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C O N T E N T S

Carter Budget, FY 1980	p. 1	Higher Education Act Extension	p. 3
Budget Cut Publicity	p. 2	WHC on Small Business	p. 3
Department of Education	p. 2		

- Attachments: 1) Washington Post reprint of January 23 article
2) Department of Education resolution, 3) Funding table

Carter Budget, FY 1980

A "lean and austere" budget for FY 1980 was submitted by President Carter to Congress on January 22. For fiscal year 1980 (October 1, 1979-September 30, 1980), funding for federal education programs would be reduced by \$388 million under Carter's proposals, including reduction or elimination of all major library grant programs. U.S. Office of Education budget briefing documents indicate that reductions were applied to programs "which are not well targeted on those in need or which have a lower priority in a time of budget austerity." Commissioner of Education Ernest Boyer, in a prepared statement, announced an increase in funding for a new ESEA basic skills improvement program as "the centerpiece of our national literacy program." How basic skills and literacy can be improved without a commitment to library support was left unexplained.

Attached to this newsletter is a table listing the proposed figures for library and related programs. Recommended amounts for the major library grant programs are shown below:

	FY 1979 Appropriation	FY '79 Proposed Transfer	Carter FY '80 Budget
ESEA IV-B - School Libraries	\$180,000,000*	\$162,000,000*	\$149,000,000*
IV-D - Guidance		18,000,000*	18,000,000*
LSCA I - Library Services	62,500,000		56,900,000
III - Interlibrary Coop.	5,000,000		3,337,000
HEA II-A - College Libraries	9,975,000		-0-
II-B - Training	2,000,000		-0-
II-B - Demonstrations	1,000,000		-0-
II-C - Research Libraries	6,000,000		6,000,000
Medical Library Assistance Act	8,987,000		8,625,000

*Advance funded program

For the ESEA IV-B school libraries and instructional resources program, the middle column above represents a proposal to transfer \$18 million of the \$180 million appropriated for FY 1979 to the new ESEA IV-D guidance, counseling and testing program created by the Education Amendments of 1978 (PL 95-561). Formerly school library materials, instructional equipment and guidance programs were combined in IV-B. A similar division is reflected in the FY 1980 budget figures.

The funding situation for ESEA Title IV is complex this year. The new guidance program should be funded, but the proposed transfer of IV-B funds to IV-D is not the only possible solution. Whether such a transfer is "required" by the 1978 amendments as the budget document states, and how the proposed reduction in IV-B funds for 1980 will affect the trigger provisions of Title IV are questions liable to be highly debated on Capitol Hill.

Congressional reaction to Carter's budget was mixed, but there seems to be a growing consensus that a certain amount of fiscal restraint is necessary. The 96th Congress, which convened on January 15, is expected to be a more conservative one, and it will take an extraordinary effort to restore funding for library programs. Although Congressional committee and subcommittee assignments have not yet been completed, changes already announced will give a more conservative cast to the House Appropriations Committee. Rep. Jamie Whitten (D-MS) will be the new chair, replacing Rep. George Mahon (D-TX), who retired. Rep. Daniel Flood (D-PA), currently on trial for bribery, has withdrawn from consideration for chair of the Labor-HEW Appropriations Subcommittee which he headed for some years. Rep. William Natcher (D-KY) is expected to be the new chair.

Budget Cut - Publicity for Libraries

In an effort to humanize the budget process and to enumerate the effects one particular budget cut would have, a Washington Post staff writer zeroed in on the zeroed-out College Library Resources program under Title II of the Higher Education Act. The resulting article by Ward Sinclair on the "Great Washington Budget Game" appeared in the January 23 issue of the Washington Post, and a reprint is attached to this newsletter. It's a useful example of library publicity and a good explanation of how the budget process works--and "game" or not, it must be played.

Department of Education

During his State of the Union Message (H. Doc. 96-1) delivered to Congress January 23, President Carter repeated his commitment to a separate cabinet-level Department of Education. It will be a high administration priority according to administration reorganization task force spokespersons, who have been seeking support from a broad range of educational organizations. Their proposed legislation is expected to be submitted to Congress in early February.

Meanwhile Sen. Abraham Ribicoff (D-CT) introduced on January 24 with 43 cosponsors a bill, S. 210, similar to the measure (S. 991) passed by the Senate last year establishing a Department of Education. The staff of the Senate Governmental Affairs Committee, which Ribicoff chairs, has prepared a packet of background materials on the Department of Education proposal. Copies are available from the committee office, Rm. 3308, Dirksen Senate Office Building, Washington, D.C. 20510. The committee has scheduled hearings on S. 210 February 6, 7, and 8.

