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White House Conference on Library and Information Services (1987-1988): Report 13

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WHITE HOUSE CONFERENCE ON LIBRARY AND
INFORMATION SERVICES

JUNE 2, 1987.—Committed to the Committee of the Whole House on the State of the
Union and ordered to be printed

Mr. HAWKINS, from the Committee on Education and Labor,
submitted the following

REPORT

[To accompany H.J. Res. 90]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the joint resolution (H.J. Res. 90) to authorize and request the President to call a White House Conference on Library and Information Services to be held not later than 1989, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the joint resolution as amended do pass.

The amendments (stated in terms of the page and line numbers of the introduced resolution) are as follows:

Page 3, strike out lines 4 through 6 and insert the following:

The President is authorized to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989, and not later than September 30, 1991.

Amend the title so as to read:

A joint resolution to authorize and request the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989, and not later than September 30, 1991, and for other purposes.

NEED FOR LEGISLATION

House Joint Resolution 90 authorizes a White House Conference on Library and Information Services to be called and conducted, not earlier than 1989 and not later than 1991. When convened, this

conference will become the second White House Conference on Library and Information Services. The first such conference was held in 1979.

The purpose of this legislation is to assure that progress will continue toward developing coherent national policies for the development of our library and information resources.

Through this, the second such Conference at the national level, the committee expects delegates to the conference to develop recommendations for the further improvement of the library and information services of the nation and their use by the public.

The committee believes that every person in the United States has a stake in the White House Conference. Library and Information Services are so important to the residents and communities of States, territories including American Indians, Alaskan Natives and native Hawaiians that the White House Conference process should provide an opportunity for all interested persons to have a role in reviewing needs for service, evaluating services, and planning how library and information services will best serve them in an "information society." Technology provides new ways to involve large numbers of people in discussions of local, State, and Federal policy on library services. Accordingly, the committee expects that the Conference planning will be sufficiently flexible to enable participants to determine appropriate activities preceding the Conference in Washington, DC.

Although nearly a decade has passed since the historic first White House Conference on Library and Information Services in 1979, the committee finds that libraries are confronting a combination of interrelated policy issues that make it vital for the Congress to provide a public forum, such as the second White House Conference, through which the American public will be allowed and encouraged to examine the impact on libraries of the many new policies that have been recently improved. The Committee on Education and Labor recognizes that social, demographic, and economic shifts of the past decade have intensified the need of all age groups of Americans to develop and sustain literacy and other lifelong learning habits.

The committee believes that the growth and augmentation of the Nation's library and information services are essential to all Americans, and that they must have access to adequate information in a timely and appropriate manner, in usable forms.

The committee is deeply aware of the repeated administration proposals to eliminate all Federal library programs as well as vital postal rate subsidies. The recent termination of general revenue sharing funds, a measure of which was spent at the State and local levels on library and information services needs, has been a serious blow to those Government entities in their ability to assure access to library services for schools, for scholars, and for the general public.

Finally, the committee is also deeply cognizant of the fact that technological changes are having enormous impact on our economy today. Because the world is simultaneously becoming more information based and more technologically oriented, our ability as a nation to locate, acquire, disseminate, and effectively use information is essential to our future competitiveness in the global market-

place. Most certainly it will be crucial to any increased productivity and the quality of that productivity here at home.

LEGISLATIVE HISTORY

The historic 1979 White House Conference on Library and Information Services brought together over 900 delegates representing more than 100,000 people who participated at the State, local, and territorial levels in 58 preconferences in the States, territories, and the District of Columbia. By law, two-thirds of the delegates were concerned citizens, while one-third were librarians and library trustees.

A formula, reflecting each State's total representation in Congress, was used to determine the number of delegates selected by each preconference. The delegates, a broad cross-section of American society, were joined by an additional 3,000 observers. Consequently, this Conference had the largest attendance of any White House Conference in history.

