearings throughout the state in order to develop recommendations for improving rural libraries and making library service and information more accessible. In Secretary Ryan's campaign position paper, Strengthening Libraries in Illinois, he stated: "As Secretary of State, I will develop a plan to assure that library services are available in every community in the state. I want to know that the children growing up on farms and in rural communities will have the same access to information and resources as children in university communities."

Of the 624 public libraries in Illinois, 103 libraries serve populations of less than 1,500; 108 libraries serve 1,500 to 3,000; 89 libraries serve 3,000 to 5,000; and 92 libraries serve 5,000 to 10,000. Half of all Illinois land lies outside areas which are taxed for public library service. Even with twenty years of the Project PLUS (Promoting Larger Units of Service) program and other library extensions, 1.4 million people in Illinois do not have public library services, and there are 21 counties that have only one public library.

The members of the Rural Library Panel represented both public and private sectors interests in libraries, government, education and commerce. Persons appointed to the panel were as follows:

Debbie Aggert, Director, Ashland Public Library District
Dr. Fred A. Banks, Superintendent, DuQuoin Public Schools
Phil Bradshaw, Board of Directors, Farmers National Bank of
Griggsville
Brent Crossland, President, Illinois Library Association
Dr. Donald Uchtmann, Director, University of Illinois Cooperative
Extension
Jack Ewing, Macomb
Cary Israel, Executive Director, Illinois Community College Board
Nancy Kreczmer, Media Specialist, Jacksonville Public Schools
John McCall, President, Knox College, Galesburg
Joe Sciacca, Consultant, Lincoln Trail Libraries System, Champaign
Janice Sherman, Director, Morton Public Library
Karen Stott, Director, Savanna Public Library District
Jim Ubel, Director, Shawnee Library System, Carterville
Dr. Rhonda Vinson, Director, Office of Community Development,
Southern Illinois University - Carbondale
Jim Walsh, Carmi
Dr. Norm Walzer, Director, Institute for Rural Affairs, Western
Illinois University, Macomb
Bridget L. Lamont, Director, Illinois State Library (Chair)

Five public hearings were scheduled throughout the state in the Summer and Fall of 1991. Over 350 people attended the hearings which were held on July 29 in Effingham; on August 14 at Carl Sandburg College in Galesburg; on August 26 at the Watseka Public Library; on September 10 at the West Frankfort Public Library; and September 23 at the Illinois State Library in Springfield. During that period, written suggestions were also received from throughout the state regarding rural library development and library service in unserved and underserved areas.

This report and its recommendations are based on the testimony at the hearings, correspondence received and subsequent deliberations of the Rural Library Panel. The report reflects the recurrent themes which were evident throughout the hearing process and expanded or confirmed in written correspondence.

Action Agenda

1. **As an educational imperative, establish as a goal that all Illinois citizens have public library service, and that students should have access to library services.**

Betty Head, Director of the Shawneetown Public Library, testified that Galatin County has a consolidated school district, but only the children living in Shawneetown may check out books from the public library. Access to information is vital for human and economic development, and the accepted, familiar and logical access point is the public library. The financial framework of public and school libraries must be improved so libraries can meet the needs of their users. Rural library users are able to use their library card in other libraries in Illinois. Libraries in rural areas have borrowing privileges in the 2,700 libraries in the Illinois Library and Information Network (ILLINET), so library users in rural communities should have the same access to information as available to library users in urban communities.

A concern expressed throughout the hearings was that while equal service cannot be guaranteed, a minimum level of service can be guaranteed. Examples of inequities are in the areas of annual receipts, salaries and hours of service as reported to the Illinois State Library in Fiscal Year 1990-1991. Public libraries serving populations up to 3,000 have the average annual receipts of \$29,336, or \$9.78 per capita, compared to public libraries serving populations of 50,000 to 75,000 which have average annual receipts of \$2.25 million, or \$30.00 per capita. The budget for salaries and wages for public libraries serving populations up to 3,000 is \$11,921 compared to libraries serving populations of 50,000 to

75,000 which have average salary and wages of \$1.2 million. Also, the public libraries in rural areas are open fewer hours than libraries located in other parts of the state. Public libraries serving populations up to 3,000 are open an average of 25 hours per week compared to public libraries serving populations of 50,000 to 75,000 that are open an average of 70 hours per week.

To implement this recommendation, the Illinois State Library will take the following actions:

- Direct the library systems to develop and implement regional plans to provide comprehensive local library services. A variety of options can be utilized, such as a major push to hold library establishment or expansion referenda throughout the system area on a single day; organizing county-wide library service areas, including contractual arrangements; and developing joint school - public library service entities.
- Implement and promote a statewide borrowers card program throughout the State of Illinois. All types of libraries are encouraged to participate in this voluntary program.
- The strategies under this recommendation and other recommendations in this report negate the need for non-resident cards beyond 1997. People in the unserved areas of the state will be given opportunities prior to the next century to assure the provision of public library service in the areas where they reside. If they elect not to take advantage of the opportunity, then library service providers are to concentrate on the needs of the citizens providing tax support for libraries.

2. **Determine the feasibility of toll-free telecommunications access to the ILLINET Online statewide database and regional library system databases for library and public use.**

Kendi Kelley, Director of the C.E. Brehm Memorial Public Library District in Mt. Vernon, described telecommunications cost escalation at the West Frankfort hearing. She stated her library's telecommunications costs increased from \$156 per month in 1982 to \$572 per month in 1991 for one data circuit for its shared automation program. Jan Beck Ison, Director of the Lincoln Trail Libraries System (LTLS) stated that a LTLS member library located one hundred miles away from the system database pays a \$400 per month telecommunications charge for a dedicated circuit. Juanita Moore of the Centralia Public Library stated at the Effingham hearing that libraries are trying to keep pace with technology because "we don't want to be put back in the 1950s."

Although many school libraries own the needed computer equipment, the telecommunications costs keep the library staff from accessing databases, thereby depriving students of fair access to library resources. Vital information that library users need is in regional library systems and statewide databases, but it is useless unless it is accessible. The financial barriers to accessing information need to be minimized.

To implement this recommendation, the Illinois State Library will take the following actions:

- Work with the business community to underwrite funding for telecommunications access to statewide and regional library databases.
- Encourage rural libraries to solicit support from local businesses to

assist in the purchase of computer equipment which can be used to access online databases, such as ILLINET Online and other information databases, as well as to assist with library operations and to be used for public access.

- Inform rural libraries about the availability of online databases that will be helpful to users, especially in the areas of economic development and health care.
 - Continue to address library applications of the Illinois Department of Central Management Service's fiber optic network. This effort should include working with netILLINOIS, a collaborative effort among information professionals, to establish an education and research network for the State of Illinois.
 - Identify rural libraries for participation in national resource sharing network through netIllinois.
 - Determine which types of automation technologies are the most appropriate and cost effective for a rural library service area, as well as investigating a way to locate operational computers that public and private entities intend to replace and place them in libraries.
- 3. Structure rural library service around the strongest service entity in a community: a public library, school library or an academic library.**

Ruth Childers, Director of Olney Public Library, testified in Effingham that public librarians should think of themselves as the rural community's information specialists. She said partnerships among libraries should be formed, and the libraries "in each community are different and should build on their strengths." Rick Dulaney of Cissna Park, a model joint school-public library facility, testified in Watseka and outlined the

success of the combined school-public library facility in Cissna Park. The combined operation is successful because of community support, and he pointed out that a joint facility project "should not be viewed as a way to save money, but as a way to better utilize money."

