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In addition, witness after witness testified that a major problem they faced in obtaining Government contracts is the lack of accessibility to timely and timely information on procurement bids. S. 1730 contained several proposals to get more detailed information out to small business firms interested in contract opportunities. Again, the bill provides today retains this theme. The provisions in our legislation on this topic underscore the crucial importance of getting adequate information out to interested firms in a timely manner.

One area where I have received numerous comments from small firms interested in procurement contracts is the issue of accountability. Many small business owners contend that all the legislation in the world will not improve their situation unless Government agencies are held accountable for efforts to bring in small business contracts. Again, the bill produce today takes some important steps in this direction. Of particular significance in this vein are the provisions of the bill pertaining to Breakout Procurement Committees and representatives.

In conclusion, Mr. President, I am pleased to see the effort to bring more small firms into the Federal procurement process take another step forward today. The bill introduced today takes some important steps in this direction. Of particular significance in this vein are the provisions of the bill pertaining to Breakout Procurement Committees and representatives.

Mr. D'AMATO. Mr. President, I rise today as an original cosponsor of S. 2489, the Small Business Procurement Enhancement Act of 1984. This measure is an improved version of a bill I cosponsored during the first session of this Congress, S. 1730. I believe S. 2489 makes a significant improvement in the manner in which both civilian agencies and the Department of Defense procure spare parts, support equipment and services. I urge my colleagues to support this bill.

This bill provides remedies for problems many small businesses encounter when they attempt to compete for Federal Government procurements. It provides an advantage to a prime contractor's system who is willing to open competition for replenishment of parts to the system.

It addresses the use of prequalification requirements as barriers to competition—more about this point later. It requires major systems contractors to test technical data to the procuring agency, so competitive replenishment spare parts procurements can be undertaken.

It establishes a requirement that proprietary data claims be validated and justified, and establishes a system of financial disincentives for asserting unfounded claims for proprietary rights to data. Finally, it expands the Small Business Administration's Breakout Procurement Center representative programs. In addition, the original procurement representatives' authority and responsibility as advocates for competition in procurement.

Rather than go through these provisions in detail, I want to tell you why I believe the bill is one of the most important pieces of legislation we have ever passed. It is not only too easy to find horror stories in spare parts procurement. I want to relate an experience of mine in this area, an experience which had a happy ending both for the small business concerned and for the U.S. taxpayer.

This story involves overpricing of spare parts, but rather than retell the financial details, I want to describe for a prompt and open opportunity which this one small business faced, and explain how this measure, S. 2489, would have prevented it from happening had it been law at the time.

A small New York firm, 8. H. Aircraft, of Farmingdale, Long Island, was excluded from an Air Force spare parts procurement because B. H. was not an engineering qualified source. After a long struggle, B. H. and the Air Force qualified and won a contract which saved the U.S. taxpayer many millions of dollars.

S. 2489 would correct this problem by requiring that, if an agency employs a prequalification requirement to support a procurement, any engineering qualified source process, it must do the following things: First, prepare a written justification for the requirement; second, establish specific standards to be met to become qualified; third, provide an opportunity to attempt to become qualified; and fourth, return test results in a timely manner, setting forth specifically why a contractor failed to qualify, in the event of failure.

In the B. H. Aircraft case, this small business was first encouraged to submit a bid, but was then told their bid would not be accepted because they were not an engineering qualified source. When they enquired what actions they would have to take to become qualified, they suffered a long delay. Apparently, no written standards had ever been established, so the contracting office had to contact the original equipment manufacturer to ask their opinion on the proper qualification process.

When the original equipment manufacturer, who was a competitor for the contract upon which B. H. Aircraft sought to bid, replied to the request from the Air Force, the Air Force chose to establish a more demanding standard than the original equipment manufacturer had originally provided. This standard required an extensive and intensive testing procedure for the item being procured, a process which could not be completed before the competition question was tabled and set aside. The contract was awarded to one of the two qualified sources. This tactic effectively closed the procurement to B. H. Aircraft.

Fortunately, through great personal effort by the officers of B. H. Aircraft and through my personal involvement, the Air Force was persuaded to re-examine its decision and, ultimately, to allow B. H. to compete for the contract, which they won.