As a direct result of the White House Conference in 1979, the LSCA title III (Interlibrary Cooperation) was increased 140 percent in 1 year, from \$5 to \$12 million in 1981.

The 1979 Conference also influenced the internal organization of the Department of Education. When the Department was established in 1980, an attempt to split the library programs among several departmental units was defeated, and a Deputy Assistant Secretary was appointed to direct an Office of Libraries and Learning Technologies. Under the 1985 reorganization of the Department, Dr. Anne Mathews, a librarian, was named Director of Library Programs of the Office of Educational Research and Improvement.

Following the 1979 Conference, Friends of Libraries, U.S.A. (now an affiliate of the American Library Association) was established. A recently released nationwide survey shows that 2,239 Friends groups having more than 600,000 members, raised \$27.7 million in support of libraries in 1985.

The White House Conference on Library and Information Services Task force [WHCLIST] was formed as a result of two Conference resolutions. This group now numbers over 400, including lay and professional people elected from among the delegates to the 1979 Conference from every State and territory.

This grassroots task force provides information to the 100,000-plus people who were involved in the 1979 Conference. They also monitor the implementation of the 64 resolutions and have assisted in oversight of implementation.

Since 1979, there has been a marked increase in the number of States having "legislative days" and a related increase in State and local dollars for libraries and library buildings. The involvements of a large number of citizens advocates has helped with this success.

The 64 resolutions provided by the delegates to the 1979 White House Conference recommended changes and improvements in various aspects of library and information services. Libraries were seen by the delegates as community, cultural, educational, and information resources in need of greater support. Their resolutions reflected their desire to strengthen services to Indians, the handi-

capped, the elderly, home-bound, institutionalized, minorities, illiterate, and other groups who have been inadequately served. More importantly, delegates to the White House Conference in 1979 wanted all citizens (particularly children and youth) to have equal and free access to information.

Of the 64 resolutions adopted at the 1979 Conference, parts of 55 have been implemented, either through enactment into law, or administratively, over the past 8 years, at State, local and Federal levels.

ORGANIZATION OF THE CONFERENCE

The resolution ordered reported by the committee (H.J. Res. 90) specifies certain organizational requirements for the White House Conference. The resolution authorizes the President to call and to conduct the White House Conference on Library and Information Services not earlier than September 1, 1989, and not later than September 30, 1991.

The National Commission on Libraries and Information Science is charged with planning and conducting the Conference, and the Commission is vested, for the purpose of administering the joint resolution, with the powers necessary to administer a conference of this size and scope which includes enlisting the help of Federal agencies and departments as authorized and encouraged under House Joint Resolution 90 to cooperate with the Commission.

To assist and advise the Commission in the planning and conducting of the White House Conference. An advisory committee comprised of 30 members is established. Members of the advisory committee are to be selected by the Chairman of the Commission, the Speaker of the House, the President pro tempore of the Senate, and the President of the United States. The advisory committee includes the Secretary of Education and the Librarian of Congress.

The Chairman of the National Commission on Libraries and Information Science will serve as vice chairman of the advisory committee. The advisory committee shall select the Chair of the Conference.

House Joint Resolution 90 permits the holding of State conferences to discuss relevant issues prior to the White House Conference. However, no State is mandated to hold preconferences at the State level. The committee intends that no State shall be precluded from participating in the White House Conference because it did not hold a State conference. It is therefore the committee's intent that such States may send delegates to the national conference. The advisory committee is directed to review the number of States not having State conferences, and to issue guidelines for delegate selection from those States to a national conference, based upon requirements set forth in section 2(c) of House Joint Resolution 90.

Furthermore, the committee, while recognizing that States may use Library Services and Construction Act [LSCA] funds for the State conferences, urges the States to utilize non-Federal funds, including private sector donations, to the greatest extent possible, in order to pay for State conferences.

The committee is aware, based on hearings held last April 8, that the preliminary design task force has identified possible alternate

Committee shall select the Chair of the Conference. Compensation of the members of the advisory committee is provided for.