A coalition of close to 100 organizations; including ALA, has been formed to support establishment of a separate department. During ALA's Midwinter Meeting in Washington, D.C., two administration officials met with the ALA Legislation Committee to discuss the proposal. Subsequently the ALA Council adopted a resolution supporting a Department of Education, an updating of an earlier resolution passed during the 1978 Midwinter Meeting. A copy of the most recent resolution is attached to this newsletter.

Higher Education Act Extension

The Higher Education Act expires on September 30 of this year. Although it is subject to an automatic one-year extension, both House and Senate education subcommittees plan hearings on the act this year. In addition, HEW is in the process of developing departmental recommendations on extension of the HEA programs. An informal HEW hearing was held in Washington, D.C. on January 4 to elicit the comments of higher education organizations. David Bishop, chair of the ACRL Committee on Legislation, presented a statement supporting the HEA Title II college and research library and library training and demonstration programs and the VI-A undergraduate equipment program.

A series of HEW regional hearings on HEA reauthorization issues is also underway. The schedule of these hearings is as follows: January 22 in Atlanta and San Francisco; January 24 in Philadelphia, Kansas City (MO), and Denver; January 26 in Seattle; January 29 in Dallas; and February 1 in Boston, New York, and Chicago. A notice announcing the regional hearings was published in the December 28 Federal Register (pp. 60667-70).

The ALA Washington Office in cooperation with the ACRL Committee on Legislation sent a questionnaire December 22 to a sample of 500 recipients of HEA II-A basic grants for college libraries. The results are now being analyzed to assist ALA in the development of more specific recommendations on extension of the II-A college library resources program.

White House Conference on Small Business

Librarians serving the business community are urged to get involved in the planning process for the White House Conference on Small Business scheduled for January 14-17, 1980 in Washington, D.C. Called by President Carter last April, the theme of the WHC is "Small Business; The Next Twenty-five Years," and the aim is to provide the nation's small businesses, regional groups and the federal government with new ideas and options for the immediate future and into the twenty-first century.

Administered by the Small Business Administration, the WHC will be preceded by 12 Regional Conferences and 45 Open Forums for Small Business. These meetings will cover every state and serve as the vehicle for choosing national delegates. The first regional conference was held in Dallas on January 23-24; others are as follows: Atlanta, February 15-16; Seattle, March 22-23; New York, April 5-6; Kansas City (MO), May 24-25; Philadelphia, June 22-23; San Francisco, July 19-20; Chicago, August 9-10; Boston, August 17-18; Denver, September 22-23; Houston, October 23-24; Los Angeles, November 27-28. For the schedule of open forums or other information, contact: White House Conference on Small Business, 730 Jackson Place, N.W., Washington, D.C. 20006.

Attachments (3)

The Washington Post

TUESDAY, JANUARY 23, 1979

\$3,900 Snip From U.S. Budget Shakes a Library's Shelves

Feeling the Bite In Durham, N.C.

By Ward Sinclair

Washington Post Staff Writer

A piddling \$3,900—about the price of a new subcompact car—might never be missed from a stack of billions, but therein lies a story of the Great Washington Budget Game.

The GWBG, as we will call it, is the ritualistic process that occurs when a president unveils his new federal budget, as Jimmy Carter did yesterday.

A part of that game is the anguished rhetoric and the flinty cut-the-spending cries you will hear over the next few months. Another part of it is the wheeling and dealing that will go on as Congress and special interests grapple over divvying up the federal dollar.

That is where the \$3,900 comes in.

That is an amount that Carter and his budget advisers decided the government no longer could afford to hand over to Durham Technical Institute, a small two-year college in North Carolina, to keep its library up to snuff.

One of the elements in the GWBG, of course, is inflation, which Carter has pledged to fight by cutting federal spending. But the inflation that has skyrocketed the cost of books and magazines is eating Durham Tech alive.

The little school's dilemma is a microcosm of the bigger fight that will rage in coming months over the budget, the economy and the priorities and values of a president and a Congress.

Durham Tech's library money comes from Title II-A of the Higher Education Act. That section au-

thorizes flat grants to college libraries, from a Harvard to a Durham Tech, to add to their collections.

Carter wants to cut it back to zero this year. He proposed the same thing last year. That idea got caught up in the GWBG, however, and Congress appropriated \$9.9 million to be split up among the schools.

Another element appears at about this point in the GWBG—practical politics, call it. Books cast few votes, and an administration that cuts school library funds runs low risk, yet wins credit for economies. A Congress that restores library money wins credit for sagacity.

In Title II-A this process has occurred every year since 1974. A president proposes a cut, Congress puts some money back—not as much as the colleges want, but enough to mollify them.

Why, then, does the White House Office of Management and Budget bother to tinker with a Title II-A or any other of the smaller federal programs, be it in energy or agriculture?