To implement this recommendation, the Illinois State Library will take the following actions:

- Establish an LSCA funding priority to organize and establish combined multitype library units of library service. LSCA grant applications should be solicited by the Illinois State Library in FY 1994 for planning cooperative service ventures.
 - Explore the option of schools contracting for library services for students from the local public library.
 - Consider establishment of a funding priority for combined public-school library facilities under the Secretary of State's Public Library Construction Grant Program.
 - Establish an award program to recognize library service entities which contribute to the quality of life in rural communities. This activity should be pursued as a partnership with the private sector as a means of underwriting the program.
4. **Develop new means of delivering library education to staff members in rural libraries.**

Kenneth Wagner of Kewanee Public Library District stated in Galesburg that it is difficult to attract qualified library personnel from outside the community because Kewanee cannot afford competitive wages, and "we have to rely on local people who need training." Jane Hill of the Marrowbone Public Library District stated in Springfield that it is

important for rural library staff members to have access to continuing education activities that are conveniently and centrally located so "librarians can help librarians." Continuing education opportunities for staff are limited, and the long distance to travel to workshops limits attendance in rural areas. Also, the one-person library would have to close to permit the one librarian to attend a meeting.

Because of limited budgets, hiring a librarian with a masters degree in library science is out of reach. Staff members without the MLS degree have the same demands placed upon them as a patron places on librarians with professional degrees. It was noted during the hearings that a degree is less important for some rural librarians than a certification for competency.

To implement this recommendation, the Illinois State Library will take the following actions:

- Work with the Illinois graduate schools providing accredited masters degrees in library and information science, and with the Illinois Board of Higher Education, and the Illinois Community College Board in developing a consortium to provide education and training for rural library personnel.
- Support innovative rural library education programs with Library Services and Construction Act (LSCA) grants.
- Develop a recognition program for individuals working in rural libraries with certificates for levels of continuing education achievement.
- Utilize satellite technology as an alternative means to deliver continuing education for library staff members and trustees.

- Solicit funding from foundations and the private sector to underwrite library continuing education activities, especially in the areas of accessing information databases and library management.

5. Take advantage of public sector - private sector partnerships to provide the financial support necessary to expand rural library services.

Speaking at the Lincoln Trail Libraries System 25th Anniversary Forum on November 18, 1991, Secretary Ryan stated that in FY 1992 "we significantly increased the amount of federal grant funding for our rural libraries. We steered a total of \$1.36 million to rural library initiatives...a 60 percent increase in funding from last year. Moreover, those grants comprise about 45 percent of the total funding program, compared with just 30 percent last year. I saw that effort as a step toward equalizing the vast differences that exist in funding for our rural and more urban libraries." Funding provided from the Office of Secretary of State and the Illinois State Library help rural libraries help themselves and their users. Grant programs for establishing and enhancing public library and school library services should continue to expand in order to assure that rural libraries take steps towards progress. Since 1972, 146 Project PLUS grants have been awarded for approximately \$8.8 million, with 101 successful referenda that have resulted in 656,175 people receiving public library service.

To implement this recommendation, the Illinois State Library will take the following actions:

- Study the public library equalization aid program in order to develop a strategy so qualifying libraries will meet the minimum criteria for public library service, as outlined in the Project PLUS guidelines, through annexation or merger within five years. Equalization aid

should be re-evaluated before the end of the decade to see if the grant program's goals have been accomplished while taking into account that libraries in economically depressed areas will continue to need support.

- Continue to use Library Services and Construction Act (LSCA) grants to promote larger areas of service. LSCA grants for Project PLUS, which is for the establishment and expansion of public library districts, should continue until the end of the decade.
- Investigate with the Illinois State Board of Education the possibility of grant funds to promote cooperation among schools and public libraries in order to ensure students in rural schools have basic or improved access to library service.
- Promote the "Adopt a Library Program", a collaborative effort between public libraries and local Chambers of Commerce to promote how the local business community can assist libraries.

6. Commit to the implementation of the recommendations of the Rural Library Panel by the year 1996.

At the conclusion of the final Rural Library Panel hearing in Springfield, panel member Cary Israel of the Illinois Community College Board stated that the major issue facing rural libraries is dwindling financial resources in a period of greater demands for library and information services. He indicated that libraries and education are growth industries, and society needs to recognize their value. At the Rural Library Panel's working session on October 28, 1991, panel members agreed that rural library development needs to be addressed on an on-going basis, and in order to assure that the Rural Library Panel's

work is brought to fruition, the Illinois State Library commits itself to implement the recommendations in this report.

To implement this recommendation, the Illinois State Library will take the following actions:

- Develop a definition and vision of rural library service towards the 21st Century.
- Determine what is a viable geographic size and population of a public library service area in rural Illinois.
- Develop a statewide marketing strategy to promote the value of libraries in rural communities.
- Establish a program to encourage citizens to volunteer in libraries in rural communities. Volunteers have been a key component in eradicating illiteracy in the state, and that commitment to literacy training by volunteers should be fostered, as well as encouraging them to participate in other library activities and programs.

7. Other recommendations

In addition to the major recommendations, the Rural Library Panel has identified other actions which the Office of the Secretary of State and the Illinois State Library will take, including the following:

- Investigate and monitor legislation in other states which allow for a tax on video rentals, earmarked for public and school libraries.
- Promote alternative sources of funding, such as the Illinois Rural Bond Bank, the Illinois Development Finance Authority and tax increment financing districts. The Illinois State Library should

explore packaging a bond issue for libraries interested in making their facilities accessible to people with disabilities, as well as renovating libraries that are in need of structural upgrades or new construction.

- Promote the library's importance to a community's economic development, by emphasizing the value of libraries to businesses and governing officials. The role of libraries needs to be communicated by the state library and library systems.
- Identify successes where rural libraries have contributed to economic and community development.
- Ensure that individuals representing the needs of rural libraries are appointed to Illinois State Library committees.
- Investigate funding options to provide tax support for public library service, including using the state income tax as a potential source of revenue for libraries; taxing the residence in a rural area rather than the home and farmland; and the state providing minimum funding for public libraries with local funds to pay for supplemental expenses.
- Appoint staff at the State Library with rural library experience.

Conclusion

The Rural Library Panel considers its statewide hearings and recommendations as the first steps in an on-going process of developing rural Illinois libraries to their fullest potential. As a new century approaches, it is clear that economic development will be a major endeavor for rural communities. Community library and information services

provided by an informed staff are a vital resource in improving the quality of life in a rural community. The condition of rural libraries is not unique to the Prairie State, and the recommendations in this report reflect an emerging national vision of rural library development.

