

**A Plan For  
Public Library Development  
In Illinois**

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**Public Library Development Project**

**Library Development Committee**

**Illinois Library Association**

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## 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

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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.

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	2,109,554	21%
Population with substandard service	1,286,661	13%
Population with minimum level of service*	6,684,943	66%
	<u>10,081,158</u>	

\*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.<sup>1</sup> 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.

<sup>1</sup> Table 9 and Figures 1-3 reprinted from *Illinois Population Highlights From the 1960 Census*. Department of Agricultural Economics, Publication AE-3724, 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.)

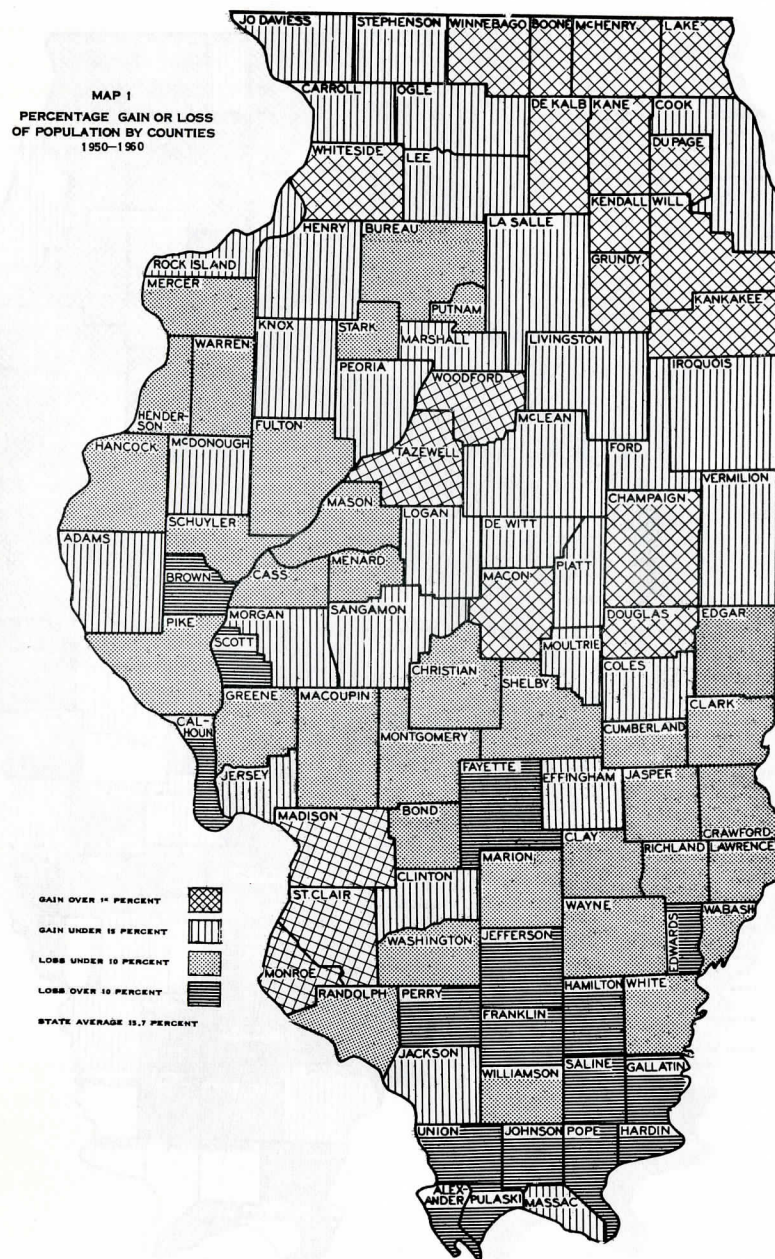
### Changes in Illinois Total Population by Counties, 1950 to 1960 (Cont.)

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.)