"Officially," said a school-aid man at the Department of Health, Education and Welfare, "I have to tell you that the library program is no good—It's an ineffective and unwise use of federal money. But the fact is that money is vital to many of the smaller institutions, where it may as much as double their library spending. An instructional program is only as good as its library, you know."

Chris Cross, a Washington consultant, offered another view from his vantage point as a former deputy assistant secretary of HEW and congressional staff aide:

"This is a dance that goes on every

year. The issues that are picked for cuts are the most likely to be restored by Congress. At OMB, where they make these decisions, they try to pick programs where the federal impact is not very great, where the political risk is slight. It's part of the modus operandi, part of the job description."

But when a president talks about cutting college library money, more than education is involved. If a book or a magazine is not sold, it may mean a writer doesn't write, an editor doesn't edit, a printer doesn't print, a salesman doesn't sell, a mailer doesn't mail, a trucker doesn't truck.

Somewhere around Washington, most of those people have a friend looking after their interests. In some cases it may be no more than a hometown member of Congress. In others, it may be a trade or professional organization.

Durham Tech's need for \$3,900, which pays for about a third of its new library material, from professional journals to monthly magazines, illustrates the point.

"We have a modest library, and without the federal money we would have a serious problem," said Brenda Nunn, Tech's library coordinator. "Our acquisitions are geared directly to the courses we offer. I can guarantee you if they decide to cut this money, everybody down here will be on the ball to support it."

The first thing they would do, Nunn said, would be to tell the area's congressman, Rep. Ike F. Andrews (D-N.C.), about the problem. On top of that, Durham Tech would have plenty of additional help.

Already honing their spears are some of the regular players in the GWBG.

They include the American Library Association (libraries), the Association of American Publishers (books), the Association of Media Producers (films), the National Education Association (teachers-schools), the U.S. Catholic Conference (schools), the American Council on Education (colleges), the AFL-CIO (labor).

They and perhaps several hundred more education-interest groups based here look after the fate of Title II-A as well as dozens of other programs that provide money for books, libraries, schools and, ultimately, writers, editors, printers, salesmen, mailers and truckers.

If they do not get their way with the White House and OMB—and they did not in total library resource spending, which Carter wants to cut from the present \$266 million to \$233 million—they will turn to Capitol Hill.

Letters and calls from librarians and school people will begin to be orchestrated to the hometown members of Congress, association lobbyists will visit Appropriations committee members, offer testimony, provide data.

"It is a game," said Roy Millenson of the Publishers Association. "Does OMB know, for example, that Congress will put Title II-A money back in the budget? It has every year since 1974 . . . Do they really want to economize, or are they telling Congress to put the money back and cut out something else? And then people on the committees have a limited number of things they can put in amendments for, and that is part of the game. Now, with new members on these committees, some wary of spending too much, we have to cultivate them. But actually, that \$9 million for college libraries is just a pimple on the back of some other bigger programs."

Because Title II-A is a "pimple" there has been a traditional reluctance in Congress to do much surgery.

"This year it's different," said Eileen Cook, an ALA lobbyist who is regarded as Ms. Library around Congress. "The little money for colleges is shocking, but there is a Democrat in the White House and a more conservative Congress. The psychological impact of those zeroes in the budget is clean-cut. It is going to be tougher this year, like a poker game. The members go into the committees with a stack of chips and they have to decide where to put them. There's very little room for them to maneuver."

If it is poker they are playing with Durham Tech, as the White House might agree, it is also politics, and no one who supports library funding forgets 1976.

In July, when he was still a candidate, Jimmy Carter said some interesting things about libraries and the "anti-intellectual" policies of "thoughtless" Republicans named Nixon and Ford who slashed library spending.

"We need a new, revitalized effort to save our libraries and to make them strong bastions against illiteracy and ignorance. . . I believe that federal help for the nation's library system should be funded on a sustained and stable basis," CARTER SAID.

That was, of course, before he became a player in the GWBG.

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RESOLUTION ON A U.S. DEPARTMENT OF EDUCATION

WHEREAS, American libraries have long served as an indispensable element in both formal and lifelong education, and the importance of libraries in the educational process has long been recognized by the federal government; and

WHEREAS, the importance of self-learning is growing, yet the units dealing with non-traditional learning in all its forms and aspects, such as libraries, are various and scattered throughout the Office of Education; and

WHEREAS, the Office of Libraries and Learning Resources has had an up-and-down history within the current disparate elements in the Department of Health, Education, and Welfare; and

WHEREAS, the role of the U.S. Office of Education has assumed major importance in the federal government in providing maximum access to education for all citizens; and

WHEREAS, President Carter has called for a Department of Education,

NOW THEREFORE BE IT RESOLVED, that the American Library Association support the establishment of a separate cabinet-level Department of Education in the U.S. government.

BE IT FURTHER RESOLVED, that there be an elevation of status and level of support of functions relating to libraries and non-traditional learning.