In September 1990, at the Wilson Symposium on the Future of Public Libraries in Omaha, a foundation for rural library planning for the year 2000 was formulated. The symposium participants identified the need for library staff and trustees to have opportunities to attend continuing education; the need for new approaches towards funding and supporting library services; the need for affordable telecommunications to allow librarians and patrons to access library and information databases; and the importance of the library being a leading institution in order to foster economic development in rural communities.

As indicated by those who participated in the hearings throughout Illinois, a rural library means different things to different people...a congenial place with social benefits; a window to total information; a place children can walk or bike to; a comfortable place to curl up with a book; and a vital component for economic development, just to name a few. A rural library can help achieve our vision of children growing up in rural Illinois able to re-invest the knowledge and skills they acquire from their local libraries in their communities.

**Public Library Service
for All:
A Report from the
Summit on the Unserved**

**Illinois State Library
November 2-3, 2000**

Jesse White
Secretary of State and State Librarian

Jean Wilkins, Director
Illinois State Library



OFFICE OF THE SECRETARY OF STATE

JESSE WHITE • Secretary of State

February 2001

Dear Friends,

Nearly one million Illinois residents are without tax-supported public library service. As State Librarian, I am aware of the importance of library service for people of all ages, income levels, economic conditions and education. Libraries offer so much to all the people of Illinois and are an important aspect of the life-long education process.

I appreciate and value the work of the participants at the Summit on the Unserved in October 2000 to address the long-standing issue of the unserved. As a result we have clear direction on the next steps to take in achieving public library service for all.

Sincerely,

A handwritten signature in cursive script that reads "Jesse White".

JESSE WHITE
Secretary of State
and State Librarian

Executive Summary

The director of the Illinois State Library/Office of the Secretary of State, Jean Wilkins, convened a summit on October 2 & 3, 2000 to address the issue of nearly one million Illinois residents without tax-supported public library service. Seventy librarians, public library trustees, government officials, unserved residents and others with interest in the issue participated in the summit. A public hearing was held at the end of the first day of the summit to gather broad input on the topic, and written comments were also solicited.

At the end of the two-day meeting, summit participants identified top recommendations for follow-up by the Illinois library community. These recommendations included:

- Develop an action plan for statewide universal service and a plan for legislative action to mandate tax-supported public library service.
- Address funding reform for library service.
- Allow non-contiguous annexation by parcel or community through a change in public library legislation.
- Hold public hearings throughout the state to provide an opportunity to hear from the unserved.
- Work with real estate associations to require disclosure on whether or not public library service is included for residential real estate.

The consensus of the summit was clear: to achieve statewide tax-supported public library service. Follow-up efforts will be a priority in identifying specific action steps to be taken. The Illinois State Library will appoint an implementation group to develop an action plan by October 2001.

Background

Although 645 public libraries provide service to 11 million plus Illinois residents, 700,000 residents remain without tax-supported public library service. Some unserved areas of the state have voted against annexation to a library service area; other areas cannot be annexed readily by municipalities. The persistent problem of the unserved has been discussed during the past 30 years with no clear solution in sight. Non-residents are unhappy when they are told about the General Assembly-mandated non-resident card fee.

Initiatives in past years to address the unserved issues included:

- **Project PLUS** (Promoting Larger Units of Service), a federal grant-funded demonstration program designed to promote the expansion of public library service. During the 22 years of Project PLUS (FY72-FY93), 682,386 people were added to public library service areas. During this time, 42 referenda (28%) were defeated at the polls.
- **The Libraries on the MOVE conference** in 1986, co-sponsored by the Shawnee Library System and the Illinois State Library. The conference focused on how libraries can have a positive impact on the economic development and culture of an area. The resulting *Agenda for Rural Development* included a recommendation that a statewide, comprehensive plan for making library service available to everyone should be developed.
- **Project LIME** (Library Mergers), another federal grant program to promote the merger of public libraries and any unserved area in-between. Interest in Project LIME was limited but did lead to the establishment of the Indian Prairie

Public Library District, a merger of the libraries in Darien and Willowbrook in 1988. Public libraries in Bowen and Augusta also merged.

- **The Illinois State Library Task Force on Rural Library Services.** The task force issued a report in 1989 with a recommendation that the State Library continue to support demonstration projects for expanding library service.
- **The Rural Library Panel,** appointed by Secretary of State George Ryan in 1992. This panel included a recommendation that all Illinois citizens have public library service. The panel held public hearings throughout downstate Illinois as part of its data-gathering efforts.
- **Library cards for all children.** "Cards for Kids" ideas have been considered by the Illinois State Library and library systems.
- **Regional demonstration grants,** funded with federal funds. Grants were awarded to five regional library systems in 1995 and 1996 for the purpose of expanding library service in the region.
- **Regional planning panels.** The planning panels, established under state law enacted in 1995, were directed to submit plans to the Illinois State Library/Office of the Secretary of State detailing how existing library service providers may extend public library services to those people currently unserved by a public library. The recommendations from the 30+ panels varied widely, in part due to differences in geographic location.

Despite considerable interest in addressing the unserved issue, no clear consensus emerged on how to proceed.

With Secretary of State Jesse White's concern about the number of unserved, his staff at the Illinois State Library turned their attention to this problem.

The Summit on the Unserved

Jean Wilkins, Director of the Illinois State Library, convened a summit meeting October 2-3, 2000 to address the unserved issue. The summit was held at the Illinois State Library in Springfield. The 12 regional library system directors nominated the majority of the invitees. Invitees provided broad representation in terms of geographic location and a mixture of librarians, board members, unserved and special interests such as the agricultural community. Library system directors and staff assisted the State Library in staffing the conference.

Following a welcome from the Illinois State Library Director, the Summit on the Unserved began with a panel discussion on issues and ideas for addressing the unserved. Panelists included:

- Nancy Buikema, School Media Specialist, Fulton Community Unit School District, Fulton
- Sharon Campbell, Public Library Consultant, Shawnee Library System, Carterville
- James Howard, President, Lincoln Land Community College, Springfield
- Nicole Snoblin, resident of an unserved area, Lake Bluff
- Jim Ubel, Director Emeritus, Shawnee Library System, Carterville
- Jean Wilkins, Director, Illinois State Library, moderator.

The panelists touched on a number of issues and ideas, with particular interest in 1) the process that was followed in establishing statewide community college service and 2) the

effort to establish a library services district so that the Lake Bluff Public Library can provide services to an adjacent unserved area.

State Rep. Gwenn Klingler discussed the panelists' comments and talked about the issues the General Assembly would need to address in expanding public library service.

Summit Discussion Topics

Following the panel, summit attendees were divided into seven groups to discuss major issues relating to the unserved. Each group had the opportunity to discuss every topic. In order to maintain continuity, a regional library system director, assisted by State Library and system staff, facilitated discussion of each issue throughout the two days. As the summit progressed, the groups built on preceding discussion(s).

A summary of the discussion on each topic follows:

- 1) What are the overriding principles that need to be addressed regarding solutions to the unserved? Prioritize these principles.**

The philosophical idea that everyone has a right to public library service emerged very strongly.