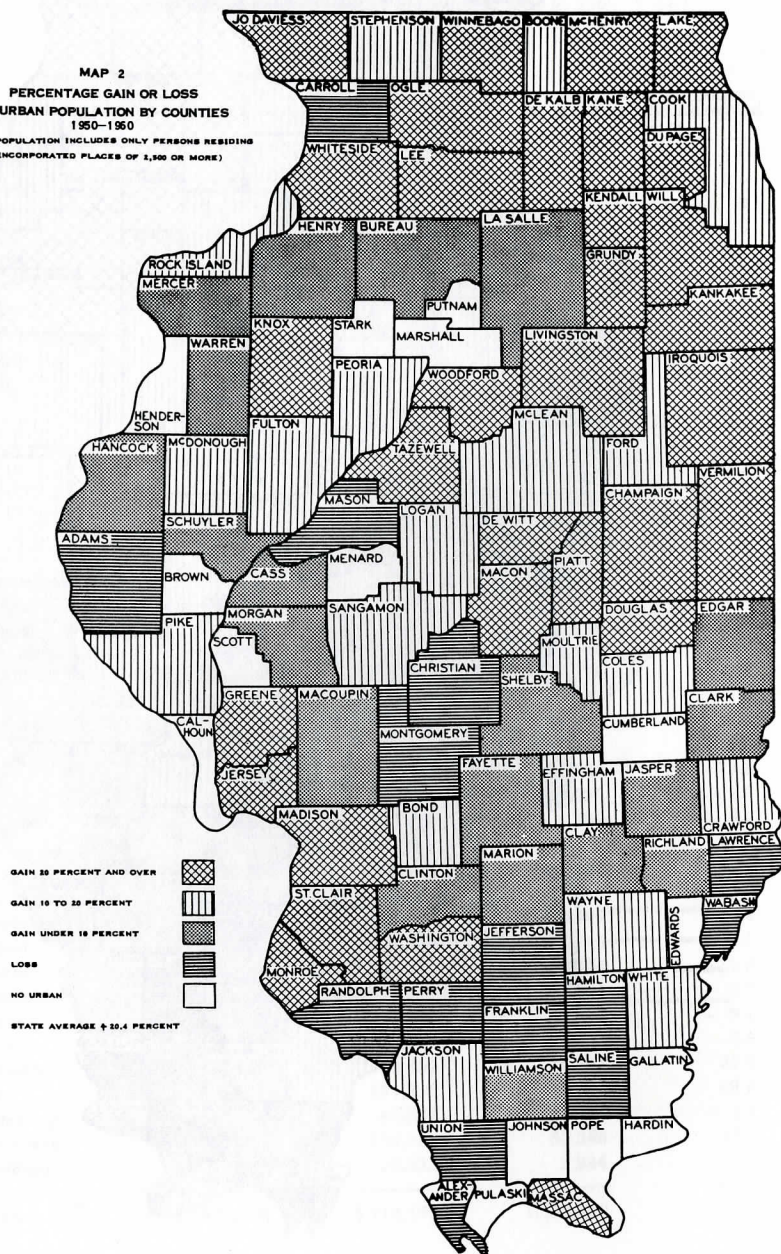
Changes in Illinois Total Population by Counties, 1950 to 1960 (Cont.)

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
Menard	9,248	9,639	- 391	- 4.0
Mercer	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
Piatt	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
Wayne	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
Winnebago	209,765	152,385	57,380	37.7
Woodford	24,579	21,335	3,244	15.2
<b>Total</b>	<b>10,081,158</b>	<b>8,712,176</b>	<b>1,368,982</b>	<b>15.7</b>