This was an extraordinary effort, a bureaucratic odyssey which most small businesses would not consider attempting and which even fewer would complete. This single example of one of the barriers facing a small business attempting to compete for Federal procurements is illustrative of a whole class of such experiences. No small businessman should be forced to face the difficulties B. H. Aircraft faced and overcame. This measure would prevent new instances of abuse of the prequalification requirement to prevent other businesses from competing for award of certain contracts.

I could provide other examples from my experience. Unfortunately, these examples are many and few ended as happily for the small business involved and the U.S. taxpayer as did the B. H. Aircraft matter. I will not take the Senate's time with such a recounting, because I am certain my colleagues have had similar experiences and can provide their own lengthy lists of constituents who have encountered these barriers and who were turned back by them. I hope this personal experience will help my colleagues reach the conclusion I have reached, that urgent action to break down these barriers is necessary and that this measure is the tool we need to achieve that goal.

I want to underline the reasons why we must act now why this measure is vital. First, this measure is fair. It allows small businesses to compete fairly in the marketplace which is characterized by source or restrictive procurements. Second, this measure improves competition. Competition enhances the strength and diversity of our industrial base and holds down costs to the taxpayer dollars. Increased competition produces lower prices for the Government and lower expenditure levels for the Treasury while we are attempting to reduce the Federal deficit.

In closing, I again urge my colleagues to review this measure and join me in supporting it and securing its rapid passage.

By Mr. STAFFORD (for himself, Mr. FELL, Mr. QUAYLE, Mrs. HAWKINS, Mr. KENNEDY, Mr. RANDOLPH, Mr. SARBANES, and Mr. EAGLETON).

S. 262. A bill to amend and extend the Library Services Construction Act; to the Committee on Labor and Human Resources.

Library Services and Construction Act.

AMENDMENT OF 1984

Mr. STAFFORD. Mr. President, today, on behalf of myself and Sena-
The amendments are the product of hearings held by the Subcommittee on Education, Arts and Humanities and reflect the input of many citizens interested in the rapid growth and improvement of library services.

Two goals lie at the heart of this legislation: First, to expand access to library services for those populations who have traditionally lacked "barriers" to access in the past; and second, to assist libraries in coping with the revolution in information technology.

Mr. President, when President Eisenhower signed the Library Services and Construction Act in 1956, 960 counties in this country were without public libraries. Furthermore, only six States offered grants to aid local libraries, and only one in six librarians had reached library school.

The Library Services and Construction Act, responding to the need to establish library services in unserved areas, has succeeded remarkably. In contrast to 1956, roughly 95 percent of available sites as nursing homes, senior citizens' centers, and other facilities, to access those who were isolated from libraries either by geographic location or physical handicap. Additionally, library services are no longer confined to the traditional structure; programs have been developed in such diverse sites as nursing homes, prisons, State hospitals, and other facilities.

These accomplishments are the product of a cooperative partnership involving Federal, State, and local efforts. The Federal share represents a small portion of the total national expenditure on libraries, estimated at between 5 and 6 percent. Yet, this legislation reflects a growing understanding that underserved populations can be as difficult to reach in urban as in rural areas. As Edwin Holmgren of New York Public Library has aptly stated: In a big city like New York, the barriers to access tend not to be those of distance, as in rural areas, but rather poverty, illiteracy, age, and lack of a common language or culture.

Amendments to this legislation over the past 20 years have tried to address urban isolation and the needs of multilingual, illiterate, and elderly populations, as well as the need to preserve much of the rural emphasis that characterized LSCA from the beginning. The amendments require equal consideration of large and small towns and small towns must serve to insure the maximization of existing resources, by requiring that scarce and expensive resources be shared.

Still another challenge is emerging, one that this legislation seeks to meet head on. That challenge is the explosive growth in information technologies. Libraries are natural consumers of these new technologies, but as is the case with all of us, they will need to proceed thoughtfully in making investments in these expensive services. These amendments seek to assist in that endeavor.

In my view, this reauthorization is a new title that will make grants available to Indian tribes living on or near reservations.