The idea of a strategic plan for solving the unserved problem also materialized. Specifically, summit participants noted that when the number of unserved decreases to a certain point, resistance in the legislature will not be a factor. As a result, the recommendation was for research to determine "the point" and that a number of supporting activities

be initiated immediately to reduce the number of unserved to meet the "magic point." This became the overriding recommendation of the discussion groups.

Early in the discussion, the possibility was mentioned that the Internet and electronic communication had the potential to change the parameters of what it means to serve the unserved. The following groups noted this, but it did not make the list of issues of importance.

2) Are non-resident cards workable in the 21st century? Should we forget about this piecemeal approach to library service in unserved areas? Are system-wide cards an answer?

The following were continuing refrains from the discussions:

- Non-resident cards should only be used as an interim answer, for an additional five years maximum. They should be for local use only, using the tax bill method for calculating the non-resident fee.
- Tax support for public library service should be mandated.
- Every citizen should be placed in a public library service area (LSA) with a variety of possible providers in the area. The LSA governing body could determine the provider of the library service for a defined area.
- Property tax should continue as the base of support for public library funding but support from other sources is needed as well; e.g. sales tax, etc.
- Universal service is needed while simultaneously keeping local control.
- Non-contiguous areas should be allowed to annex into a library service area. Annexation should be allowed by parcel.

3) Should we look at different solutions for different areas of the state? Or is a "one size fits all" solution a rational goal? What are the special needs of different parts of the state that need to be addressed by the overall solution(s)?

There was general consensus that more research was needed to see what solution or solutions would work. The groups discussed the possibility of enabling legislation with funds distributed through systems to address specific local needs.

Likewise, the community college model in extending service statewide was viewed with favor. Providing library access to everyone was viewed as a necessary and important step. Assigning current unserved areas to library service areas would be a good first step while also encouraging local initiatives.

In extending service statewide, a variety of funding sources would seem to be in order. Property tax, levied statewide, would need to be a main part of the solution because it ensures local control. A statewide property tax for libraries would also provide a base level for other funding.

There was also discussion about the pros and cons of a library-specific tax statewide, as a supplement to local property tax. Income tax was viewed as a possible source, looking at the Ohio model. It would take the burden off property taxes. Discussion also ensued about adding a "distance" component to the distribution of state funding.

The consensus was that access should be universal but differences in local needs should be addressed in devising the solution. No new library service areas are recommended; instead, existing service areas should be extended. Additionally, alternatives to the word, "mandate," should be used, such as "foundation level" or "universal."

- 4) What are the biggest barriers to statewide public library service? What are the solutions for addressing the barriers?**
- **From the non-resident's perspective**
 - **From the resident tax-payer's perspective**
 - **From the library trustee's perspective**
 - **From the library staff perspective**
 - **From the perspective of staff from other libraries**
 - **From the perspective of local government officials**
 - **From the perspective of state elected officials**

The conversation in all groups was spirited and enthusiastic. The general feeling was that the biggest barriers had to do with fees, taxes, and a general confusion of what is included in a tax bill. Public libraries are NOT free, despite public perception to the contrary. A response from most groups identified a need to provide an education plan about the benefits of statewide public library service. This marketing and education plan would provide information for the general public as well as local government officials.

A strong recommendation was to set a uniform time for a statewide referendum for library service. Discussion included the idea that a

library system consultant could work for a two-year period to help with a marketing and promotion campaign.

The themes of research development and marketing were repeated in most sessions. Education also was a recurring theme. Trustees must be advocates in this process, but they must be educated and given the sound bites necessary to "sell" the idea. This training should be done at a local level. Education of local government officials would be important to this success of a referendum.

A mandate should only come with money associated with it. An independent source of funding that stays out of the political arena would be helpful. Other financial issues included equity and fairness of the tax rate and equity of financial support (how the non-residents pay should be equal to what residents pay for tax supported library service).

- 5) Should statewide library services for children be the first priority? If so, what are the possible solutions?**

The consensus of the discussion sounded an emphatic rejection of the idea that children's service was the first priority. Universal public library service is the priority for all areas and all ages. Public libraries are from birth to death. Lifelong learning is vitally important. Don't fragment the family or choose one population segment over another. The essential goal of statewide literacy may be achieved only on an integrated family service model.

Another strong consensus was the recognition of the need for a major overhaul of Illinois school libraries, the education and certification of school librarians, and the state's woefully inadequate funding. In some

geographical areas, expanded use of school libraries may be a way to overcome the lack of a public library. However, many concerns were raised about the pitfalls of joint use facilities.

A third, trickier consensus was the agreement about the detrimental effect of providing "kids cards," school contracts, or summer-use only cards. The desire to facilitate usage was universally embraced. However, it was recognized that the political reality of an entitlement approach to children's service creates counterproductive outcomes (i.e. unfunded mandates).

6) What can we do to encourage legislators, citizens in general, the unserved and the underserved to be more interested in public library service? How can we get citizens to value and provide funding for library service?

Throughout the two days, there appeared to be near unanimous agreement to focus our energies and resources on obtaining universal service. Some of the means discussed were:

- Marketing. Citizens and legislators are generally not aware that some portion of the Illinois population does not live in the area of a tax-supported public library. This situation can be reversed by a well-organized, multi-pronged public relations effort. The message should be conveyed by all possible means including print, broadcast, cable and person-to-person (grass-roots) initiatives.
- Market research/visioning/message preparation. What essential services do libraries provide? What message will influence legislators and untaxed, unserved citizens to

vote for statewide or local library service? Libraries are not unlike other service businesses in that they are searching for whatever it is that distinguishes their service from a plethora of similar services.

Legislators and citizens won't simply vote for universal or local service because librarians are good people with a good cause. Rather, the need is to show why library service adds value to people's lives. An example is the rebirth of community colleges in the late 1980's to the early 1990's. At that time, they went from being two year preparatory schools for four year colleges to multi-faceted education agencies that support careers requiring two years of job training, literacy, adult education and also provide the first two years of college.

- Sequential steps aimed at achieving universal service. State Library programs or library community policies should be used to create an environment for a legislative push for universal service. For example, the Illinois library community still needs Project PLUS and needs it until the number of people who do not live in tax-supported public library districts is down to some low (but unknown) percentage of the State's population - 4% or 5%, for instance. In 5, 10, 15 years, when the number of people who are untaxed is minimized, by comparison the high number of people in library taxing districts will create the critical taxing mass needed to achieve legislation mandating library service.
- Lack of universal service limits library publicity and library service efforts. Because not all people in the State are in a public library district, the library community has a serious problem creating and marketing library services on a

statewide basis. It is challenging to make blanket statements about getting "service at your (public) library" because not everyone has library service. A vision of how state-level publicity, planning, and organization will improve library service, and library use is the crucial element in getting more support for universal service from the library community and state legislators.

7) Based on the overview of the regional planning panel reports, prioritize your group's top five solutions for addressing the unserved issue. Why are these five solutions the best?