BE IT FURTHER RESOLVED, that the various approaches to learning and access to all types of library and information services, whether formal or non-traditional, be brought together with educational technology activities to constitute a separate office within the new Department of Education.

Adopted by the Council of the
American Library Association
Washington, D.C., January 11, 1979

FUNDS FOR LIBRARY AND RELATED PROGRAMS

<u>LIBRARY PROGRAMS</u>	FY 1979 <u>Appropriation</u>	FY 1980 <u>Authorization</u>	Carter FY '80 Budget
ESEA Title IV-B - School Libs.	\$180,000,000 ¹	Necessary sums	\$149,600,000 ^{1,2}
GPO Superintendent of Documents	23,485,000	44 USC 301	23,037,000
HEA Title VI-A - Undergrad. Equip.	-0-	\$70,000,000	-0-
<u>Higher Education Act - Title II</u>	<u>18,975,000</u>	<u>140,000,000</u>	<u>6,000,000</u>
Title II-A - College Lib. Resources	9,975,000	84,000,000	-0-
II-B - Training	2,000,000	23,976,000	-0-
II-B - Demonstrations	1,000,000	12,024,000	-0-
II-C - Research Libraries	6,000,000	20,000,000	6,000,000
Library of Congress	180,190,300	2 USC 131-167	192,900,000
<u>Library Services & Construction Act</u>	<u>67,500,000</u>	<u>170,000,000</u>	<u>60,237,000</u>
Title I - Library Services	62,500,000	150,000,000	56,900,000
II - Pub. Lib. Construction	-0-	Necessary sums	-0-
III - Interlibrary Cooperation	5,000,000	20,000,000	3,337,000
Medical Library Assistance Act	8,987,000	16,500,000	8,625,000
Nat'l. Commis. Lib. & Info. Science	660,000	750,000	668,000
Nat'l. Library of Medicine	32,444,000	40 USC 275	32,806,000
USDA Technical Information Systems ³	7,727,000	7 USC 2204	7,835,000
 <u>LIBRARY-RELATED PROGRAMS</u>			
Adult Education Act	100,000,000 ¹	250,000,000	90,750,000 ¹
Community Education	3,190,000	42,000,000	3,138,000
Consumers' Education	3,601,000	5,000,000	3,135,000
Corporation for Public Broadcasting	152,000,000 ⁴	Formula-based	172,000,000 ⁴
Ed. Handicap. Children (state grants)	804,000,000 ¹	Formula-based	862,000,000 ¹
Education Information Centers	3,000,000	40,000,000	-0-
Educational TV & Radio Programming	6,000,000	Necessary sums	6,000,000
ESEA Title I - Ed. Deprived Children	3,078,382,000 ¹	Formula-based	3,078,382,000 ¹
II - Basic Skills Improve.	27,000,000	Necessary sums	35,000,000
IV-C - Ed. Innov. & Support	197,400,000 ¹	Necessary sums	197,400,000 ¹
VII - Bilingual Education	158,600,000	299,000,000	173,600,000
IX - Ethnic Heritage	2,000,000	15,000,000	-0-
Gifted & Talented Children	3,780,000	Necessary sums	3,780,000
HEA Title I-A - Community Service	16,000,000	40,000,000	-0-
I-B - Lifelong Learning	-0-	40,000,000	-0-
III - Develop. Institutions	120,000,000	120,000,000	120,000,000
VII - Construct. & Renova.	29,000,000	580,000,000	29,000,000
Indian Education Act	71,735,000	Necessary sums	76,875,000
Metric Education	1,340,000	20,000,000	1,840,000
Nat'l. Center for Edu. Statistics	14,320,000	30,000,000	10,893,000
Nat'l. Endowment for the Arts	149,640,000	Necessary sums	154,400,000
Nat'l. Endowment for the Humanities	145,293,000	Necessary sums	150,100,000
Nat'l. Historical Pubs. & Records Com.	4,000,000	Needs new auth.	3,500,000
Nat'l. Institute of Education	96,800,000	210,500,000	98,285,000
NDEA Title VI - Language Development	17,000,000	75,000,000	18,000,000
Postsec. Educ. Improvement Fund	13,000,000	75,000,000	14,000,000
Public Telecommunications Facilities	18,000,000	40,000,000	23,705,000
Teacher Centers	12,625,000	100,000,000	13,000,000
Telecommunications Demonstrations	1,000,000	1,000,000	1,000,000
Women's Educational Equity	9,000,000	80,000,000	10,000,000

¹Advance funded program

²Reflects proposal to transfer \$18,000,000 to new ESEA IV-D, guidance, counseling and testing. A similar transfer is proposed for FY 1979.

³Formerly National Agricultural Library

⁴CPB funded two years in advance. FY 1979 supplemental request would raise amount for FY 1981 to \$162,000,000.