Mr. President, the bill that I am introducing is an act with Senators Pell, Quayle, Hawkins, Kennedy, Randolph, Sarbanes, and Eagleton, preserves the flexibility that has made this program popular with State and local governments. The Library Services and Construction Act has been and continues to be a productive Federal investment in our Nation's libraries. It has been a catalyst for expansion and improvement and it will continue to be a vital task in a nation founded on individual freedoms, that places a premium on education for all Americans.

I commend these amendments to the attention of my colleagues and ask unanimous consent that this legislation and a section by section analysis be printed in the CONGRESSIONAL RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

S. 340
Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, SECTION 1. (a) This Act may be cited as the "Library Services and Construction Act Amendments of 1986". (b) The Congress finds that: (1) the role of libraries has expanded to include (A) providing programs to meet the needs of special segments of the population, including: (i) library training and outreach programs, (B) sharing resources and materials among a wide variety of libraries; (2) it has become necessary to expand the role of libraries as information centers for their communities, utilizing improved and new technologies and resources to meet the increasing needs for... (3) the scope and purpose of the Library Services and Construction Act should there-
for fiscal year 1988, and $85,000,000 for fiscal year 1989; by inserting "and the Northern Mariana Islands" after "the Virgin Islands,"

"(2) for the purpose of making grants as provided in title II, $50,000,000 for each of the fiscal years 1986, 1987, 1988, and 1989, and $90,000,000 for fiscal year 1987, $24,000,000 for fiscal year 1987, $27,000,000 for fiscal year 1988, and $30,000,000 for fiscal year 1989; and

"(3) for the purpose of making grants as provided in title III, $18,000,000 for fiscal year 1986, $21,000,000 for fiscal year 1987, $24,000,000 for fiscal year 1988, and $27,000,000 for fiscal year 1989; and $30,000,000 for fiscal year 1989.

There shall be available for the purpose of making grants under title I for each of the fiscal years 1985, 1986, 1987, 1988, and 1989, 1 per centum of the amount appropriated pursuant to paragraphs (1), (2), and (3) for each such fiscal year.

(b) Section 4 of the Act is further amended by adding at the end thereof the following new subsection:

"(d)(1) For the purpose of affording adequate notice of funding available under this Act, appropriations made under this Act are authorized to be included in an appropriation Act for the fiscal year preceding the fiscal year in which they are first available for obligation.

(2) In order to effect a transition to the advance funding method of timing appropriated funds, such funds (other than funds appropriated pursuant to the Act or otherwise) of two separate appropriations, one for the current fiscal year and one for the succeeding fiscal year, shall be payable in such amounts as may be necessary to district within a period of one hundred twenty days, unless the Secretary shall determine that circumstances may warrant a different time frame.

(3) Any allotted funds for which an Indian tribe does not apply, or applies but does not qualify, shall be reallocated by the Secretary among Indian tribes which have submitted approved applications under section 403.

(4) Any allotted funds for which an Indian tribe does not apply, or applies but does not qualify, shall be reallocated by the Secretary among Indian tribes which have submitted approved applications under section 403.

(5) In making such allocations, the Secretary shall take into account the needs of Indian tribes for such allocation, to the extent there shall be in the activities described in section 403(b).

SECTIONS 405, 406, AND 407.--Sec. 405. The Act is amended by striking out "handicapped" in clause (3) the following: "(and institutionalized individuals);"

(2) by redesignating clauses (4) and (5) as clauses (5) and (6), respectively, and inserting after clause (5) the following: "(4) the description of funds for programs for the elderly, including (A) the training of librarians to work with the elderly; (B) the conduct of special library programs for the elderly, particularly for the elderly who are handicapped; (C) the purchase of special library materials for use by the elderly; (D) the payment of salaries for elderly persons who wish to work in libraries as assistants on programs for the elderly; (E) the provision of in-home visits by librarians to the elderly; (F) the establishment of outreach programs to notify the elderly of library services available to them; and (G) the funding of projects to provide the elderly with access to library services;" and

(3) by adding at the end thereof the following new section: "The amount which a State is required to expend pursuant to clause (3) of this section shall be ratably reduced to the extent that Federal allocations to the State are reduced."