The charge of looking at the regional planning panel reports provided the opportunity for a thorough review of the recommendations of those panels. From the first group to the last, all were in agreement that universal public library service is the desired outcome. There was not any real support for stopgap measures of universal service for children or any other specific age group. Most of the participants wanted to look at options that went beyond property tax to fund universal service, but there was no consensus to eliminate property tax. The stability and the issue of local control of the property tax was the driving factor for participants to recommend that this method of funding libraries be continued. There was consensus that some sort of additional funding from state sources was appropriate and the most desirable outcome. Over the course of the discussion, 15 cents was the consensus as a good base for the property tax.

A sentiment that continued to build during the discussions was the need for Illinois to do a more exhaustive

review of how other states fund public libraries. Ohio and Kentucky were mentioned as places to begin with, Ohio being a state that has a good funding base. However, studies should not be limited to those two states. Another sentiment that built during the discussion was for Illinois to further develop public libraries based on existing boundaries -- public library boundaries, community college boundaries, school district boundaries, or county boundaries. However, there was a sense that this part of the process does not need to be recreated. The groups also believed that local control was essential in public library service.

Early in the discussions there was a strong sentiment for the panel recommendation that library affiliation be part of all real estate listings. It was believed that buyers are often misled about what services are available when they purchase property.

Finally, there was some discussion regarding options on what property would be taxed for library service. One example discussed was taxing homesteads and not farmland. Further discussion determined that this is an issue beyond the scope of library service.

Overall, the consensus recommendations were:

- Achieve universal public library service through a combination of revenue sources with property tax as the base along with other state revenue as additional funding.
- Review public library funding in other states.
- Use existing jurisdictional boundaries to achieve universal service.
- Retain local control.

Public Hearing

An opportunity for public input on the unserved issue was provided at the end of the first day of the summit. Since it was early in the summit, public comments were made at a key time to enlighten the summit participant discussions.

Seven people provided oral testimony at the hearing; their names are listed in Appendix B. Their testimony included the following major points:

- The General Assembly should make district library boundaries permanent, instead of allowing district libraries to be diminished due to municipal annexations.
- The State Library should provide 18-month demonstration grants, similar to the previous 12-month Project PLUS grants.
- District libraries should be allowed to annex non-contiguous territory.
- Many citizens of southern Illinois cannot afford nonresident fees; there must be a more equitable way to pay for library service.
- Southern Illinois is the poorest region in the state, and fewer people have access to libraries. There is a connection here.
- Universal public library service should be mandated.
- System-wide cards will preclude realization of universal library service.
- Librarians and library boards need to acknowledge that "optional taxation" is unfair to residents who must support the public library.
- Illinois's great, innovative library history and practice should be expanded to include true equity of access to information.
- Universal public library service is economically important to the

library industry and library development in the state.

Written Comments

Thirty-five people or groups submitted written comments in response to a statewide press release from Secretary White. Comments from non-residents and the library community were wide-ranging and included the following themes:

- Senior citizens cannot afford non-resident fees.
- All Illinois residents should support library service through their taxes.
- Everyone should have free access to a library.
- Non-resident cardholders are considered second-class citizens.
- The community college model of expanding service statewide is an equitable model to follow.
- Libraries need more funding if they begin serving more patrons.
- Legislation should be pursued to enable a library district to annex by ordinance following a petition request.
- Senior citizen and public housing located just outside a library service area should be served.
- Consideration should be given to a township or county tax that would include library access.
- The Secretary of State should work actively with the Governor and General Assembly to provide more access to public library service.
- There is a great need for library service to everyone, which will require a change in the Illinois tax structure. The Illinois State Library should take the lead in making this occur.
- Everyone has access to a public library. If they're willing to pay, via property tax or non-resident fee,

they can also borrow materials. Someone has to pay.

- The state should look into alternative funding -- instead of property tax consider memorial funds, etc.
- Set a goal to make libraries affordable and available to everyone that lives in the state.
- Rural children of Illinois are already at a disadvantage when it comes to education. Make a library accessible to all.
- Any resident of Illinois should be allowed to ask to have his/her own tax bill adjusted to pay the library tax to ensure unlimited library access.
- The law that allows consideration of dissolving a library district every five years should be rescinded.
- More quantitative standards such as a minimum annual tax levy of \$125,000 for public libraries should be stated.
- The Illinois State Library should have a policy that community colleges should not serve as public libraries.
- Library systems should take more of a leadership role in library service.
- New initiatives are needed, such as county library systems (perhaps modeled on Ohio and Indiana) or statewide local financial support for public libraries, perhaps modeled on Iowa and Wisconsin. Another consideration should be new methods of funding to supplement or even replace property tax (Indiana is one model).

Summit Recommendations

While the range of discussion over the two-day conference was exhaustive, the energy, dedication, and commitment to finding solutions were

not. As Susan Lucco, Director of the Lewis & Clark Library System, reported, "It was heartening to learn that the desire to pursue the goal of the universal public library is still strong in our statewide library community."

After the small group discussions concluded, the facilitators reported on the consensus recommendations from the discussion of the issues. Each recommendation was posted on flip chart paper throughout the large meeting room. Summit participants voted on their preferred recommendations. Votes were tallied and consensus was noted in a number of areas.

Top recommendations were as follows:

RECOMMENDATION #1:

Develop a statewide universal service action plan and a plan for legislative action to mandate tax-supported public library service. Allow for local differences in implementation.

This recommendation was supported by similar recommendations as follows:

- Prepare a strategic-long-range master plan for implementation of universal service.
- Mandate universal library service; decrease reliance on property tax; increase state contribution to public library service
- Plan for one statewide referendum vote for universal public library service. Since 94% of the population is already served, a "yes" vote in favor of library service is very likely.

RECOMMENDATION #2:

Implement a statewide marketing program to support universal library service -- a joint state-local effort supported with grant funds geared towards all ages; not a special card for children.

RECOMMENDATION #3:

Reinstate the "System Development Officer" position at the library systems for a three-year period to work together to coordinate the statewide campaign.

RECOMMENDATION #4:

Undertake comprehensive research as background for addressing the unserved issue. Research should include a survey of other states; economic impact research focusing on case studies and focus groups comprised of unserved residents.

RECOMMENDATION #5:

Develop a statewide plan for exemplary multitype library service including investigation of new funding strategies, providing services to unserved as they become served, utilizing a coalition to address school library improvement and marketing the value and uniqueness of libraries.

NOTE: This recommendation addresses library service in a multitype environment, not universal public library service.

RECOMMENDATION #6:

Address funding issues related to public library service:

- **Diversify tax sources with less reliance on property taxes.**
- **Change per capita grants to include land area and incentives for local contribution.**
- **Mandate with money.**
- **Establish a minimum threshold of funding to guarantee quality of service.**

RECOMMENDATION #7:

Allow non-contiguous annexation by parcel or community through a change in public library legislation.

RECOMMENDATION #8:

Hold public hearings throughout the state; provide an opportunity to hear from the unserved, etc., so they can "tell their story."

