



## RAILS Universal Service Plan February 2020

Updated for Universal Service Committee – August 2024

### Introduction

The [Illinois Library System Act \(75 ILCS 10/3\)](#) establishes rules and regulations for library systems to guide their delivery of services including to “provide library service for every citizen in the state by extending library facilities to areas not now served.” In addition, the Illinois Compiled Statutes ([75 ILCS 16/30-55.60](#)) include laws related to the use of a public library by nonresidents.

Recognizing the importance of this legislation, and to help achieve our [strategic plan](#) objective to “expand access to library resources and services by addressing issues related to unserved and underserved Illinois residents and continuing to work toward a statewide library card,” RAILS created this Universal Service Plan.

The goals in this plan were developed in collaboration with the [RAILS Universal Service Committee](#) and in response to widespread feedback from RAILS member libraries, including responses to an August 2019 survey designed to uncover the challenges libraries face related to the unserved. RAILS received 238 responses to that survey from a possible total of 412 responses, for a response rate of 58%.

This plan includes three major goals, with a number of specific actions for each goal.

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### Goal 1: Gain an understanding of exactly who is unserved in Illinois and why

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**Rationale:** Approximately 950,000-975,000 of an estimated 12.7 million Illinois residents are untaxed for public library services; in RAILS, the number is approximately 700,000. This represents about 8.8% of the state's population. While we can identify specific regions of the state that do not currently receive public library service, we do not know as much about the specific characteristics of people who live in those areas. For example, how many are adults? How many are children? What is their education and income level? Do they have internet access at home? The more we can find out about the unserved and

their needs, the better equipped we will be to demonstrate how public library service can help meet those needs and improve the overall quality of their lives.

**Action 1:** Analyze data from the Illinois Department of Revenue/Illinois State Library (ISL) Library Service Areas map and the U.S. Census Bureau’s map data to get a clear picture of the different demographic characteristics of unserved areas and develop a complete demographic profile of unserved areas in Illinois.

**Update:** The Illinois State Library worked with Southern Illinois University Edwardsville and GeoMARC (Geospatial Mapping, Applications, and Research Center) to create a map of Illinois service areas (including visual representations of the unserved) using United States Census data. These maps can be viewed at:  
<https://siuegeography.maps.arcgis.com/apps/webappviewer/index.html?id=0896ea81f7274518bc5299b291770e7d>

RAILS has recently acquired ArcGIS software and are investigating additional mapping layers that could be added to the RAILS service area maps, including overlap between school districts and unserved areas.

**Action 2:** Develop materials to educate/inform system members, funders and other stakeholders about who is unserved in Illinois.

**Update:** RAILS launched a PULSE page dedicated to [Library Service to People in Unserved Areas](#). This page includes links to several informational pieces dedicated to education around the issue of the Unserved, including historical documents, the RAILS Board Statement from October 2021 around Universal Library Service, the nonresident card program, Cards for Kids and Cards for Kids expansion, IGAs, and more.

Included are [Talking Points](#) in support of Cards for Kids legislation and library service to nonresidents and Talking Points specifically related to the Cards for Kids expansion.

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**Goal 2:** Simplify nonresident card laws and rules to eliminate confusion and to extend service to unserved residents through innovative projects and law and regulation changes

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**Rationale:** Responses to the August 2019 RAILS survey and other feedback gathered from RAILS members indicates that there is great confusion about Illinois law related to the unserved and how to interpret this law. Libraries are currently following a wide variety of different practices. Some of these would be considered “legal,” others may not be. There have also been changes to the law in recent years, and many libraries are not aware of these changes. RAILS libraries are already engaged in a number of innovative practices to serve the unserved. Finding ways to share these innovative practices with

other libraries and to expand current laws related to the unserved to incorporate these practices would increase and improve services to the unserved statewide.

**Action 3:** Work with ISL to create an FAQ for Illinois libraries with information about nonresident cards and current laws related to serving the unserved. Ensure that common questions raised by RAILS members are included in the FAQ. Gather input from the Illinois Heartland Library System (IHLS) on questions that should be included.