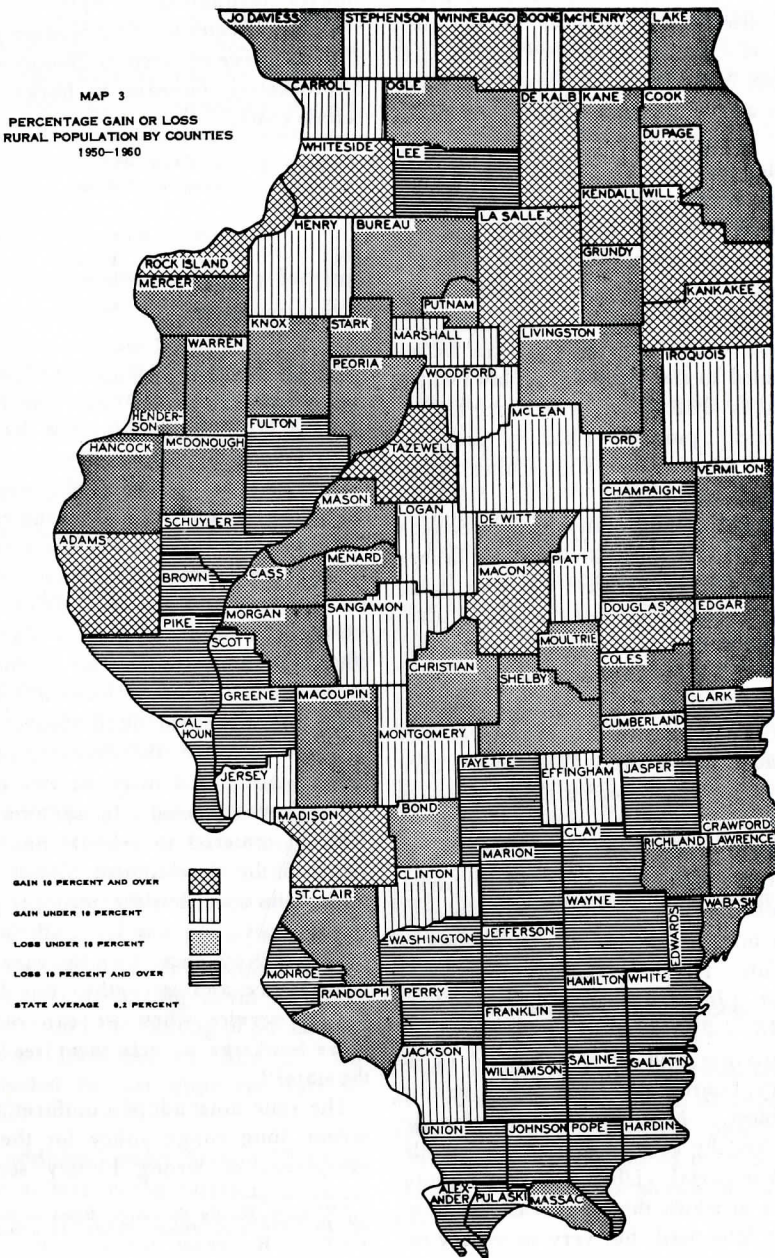




MAP 2  
PERCENTAGE GAIN OR LOSS  
OF URBAN POPULATION BY COUNTIES  
1950-1960  
(URBAN POPULATION INCLUDES ONLY PERSONS RESIDING  
IN INCORPORATED PLACES OF 2,500 OR MORE)



MAP 3  
PERCENTAGE GAIN OR LOSS  
OF RURAL POPULATION BY COUNTIES  
1950-1960



### 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 store-houses" throughout the state.

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

Table 10<sup>2</sup>  
Average Book Prices

	<i>History</i>	<i>Biography</i>	<i>Fiction</i>
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

<sup>2</sup> Wright, Wyllis 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 <sup>2</sup> 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*	1,801,577	10,300,000

\* 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.

\*\* Latest figures available. Illinois total in 1963 was 18,436,785 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."<sup>3</sup>

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

<sup>3</sup> *Standards For Library Functions at the State Level*. American Association of State Libraries. (American Library Association, Chicago, 1963.) 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."<sup>4</sup>

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-

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

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

government."<sup>5</sup> *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 .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.

<sup>5</sup> *Standards For Library Functions at the State Level*. American Association of State Libraries. (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