Other recommendations received less support partly attributed to the finite number of votes (five) allocated to each summit participant. Overlapping recommendations from different groups also played a role in the decision process. The recommendations with limited votes should not be discarded but should be reviewed as the next steps unfold. The recommendations receiving less support were:

- Consider elimination of non-resident service but give people advance notice to join districts. At the same time, promote the services of other types of libraries.
- Seek universal service -- look at what other states have done (see recommendation #1).

- Initiate statewide effort with a master plan for universal service -- marketing education campaign and political campaign (see recommendation #1).
- Work with real estate associations to require disclosure on whether or not public library service is provided for residential real estate property listings.
- Identify and serve all segments of the community.
- Let the library be the heart of the resurgence of community.
- Partner with groups such as the Illinois Municipal League.
- Use tax bill method for non-resident fees, which are local use only cards, until other solutions arise.
- Keep property tax as fundamental base.
- Define minimum criteria or standards for providing service.
- Mandate service with .15% tax levied on entire state; local library receives matching funds for its tax levy, change per capita formula and increase construction funding.
- Mandate service with library funding through a combination of local property tax (homesteads only; non-contiguous boundaries; sales/transaction local taxes and state revenue).
- Mandate service using a combination of tax on all property and state contribution.
- Implement universal service within five years.
- Mandate universal service, allowing for local differences.

Conclusions and Next Steps

The Summit on the Unserved provided a clear consensus advocating tax-supported public library service in terms of the major recommendations. An action plan, however, needs to be developed. With 2001 as the target year for developing an implementation plan, the director of the State Library will appoint an implementation group to meet regularly and design an action plan by October 2001.

Members of the implementation group will be appointed from the members of the Illinois State Library Subcommittee on the Unserved and one summit participant from each discussion group.

APPENDICES

APPENDIX A. Summit Participants

- Karen Anderson, Decatur Public Library
- Dolores Bauman, Hudson Area Public Library District
- Sue Beach, Quincy Public Library
- John Berry, NILRC and President-Elect, American Library System, River Forest
- Nancy Buikema, Fulton Community Schools
- Alice Calabrese, Chicago Library System
- Sharon Campbell, Shawnee Library System, Carterville
- James Carelton, Jacksonville
- William Carrell, Metropolis
- Lynda Clemmons, Harrisburg
- Vickie Cook, Kaskaskia Community College, Centralia
- Maggie Crane, Woodstock Public Library
- Janie Dollinger, Lanark Public Library
- Anita Driver, Jerseyville Public Library
- Donna Dziedzic, Naperville Public Libraries
- Pam Feather, DuPage Library System, Geneva
- Cynthia Fuller, Decatur
- Judy Funderburg, New Holland
- Nancy Gillfillan, Dixon Public Library
- Richard Gooch, Heritage Trail Library System, Shorewood
- Caryl Harris, Matson Public Library, Princeton
- Nancy J. Heggem, Palatine Public Library, Palatine
- Sharon Highler, Sharon, Fountaindale Public Library District, Bolingbrook
- Deanne Holshouser, Edwardsville Public Library
- James Howard, Lincoln Land Community College, Springfield
- Anne Hughes, Glen Carbon Centennial Library
- Judy Hutchinson, River Bend Library System, Coal Valley
- Jan Ison, Lincoln Trail Libraries System, Champaign
- Theria Jackson, Centreville
- Jim Johnston, Joliet Public Library
- Jan Jones, Northern Illinois Library System, Rockford
- Terry Karsgaard, Jacksonville
- Gwenn Klingler, Illinois General Assembly, Springfield
- Pam Kramer, DuPage Library System, Geneva
- Phil Lenzini, Kavanagh, Scully, Sudow, White & Frederick, P.C., Peoria
- Carol Little, Auburn
- Sarah Long, North Suburban Library System, Wheeling
- Susan Lucco, Lewis & Clark Library System, Edwardsville
- Robert McKay, River Bend Library System, Coal Valley
- Walter V. McLaughlin, Jr., DuPage Library System, Geneva
- Jane Miller, Palos Park Public Library
- Lola Morris, Crab Orchard Public Library District, Marion
- Carl Parmenter, River Bend Library System, Sheffield
- Barbara Peterson, Centralia Regional Library District
- Veronda Pitchford, Chicago Library System
- Robert Plotzke, Rolling Prairie Library System, Decatur
- Mirriam Pollack, North Suburban Library System, Wheeling
- Jo Potter, Alpha Park Public Library District, Bartonville
- Tim Price, Illinois Farm Bureau, Bloomington
- Joyce Reid, Hayner Public Library District, Alton
- Jill Rodriguez, Bensenville Community Public Library District
- Charm Ruhnke, Lewis & Clark Library System, Edwardsville
- Katie Satorius, Minooka
- Fred Schlipf, Urbana Free Library
- Joe Sciacca, Lincoln Trail Libraries System, Champaign
- William S. Seiden, North Suburban Library System board, Deerfield
- Doris Shawler, West Union
- Nancy Smith, Northern Illinois Library System, Rockford
- Nicole Snoblin, Lake Bluff

- Sandy Soderquist, Heritage Trail Library System, Shorewood
- Rae Rupp Srch, Villa Park
- Amanda Standerfer, Rolling Prairie Library System, Decatur
- Marydale Stewart, Peru Public Library
- Karen Stott, Alliance Library System, Pekin
- Kay Summers, Rolling Prairie Library System board, Clinton
- Richard E. Thompson, Wilmette Public Library District
- Jim Ubel, Shawnee Library System, Carterville
- Glenna White, Newman
- Valerie Wilford, Alliance Library System, Pekin
- Denise Zielinski, President, Illinois Library Association, Lombard

APPENDIX B. Public Hearing Summary and Participants

Wayne Lovern, Chatham Area Public Library District trustee

Winifred Coningham Golden, Knapp/Chesnut/Becker Historical Society, Inc., Middletown

Richard Thompson, Director, Wilmette Public Library District

Robert McKay, Director, River Bend Library System, Coal Valley

Frances Fanning, Carbondale Public Library

Libby Dale, Carbondale Public Library

John Berry, NILRC Executive Director and President-Elect of the American Library Association

APPENDIX C: Written Testimony

Mr. George H. Scheetz
Champaign Public Library

Jim and Sarah Milford
e-mail
Carbondale, IL

Beth M. Arthur
Clinical Center
Southern Illinois University

Clara D. Schroeder
Central Citizen's Library District
Clifton

Deborah C. Rugg, President
League of Women Voters
Of Champaign County

Louise H. Allen, Chair,
Library Study Committee
League of Women Voters of
Champaign County

Wayne R. Lovern
District Library Trustee
The Performance Improvement Group
Chatham