Section 6

Provides that the Commission shall have authority to accept, on behalf of the Conference, grants, gifts, or bequests of money for immediate distribution in furtherance of the Conference.

Section 7

Defines the terms Commission, Conference, and State as used throughout the legislation.

Section 8

Provides that such sums as may be necessary are authorized to be appropriated without fiscal year limitations to carry out the provisions of the joint resolution.

○

were submitted to the committee with reference to the subject matter specifically addressed by House Joint Resolution 90.

SECTION-BY-SECTION ANALYSIS

Preamble

The preamble to the joint resolution set forth in the material preceding the resolving clause, contains 11 clauses which declare the reasons for enacting the resolution.

The resolving clause of the resolution is followed by eight sections, as follows:

Section 1

Authorizes the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989, and not later than September 30, 1991.

Section 2

States the purpose of the Conference, describes the composition of the Conference, details the distribution of the participants, and provides that participation in State or territorial conferences is optional.

Section 3

Provides for the planning and conduct of the conference by the National Commission on Libraries and Information Science. It names the National Commission on Libraries and Information Science as having responsibility for conducting the White House Conference, including the use of other Federal department and agency personnel and resources; makes technical and financial assistance available to the States; requires the preparation and distribution of background materials for the use of delegates to the Conference; requires fiscal oversight activities; and provides that members of the Commission may be allowed travel or other expenses.

Section 4

Provides that First, a final report of the Conference must be submitted to the President not later than 120 days after the close of the Conference; second, the final report of the Conference must be made public; and third, within 90 days after the President has received the report, it must be transmitted to the Congress with recommendations of the President with respect to such report.

Section 5

Establishes the advisory committee to the Conference, to be comprised of 30 members to assist and advise the Commission in planning and conducting the Conference. It provides that the composition of the advisory committee will be 8 members designated by the Chairman of the Commission; 5 members designated by the Speaker of the House; 5 members designated by the President pro tempore of the Senate; and 10 members designated by the President. The Secretary of Education and the Librarian of Congress will also sit on the advisory committee. The chairman of the Commission shall serve as vice chairman of the advisory committee, and the advisory

funding sources for the national Conference. The committee urges that these efforts continue so that to the greatest extent possible, the White House Conference be funded from non-Federal sources, including private sector donations.

The Conference itself shall include representatives of local, State, regional, and national institutions concerned with library and information services; educators; experts in the technology of library and information services; public officials; and members of the general public. These representatives shall be equitably distributed to reflect concerns of rural as well as urban areas.

The National Commission on Libraries and Information Science has appointed the White House Conference preliminary design group, which will make recommendations on the kinds of appointments which should be made to the 30 member advisory committee authorized to be established under House Joint Resolution 90. The design group has proposed that the three overarching themes of the White House Conference be: First, Library and Information Services for Productivity; second, Library and Information Services for Literacy; and third, Library and Information Services for Democracy.

The committee's concern over productivity, literacy, and sound government is well documented. It believes that increased productivity, literacy and sound government decisionmaking are critical to the health of our democracy, and that these are also concerns of the President, the Congress as a whole, elected officials at all levels of government and citizens throughout the nation. The committee endorses the proposed themes as both timely and appropriate for the Second White House Conference.

Finally, the committee believes the Conference calls for considerable flexibility for program activities leading to the White House Conference, and urges that substate, State and multistate activities addressing library and information issues, or any combination of activities at those levels, be permitted this flexibility so that widespread involvement in the Conference may assure its successful completion.

The committee considers the White House Conference to be a process, involving persons from every State; territory; American Indians, Alaskan Natives and native Hawaiians that desire to participate in discussions of issues related to the provision of adequate library and information services. The entire process is expected to result in the identification of user needs which will serve as the basis for realistic planning for those services as the 21st century approaches.