**Update:** An [FAQ](#) was published by the Illinois State Library in August 2021

**Action 4:** Once developed, publicize the availability of the FAQ to all Illinois libraries. Post the FAQ on the RAILS website and share it with IHLS.

**Update:** An [FAQ](#) was published by the Illinois State Library in August 2021

**Action 5:** Streamline and improve access to the information on the RAILS website re nonresident cards and services to the unserved, and make it easier to find. As a part of this process, develop a “Library Pulse” page on the unserved to include on the RAILS homepage.

**Update:** [Library Service to People in Unserved Areas PULSE page](#)

**Action 6:** Use different RAILS communication channels (website, *E-News*, podcast, member updates, library visits, conference exhibit booths, and other member encounters) to share innovative library practices related to the unserved.

**Update:** These have been shared frequently with the RAILS membership through all avenues of communication available to us. Non-resident topics are also among the most frequent reasons that members reach out to RAILS for consulting support.

**Action 7:** Propose a panel discussion at the 2020 Illinois Library Association (ILA) conference focusing on innovative library practices related to the unserved.

**Update:** Deirdre Brennan and Catherine Yanikoski presented on this topic (*Service for All*) at the 2020 Illinois Library Association (ILA) Annual Conference.

**Action 8:** Explore the option of offering a RAILS grant program to offer funding for libraries that want to offer additional innovative services to nonresidents.

**Update:** This did not move forward after Cards for Kids and the Cards for Kids Expansion were made law.

**Action 9:** Work with the RAILS attorney, ISL, and other stakeholders to expand the law related to the unserved to include some of the innovative practices libraries have already implemented. Prioritize offering library cards without fees to unserved children as an initial effort.

- Update:** A [best practices and FAQ document](#) on library cards for underserved and unserved minors was created by Universal Service committee member Catherine Yanikoski
- Action 10:** Work with the RAILS Universal Services Committee and ISL to legalize some of the many current practices that provide temporary teacher or seasonal library cards to the unserved.
- Update:** Efforts were shifted to Cards for Kids and Cards for Kids expansion once that effort got underway in 2020.
- Action 11:** Work with the Universal Services Committee and ISL to expand the definition of reciprocal borrowing so a public school card could be used to check out materials at a public library.
- Update:** Efforts were shifted to Cards for Kids and Cards for Kids expansion once that effort got underway in 2020.
- Action 12:** Work with the Universal Service Committee and ISL to establish a regional or system-wide tax formula for assessing non-resident card fees.
- Update:** This remains an issue of local control in Illinois law. RAILS publishes [Nonresident Card Program Participation](#) on our website for RAILS members. RAILS is currently engaged in a library communication project to contact libraries who have not updated their non-resident information in L2 in over two years. This is both to ensure legal compliancy as well as making sure libraries understand the ability to serve the unserved through the non-resident fee card program.
- Action 13:** Continue to work with ISL and ILA on a proposal for annual statewide funding of a core suite of electronic databases that would be available to all system member libraries and unserved residents.
- Update:** This was funded as part of Secretary of State Alexi Giannoulias' FY2024 budget and is expected to be made available statewide on July 1, 2024.
- Action 14:** Continue to provide/promote BiblioBoard services that are available to anyone in Illinois whether or not they have a library card. Target these promotional efforts at unserved areas.
- Update:** Biblioboard never reached a critical mass of adoption despite multiple years of marketing efforts. RAILS elected to focus eBook efforts on the eRead and the Inkie.org Library programs.
- Action 15:** Continue to provide and expand RAILS website information about forming intergovernmental agreements (IGAs) to provide service to the unserved, including templates, frequently asked questions, IGA examples from other libraries, and other information. Publicize the availability of this information to all Illinois libraries on a regular basis and continue to consult with RAILS members interested in forming an IGA and investigate the possibility of providing basic legal assistance.

**Update:** Information is available and continues to be updated at the RAILS page focusing on [Intergovernmental Agreements for Public Service](#).