Gail Gush, Ph.D.
Maine Township High School West
Des Plaines

Nancy Doerge
National Learning Systems, Inc.
Marion

Cindy D. Crawford
Rantoul

Duane and Linda Hileman
Cobden

Marietta Kellum
e-mail

Lilly Crane
e-mail

Margaret Stromberg
Marengo

Karen Watson
DeKalb

Kristen Dean-Grossmann
Urbana

Mrs. John Baran
Northbrook

Irene Christiansen
Glenview

Arleen Bower and Susan Bower
Itasca

Ann B. Weston
Northbrook

Betty Eutsler
Volunteer Librarian
Kinmundy

Mathew Kubiak
Bloomington Public Library

Russell F. Coats
Sterling

Susan Hoaglund, Trustee
New Lenox Public Library District

Dennis G. Eksten, Board of Trustees
North Suburban District Library
Loves Park

Barbara J. Ficek, Secretary
Oglesby Public Library District

Dolores Decaroli, Treasurer
Oglesby Public Library District

Susan B. Williams
Winnebago Co. Housing Authority
Rockford

Russell Martin
Savanna

Kim Shaw
e-mail

Margaret Stromberg
Marengo

Carbondale Public Library, four staff
members

James K. Theisen
Carbondale

Sheila Simon
Southern Illinois University at Carbondale

APPENDIX D: Public Library Service Funding in Other States

[Report compiled by Tina Hubert, State Data Coordinator, Illinois State Library
January 2001]

Most public libraries in the United States are primarily funded by "public funds." Determining where these public funds come from can be tricky. Overall, the majority of public libraries are funded directly or indirectly by taxes. Exactly what type of tax is used to fund public libraries is, in many cases, difficult to ascertain. However, property tax is the most utilized method of tax collection for public library funding. Public libraries that receive indirect tax funds often receive appropriations from a central funding source such as a municipality or county collection agency.

There is no standardized language between states as to types of libraries. The searching that took place to determine funding sources for public libraries was done with the terms "public libraries (or library)." For this report, focus was on municipal, city, town, or village libraries where language specific to such was found. When such language was not found, focus turned to township or county libraries.

When reading the table below, it is important to note that when the source of income is listed as property tax, it does not necessarily mean that those taxes are collected and distributed in a similar fashion as taxes are collected and distributed in Illinois. Many states also provide grants which would be considered similar to the per capita and equalization aid grants that are awarded in Illinois; these grants have not been outlined in this report.

The following information on population served was gathered from the American Library Directory 2000-2001 (population reported served ÷ state population reported), unless otherwise noted. The information on source of income came from each state's legislature as found via the Internet. Verification was requested of the State Data Coordinators through the SDC Listserv, February 8, 2001.

Alabama

Population served	Source of income
100%	Appropriation from county or municipal treasury

Alaska

Population served	Source of income
100%	No specific mention is made in Alaska Law for the provision of funding for public libraries.

Arizona

Population served	Source of income
100%	Property tax

Arkansas

Population served	Source of income
96.5%	Property tax

California

Population served	Source of income
98.4%	Property tax + special tax

Colorado

Population served	Source of income
100%	Property tax

Connecticut

Population served	Source of income
100%	Property tax

Delaware

Population served	Source of income
100%	Municipal property tax

Florida

Population served	Source of income
99.8%	Appropriation from county or municipal treasury

Georgia

Population served	Source of income
100%	Many sources including state government, local county governments, local city governments, local boards of education, federal grants, local endowments and foundations.

Hawaii

Population served	Source of income
100%	State treasury - libraries special fund

Idaho

Population served	Source of income
84.2%*	Property tax or allocation from city's general fund

* from 1999 Idaho Public Library Statistics, Five Year Summary

Illinois

Population served	Source of income
92.7%	Property tax

Indiana

Population served	Source of income
92.7%*	Property tax

* from Statistics of Indiana Public Libraries 1999, Indiana Summary Data

Iowa

Population served	Source of income
71.4%*	Property tax

* Iowa Public Library Statistics, Pocket Digest for 1999

Kansas

Population served	Source of income
99.9%	Property tax

Kentucky

Population served	Source of income
99.0%	Property tax

Louisiana

Population served	Source of income
100%	Property tax

Maine

Population served	Source of income
84.0%*	May levy and assess a tax

* noted as "by public libraries reporting"

Maryland

Population served	Source of income
100%	County assesses property tax and appropriates funds; State provides approximately 40% of the total cost of the minimum program

Massachusetts

Population served	Source of income
99.9%	Municipal appropriation

Michigan

Population served	Source of income
99.9%	Voted millage, appropriation of property tax from municipality and penal fines

Minnesota

Population served	Source of income
100%	State sales and income taxes, property tax and, in some cases, local sales tax

Mississippi

Population served	Source of income
100%	Local sources such as ad valorem, and/or special tax, which can include property tax; the funding comes from local general funds

Missouri

Population served	Source of income
86.6%	Property tax

Montana

Population served	Source of income
100%	Property tax

Nebraska

Population served	Source of income
88.6%	Property tax

Nevada

Population served	Source of income
100%	Mix of property and other taxes

New Hampshire

Population served	Source of income
99.2%	Municipalities annually raise and appropriate a sum of money sufficient to provide and maintain adequate service

New Jersey

Population served	Source of income
99.2%*	Property tax by appropriation or levy

* added reported population served to reported population unserved for population total; divided population served by population total

New Mexico

Population served	Source of income
83.6%	Municipal/Local government appropriations

New York

Population served	Source of income
92.7%*	Levy a tax - unknown what kind

North Carolina

Population served	Source of income
100%	Any non-tax revenues from governing body

North Dakota

Population served	Source of income
88.5%	Library fund consisting of annually collected taxes

Ohio

Population served	Source of income
100%	Local Library and Government Support Fund derived from income tax, may also levy local level property tax

Oklahoma

Population served	Source of income
82.7%	Special levies of any and all taxes are levied by counties, cities and towns, State Treasury revolving fund for Oklahoma Local Library Support Fund

Oregon

Population served	Source of income
95.0%	Local government property tax

Pennsylvania

Population served	Source of income
97.8%	Property tax

Rhode Island

Population served	Source of income
100%	Municipal appropriation

South Carolina

Population served	Source of income
100%	Tax levied by governmental unit

South Dakota

Population served	Source of income
71.0%	Public funds from governing body

Tennessee

Population served	Source of income
103.0%*	Property tax

* reported more population served than state population

Texas

Population served	Source of income
93.2%	Sales and use taxes - financed and operated by municipality

Utah

Population served	Source of income
100%	Property tax or Governing Body's General Fund

Vermont

Population served	Source of income
96.8%	Municipal appropriation

Virginia

Population served	Source of income
99.9%*	Special levy or a fund of the general levy of the city, county or town

* added reported population served to reported population unserved for population total; divided population served by population total

Washington

Population served	Source of income
96.6%	Property tax

West Virginia

Population served	Source of income
100%	Appropriation from general funds of governing authority OR excess levy

Wisconsin

Population served	Source of income
100%	Tax collected by municipalities and counties, then appropriated to libraries

Wyoming

Population served	Source of income
100%	Property tax

To summarize:

- 23 states serve 100% of their population.
- 18 states serve between 90% - 99% of their population, including Illinois.
- 7 states serve between 80% - 89% of their population.
- 2 states serve between 70% - 79% of their population.

29 states make specific reference to property taxes as a source of funding for public libraries.