COMMITTEE CONSIDERATION

A hearing was held on April 8, 1986, entitled "Hearing on Libraries," during the 99th Congress. At that time, House Joint Resolution 244 introduced by Congressman William D. Ford, was pending before the Committee on Education and Labor, with 172 cosponsors, but was not enacted prior to adjournment of the 99th Congress.

On January 21, 1987, Congressman William D. Ford reintroduced the resolution, House Joint Resolution 90, which was referred to

the Committee on Education and Labor. On May 12, 1987, the subcommittee on Postsecondary Education was discharged from further consideration of House Joint Resolution 90. The resolution, currently cosponsored by 169 Members of the House Representatives, 25 of whom are members of the Education and Labor Committee, was considered by the full committee, which favorably ordered reported the legislation, amended, by unanimous voice vote.

The amendment, as adopted by voice vote, modifies the title of the resolution to allow for greater flexibility with the date of the White House Conference on Library and Information Services by authorizing the President to both call and conduct the White House Conference not earlier than September 1, 1989, and not later than September 30, 1991.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(3)(C) of rule XI of the Rules of the House of Representatives, the estimate prepared by the Director of the Congressional Budget Office, pursuant to section 403 of the Congressional Budget Office Act, as timely submitted prior to the filing of this report, is set forth as follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 13, 1987.

Hon. AUGUSTUS F. HAWKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate for H.J. Res. 90, the White House Conference on Library and Information Services, as ordered reported by the House Education and Labor Committee on May 12, 1987.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

EDWARD M. GRAMLICH,
Acting Director.

CONGRESSIONAL BUDGET OFFICE—COST ESTIMATE, MAY 13, 1987

1. Bill number: H.J. Res. 90.
2. Bill title: White House Conference on Library and Information Services.
3. Bill status: As ordered reported from the House Education and Labor Committee, May 12, 1987.
4. Bill purpose: The purpose of this bill is to authorize the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989 and not later than September 30, 1991. Funds for the conference are subject to subsequent appropriations action.
5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1988	1989	1990	1991	1992
Total authorization level	6				
Estimated total outlays	1	1	2	2	

The costs of this bill fall in Function 500.

Basis of estimate: In 1979 a White House Conference on Library and Information Services was conducted. Funding for that conference was appropriated in 1977 at \$3.5 million. The cost estimate for the White House conference authorized in H.J. Res. 90 reflects the cost of the 1979 conference adjusted for inflation. The bill allows for the conference to be held any time over a three year period. This estimate assumes that the funding would be given in fiscal year 1988 and that the conference would take place during fiscal year 1990, similar to the funding cycle of the 1979 conference. Estimated total outlays reflect the actual spending pattern of the earlier conference.

6. Estimated cost to State and local government: The Congressional Budget Office has determined that the budgets of state and local governments would not be affected directly by enactment of this bill.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Deborah Kalcevic.

10. Estimate approved by: CG. Nuckols, for James L. Blum, Assistant Director for Budget Analysis.

COMMITTEE ESTIMATE

The committee concurs with and adopts the estimate of the Congressional Budget Office, pursuant clause 7 of rule XIII of the Rules of the House of Representatives. No other estimates have been received from any other Federal department or agency.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the committee estimates that the enactment of House Joint Resolution 90 will have no inflationary impact on prices and costs in the operation of the national economy. It is the judgment of the committee that there is no inflationary impact of this legislation as a component of the Federal budget.

OVERSIGHT FINDINGS OF THE COMMITTEE

The "Hearing on Libraries" held on April 8, 1986, fulfilled the responsibility of holding oversight in the matter of calling for a White House Conference on Library and Information Services.

OVERSIGHT FINDINGS AND RECOMMENDATIONS OF THE COMMITTEE ON GOVERNMENT OPERATIONS

In compliance with clause 2(1)(3)(D) of rule XI of the rules of the House of Representatives, the committee states that no findings and recommendations of the Committee on Government Operations