**Action 16:** Offer continuing education (CE) opportunities to help members form IGAs, including a possible panel discussion featuring libraries that are currently using IGA's and/or an attorney providing general advice about considerations to keep in mind when establishing an IGA.

**Update:** We have done a couple continuing education events related to IGAs between publics and schools. A sample (from 2020) can be viewed here: [Every Student Gets a Card: Leveraging IGAs to Grant Library Access to Illinois Students | Reaching Across Illinois Library System \(railslibraries.org\)](#)

**Action 17:** Conduct an awareness campaign aimed at school districts where an IGA would be helpful, and ensure that some RAILS CE opportunities are tailored to school libraries.

**Update:** We have increasingly offered more CE opportunities tailored to school libraries. This has been a large area of growth since 2020.

**Action 18:** Continue to work with ILA's Public Policy Committee to enact an amendment to the Public Library District Act designed to remove barriers to libraries merging.

**Update:** There was an active discussion with PPC on this issue in 2020/2021 but there was enough resistance from Illinois libraries that this specific legislation did not move forward.

**Action 19:** Provide more information, CE opportunities, and/or basic legal assistance on how to annex unserved areas.

**Update:** We are regularly providing consulting to member libraries interested in converting from a municipal to a district library, enabling annexation opportunities for contiguous unserved areas.

**Action 20:** Work with community colleges to help them expand and extend library services to the unserved.

**Update:** This was a Board Development topic at RAILS Board Meetings, and there were discussions with NILRC on avenues for support. Some Community College libraries do extend services to community members, but this is not Universal. There were continued discussions with the Illinois State Library about Community College boundaries and whether that model could support Universal Service.

**Action 21:** Continue to work with Illinois real estate associations to require disclosure on whether or not public library service is included for residential real estate. Contact bar associations to see if they can assist with this effort.

**Update:** Continued discussions on this issue resulted in letters of support from the Illinois State Library, IHLS, and the Illinois Library Association in favor of including library service in real estate listings. These were sent to MRED and discussed in Fall 2021. In Spring 2022 a compliance analyst at Midwest Real Estate Data acknowledged that the letters had been reviewed and shared that there were no plans to add an additional library field. This may be an issue to revisit.

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**Goal 3: Demonstrate the economic and societal value of extending library service to the unserved**

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**Rationale:** Approximately 69,000 of the estimated 950,000 - 975,000 residents that are currently not taxed for library service in Illinois choose to purchase a public library card. It is unclear how many of the remaining number are aware of just how public library service can benefit them. In addition, most of the respondents to RAILS survey only publicize library services available to nonresidents via the library website and promotional materials available in the library. If libraries do not use outreach strategies to promote library service directly to the unserved, these individuals will never know what they are missing.

**Action 22:** Continue to work with ISL, IHLS, and ILA on efforts to issue a statewide library card and to lead efforts to achieve universal library service in Illinois.

**Update:** As part of their Statewide Database program, the Illinois State Library has sought an expansion to the public library rules allowing nonresidents to use eResources. It is expected that this change in the administrative rules will allow nonresidents to use the statewide databases. There has been mention by the Illinois State Library that they may enlist the systems to assist in this process, but we don't have details to share yet.

The RAILS Board also issued this statement on [Universal Library Service](#) in October 2021

**Action 23:** Develop strategies and talking points for promoting the value of universal library service to legislators.

**Action 24:** Develop talking points for library staff to use when talking to legislators about issues related to the unserved, focusing on numbers and how the lack of library service affects the constituents in their specific legislative district.

**Action 25:** Through RAILS' [My Library Is... campaign](#), provide suggestions on how libraries can effectively reach out to unserved populations, including providing information on the value of library programs/services, how residents are taxed for library service on their tax bills, and what they get for this small investment.

**Action 26:** Promote the value of extending library service to the unserved and encourage libraries to undertake public awareness campaigns promoting nonresident services. Provide templates for publicity materials to aid with these efforts.