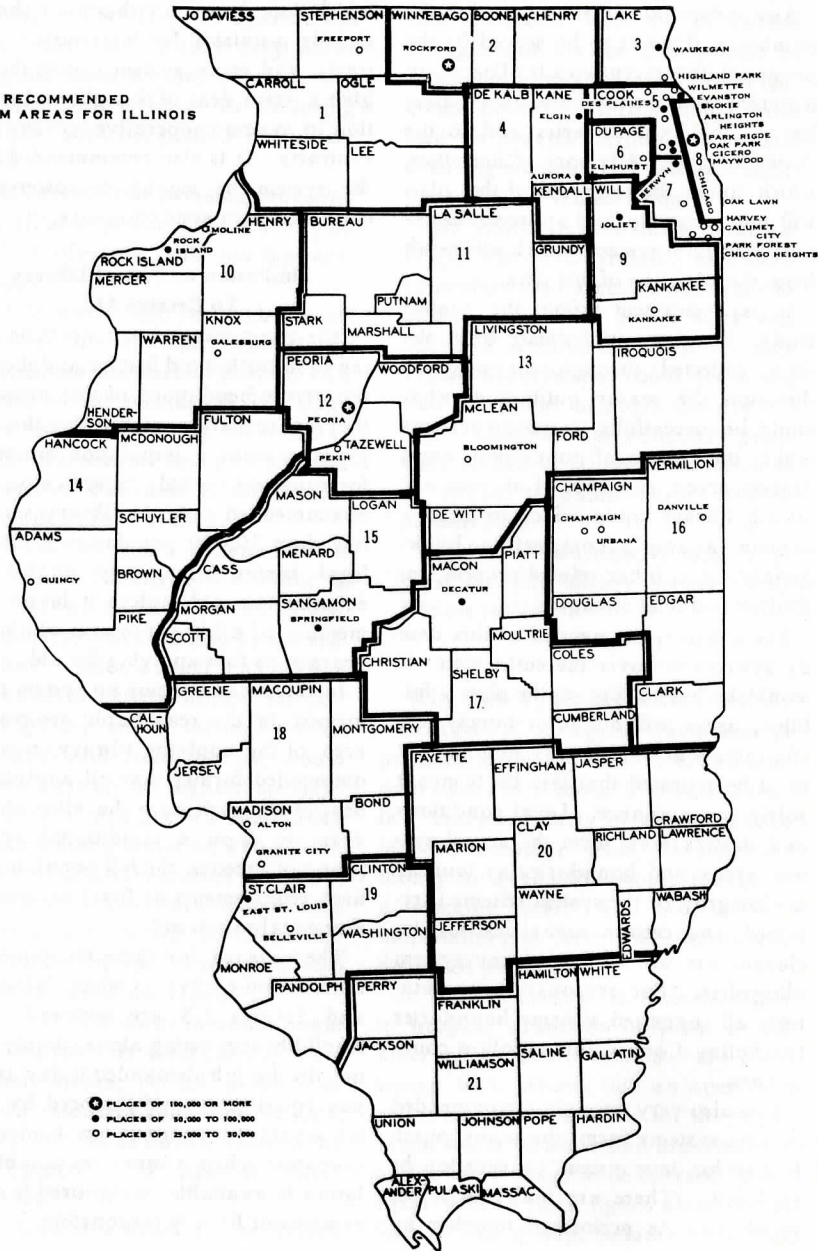
systems as well as within systems. Any legislation drawn for this plan should include provision for inter-system contracts, and every system board should give a great deal of thought and attention to system cooperative services and contracts. It is also recommended that the system be legally empowered 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 ILLINOISTable 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			
Lee	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 <sup>a</sup>					
North Cook (exc. Chicago)	789,660	365	315,864	1,825	317,689
System No. 6					
DuPage	313,459	331	125,383	1,655	127,038
System No. 7 <sup>a</sup>					
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

<sup>a</sup> Total for Systems 5 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			
	<u>308,561</u>	<u>3,453</u>	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			
	<u>196,800</u>	<u>3,305</u>	78,720	46,270	124,990
System No. 12					
Peoria	189,044	624			
Tazewell	99,789	653			
Woodford	24,579	537			
	<u>313,412</u>	<u>1,814</u>	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			
Iroquois	33,562	1,122			
	<u>191,639</u>	<u>4,225</u>	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			
	<u>199,431</u>	<u>4,689</u>	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			
	<u>262,123</u>	<u>3,542</u>	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			
	<u>286,951</u>	<u>3,451</u>	114,780	48,314	163,094
System No. 17					
5 Macon	118,257	576			
3 Christian	37,207	709			
3 Moultrie	13,635	345			
2 Shelby	23,404	772			
2 Coles	42,860	507			
2 Cumberland	9,936	346			
7 Piatt	14,960	437			
	<u>260,259</u>	<u>3,692</u>	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			
	<u>353,933</u>	<u>3,868</u>	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			
Effingham	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			
Pulaski	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. Yet, all citizens of a state have direct or indirect use and need 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 Chairmen 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-

ficient 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) (Total local library income at present levels)	\$11,703,641 ( 18,436,785 )	\$14,796,625 ( 21,529,769 )
State Library Funds	1,023,364 <sup>1</sup>	1,023,364
Equalization Feature	..... 255,012	..... 255,012
Systems Feature	..... 5,267,337	..... 5,267,337
Resource Centers Feature	..... 600,000	..... 600,000
Administration of Plan	..... 94,035 <sup>2</sup>	..... 94,035 <sup>2</sup>
(Total State Costs)	( 1,023,364 )	( 7,239,748 )
	\$12,727,005 <sup>3</sup>	\$22,036,370 <sup>3</sup>
	(\$19,460,149) <sup>4</sup>	(\$28,769,517) <sup>4</sup>

<sup>1</sup> Present State Library Budget which could be REDUCED under plan.

<sup>2</sup> Two per cent of system costs only.

<sup>3</sup> Local library funds (at .06 tax only) plus Total State Costs.

<sup>4</sup> 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.

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.

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  $\frac{1}{4}$  of one percent of the average

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."<sup>6</sup>

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.

<sup>6</sup> Brennan, 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-

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.

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