Illinois Library System Directors' Organization

Shirley May Byrnes, President Jan Beck Ison, Vice President Joe Harris, Secretary/Treasurer

A Brief History of Efforts Concerning the Unserved Residents of Illinois

For decades, the majority of Illinois residents have enjoyed quality library services. In Illinois, library service is locally supported by a specific property tax for public libraries and public library districts. This tax is paid by residents of municipalities, townships, counties and library districts who have chosen to establish and support public library service.

However, not every citizen of Illinois has access to public library services. Fewer than one million residents of the state are not served by a public library because they reside outside of library taxing boundaries. These residents are known in the library profession as non-residents or the unserved/untaxed. Some of these non-residents have expressed a desire for library service by purchasing a non-resident library card. Other non-residents have chosen not to participate in library service and have voted against inclusion in a public library. Many non-residents, especially families with grade school aged children, feel they have a legal right to full library access without providing any monetary support. However, the Illinois Compiled Statutes are clear on this subject. If an individual residing outside the library's service area wishes full access, the individual is charged an amount at least equal to the cost paid by library residents. (See 75 ILCS 5/4-7(12) or 75 ILCS 16/30-55.60)

what is current #?

A cautionary word concerning the number of non-residents. While the reported number of non-residents seems stagnate, hovering around one million, the number of non-residents has actually decreased over the past 50 years. When taken in conjunction with the State's population increase, the ratio of non-residents is a better reflection of the work done to bring library service to the whole state. For example, the State's population in 1960 was 10,081,158 with an unserved population of 2,109,554; in 1980 the population was 11,426,518 and the unserved was 1,810,359; and in 1990 the population was 11,430,602 with an unserved number of 1,707,531.

The Illinois State Library and Illinois Library Systems have worked to reduce the number of non-residents through out the state. During the late 1970's, Systems hired Library Development Consultants specifically to bring library service to unserved areas. Today, each System continues to have a staff member assigned to work with the unserved. The State Library has awarded grants to Systems and local library districts with focus of establishing public library service in unserved areas.

how?

A variety of reports have been commissioned to study and resolve the non-resident issue. In 1963, the Library Development Committee of the Illinois Library Association published *A Plan for Public Library Development in Illinois* (Robert H. Rohfl, project director). This document is

considered the conception of Illinois Library Systems. Interestingly, the study's discussion of citizens living outside a public library service (non-residents) is nearly word for word the non-resident discussions in 2005. "... (Non-residents) feel that it is their right to use the library services free regardless of whether or not they actually are residents within the library tax area..." (Page 11) At that time, the non-residents/unserved was estimated at 2,109,554 of the population.

During the 1970's and 1980's, the Illinois State Library used portions of its LSA/LSCA monies to fund Project PLUS and Project LIME programs. Project PLUS grants were awarded to 1) libraries wishing to annex unserved areas to an existing public library districts or 2) Systems working with unserved communities hoping to establish public library districts. Project LIME grants were awarded to libraries considering voter-approved mergers into larger service areas. After Projects PLUS and LIME were discontinued, Demonstration Grants were developed for use by Systems and/or local library districts.

Vision 1996: a plan for the Illinois Library Systems in the next decade (also known as the HBW Report, 1986) dedicated a chapter to the untaxed/unserved situation by incorporating *Access to Information in Unserved Rural Areas*, by the Illinois Library Committee (1986) into the longer report. The HBW Report, while discussing several alternatives to bring service to the unserved, does say, "Perhaps most persons who live outside the jurisdiction of a public library are content with their choice, and any major campaign to reduce their number would be money not wisely spent." *Access to Information in Unserved Rural Areas* published in the October 1986 *Illinois Libraries*, states that 1,810,359 of the Illinois population is unserved by public libraries in 1984.

An example of System-based activities towards the reduction of the unserved is the Lincoln Trail Libraries System project. In 1990, they developed the County-wide Rural District: a cooperative approach to providing library service to citizens in unserved areas. The concept was to concentrate extensively on bringing full public library service to one county. The unserved areas would form one public library district, contracting for service with the existing public libraries/districts within the county.


In 1989, the Secretary of State empanelled the Illinois State Library Task Force on Rural Library Services. The task force recommendations deal with providing adequate library services to rural areas in Illinois. At the time, an estimated 1,707,531 citizens did not have tax-supported public library service or about 3.3% of the 1989 state population. One task force option was mandated tax-supported libraries through out the state.

The Rural Library Panel, appointed by the Secretary of State in 1992, strongly recommended that all Illinois citizens have tax-supported public library service in their *Strengthening Library Services in Rural Illinois*. By the 1992 Panel, an estimated 1.4 citizens did not have tax-supported public library service. The full report was published in *Illinois Libraries*, January 1993 issue.

In 1994 the General Assembly Task Force on Library Finance held a series of hearings concerning library funding. While not specific to the unserved situation, this task force did touch

on the issue during its discussions of property taxes as nearly the sole support of Illinois public libraries. The Final Report was printed in the Spring 1996 issue of *Illinois Libraries*.

Regional Planning Panels were established in 1995 under Illinois Law to study the unserved situation. The Illinois Library Systems each had 1 or more panels, each panel developing solutions for their specific unserved issues during 1996 and 1997. In 1998 the panels' reports were reviewed and summarized. The most common recommendations from the Regional Planning Panels were 1) mandate tax supported public library service and 2) find alternate sources of tax revenues for public libraries reducing the dependence upon property tax.

 *Public Library Service for All: a report from the Summit on the Unserved* (October 2000) summarized the two-day summit. Participants were asked to consider 7 issues relating to the unserved situation.

1. What are the overriding principles that needed to be addressed regarding solutions to the unserved?
2. Are non-resident cards workable in the 21st century?
3. Should we look at different solutions for different areas of the State or is a one size fits all solution a rational goal?
4. What are the biggest barriers to statewide public library service?
5. Should statewide library services for children be the first priority?
6. What can we do to encourage legislators, citizens in general, the unserved and the underserved to be more interested in public library service?
7. Based on the overview of the regional planning panel reports, prioritize your group's top five solutions for addressing the unserved issue.

The Illinois State Library released *Universal Library Service by 2010* in February 2002. This was a plan based on the Unserved Implementers' Group recommendation from the October 2000 Summit on the Unserved. A two-step plan, the document recommended county-wide library service with a voter approved library tax levy on unserved areas within the county. In 2010 (or sooner) legislation would be proposed to require the remaining county boards to levy a tax on its unserved residents.

A common theme of the unserved/non-resident reports over the past 40 years is mandated library service. However, this option has not been palatable to the legislators. They, along with many in the library and other fields, feel that the non-residents have chosen to live outside library services areas. Those non-residents wishing for library services are eligible to purchase a library card or to band together to form/join a library service area. Interestingly, with about a million non-residents in Illinois, less than a 100,000 have chosen to purchase library cards. Some individuals choose not to purchase a non-resident card as they feel the fee, as determined by the State Library's formula, is too high. Even though the amount is comparable with what local residents are paying in tax support for the library, the majority of non-residents choose not to purchase the card. The relatively low number of non-resident cards purchased is a major factor why the legislators are not interested in mandating library service.

Compiled by Charm Ruhnke, Lewis and Clark Library System, and Amanda McKay, Lincoln Trail Libraries System.