CONSTRUCTION: USE OF FUNDS

Sec. 11. (a) Section 202 of the Act is amended by striking out the second sentence and inserting in lieu thereof the following: "Such grants shall be used for the construction (as defined in section 322) of public libraries.

(b)(1) Section 202 of the Act is further amended by inserting "(a)" after "Sec. 202, and by adding at the end thereof the following new subsections:

"(b) For the purposes of subsection (a), the Federal share of the cost of construction of any library facility which has not been constructed in part with funds made available under this title shall not exceed one-third of the total cost of such project.

"(c) If, within 20 years after completion of construction of any library facility which has not been constructed in part with funds made available under this title, the recipient (or its successor in title or possession) ceases or fails to be a public or nonprofit institution, or

"(2) the facility ceases to be used as a library facility, unless the Secretary determines that there is good cause for releasing the institution from its obligation.

Sec. 1, subsection (a) of section 203 of the Act, as added by the amendment made by paragraph (1) shall apply to any facility constructed prior to or after the date of enactment of this bill, and funds made available under title II of the Act.
S 3430

CONGRESSIONAL RECORD — SENATE

March 29, 1984

INTERLIBRARY COOPERATION AND RESOURCE SHARING

Sec. 12. (a) The heading of title III of the Act is amended by inserting "AND RESOURCE SHARING" after "INTERLIBRARY COOPERATION".

(b) Section 301 of the Act is amended—

(1) by striking out "section 6" and inserting in lieu thereof "section 6.5," and

(2) by inserting before the period at the end thereof a comma and the following: "and have submitted long-range and annual programs which are directed toward eventual compliance with the requirements of section 304."

(c) Section 303 of the Act is amended by inserting "shall comply with the requirements of section 304," after "by regulation and" in the second sentence.

(d) Title III of the Act is further amended by adding at the end thereof the following new section:

"RESOURCE SHARING"

"Sec. 304. (a) The long-range program and annual program of each State shall include a statewide resource sharing plan.

(b) In developing the State basic and long-range program, the State Library agency with the assistance of the State advisory council on libraries shall consider recommendations of libraries participating in the interlibrary and resource sharing programs authorized by this title.

(c) The State's long-range program shall identify interlibrary and resource sharing objectives to be achieved during the period covered by the basic and long-range plans required by section 6. The long-range program may include—

(1) criteria for participation in statewide resource sharing to ensure equitable participation by libraries of all types that agree to meet requirements for resource sharing;

(2) an analysis of the needs for development, management and maintenance of bibliographic access, including data bases for monographs, serials, and audiorecordings;

(3) an analysis of the needs for development and maintenance of communications systems for information exchange among participating libraries;

(4) an analysis of the needs for development and maintenance of delivery systems for library materials among participating libraries;

(5) a projection of the computer and other technological needs for resource sharing;

(6) an identification of means which will be required to provide users access to library resources; and collection development and maintenance in major public, academic, school, and private libraries serving as resource centers;

(7) a proposal, where appropriate, for the development, establishment, demonstration, and maintenance of intraState multiple library systems;

(8) an analysis of the State's needs for development and maintenance of links with State and national resource sharing systems; and

(9) a description of how the evaluations required by section 6(d) will be conducted.

(d) Libraries participating in resource sharing activities under this section may be reimbursed for their expenses in loaning materials and for costs to library services:

LIBRARY SERVICES FOR INDIAN TRIBES

Sec. 13. Title IV of the Act is amended to read as follows:

"TITLE IV—LIBRARY SERVICES FOR INDIAN TRIBES"

"FINDINGS AND PURCHASE AUTHORIZATION OF GRANTS"

"Sec. 401. (a) The Congress finds that—

(1) most Indian tribes receive little or no funds under programs administered by the Federal Government;

(2) Indian tribes and reservations are generally considered to be separate nations and seldom are eligible for direct library allocations; and

(3) the vast majority of Indians living on or near reservations do not have access to adequate libraries or have access to no libraries at all.

(b) This title is therefore required specifically to promote special efforts to provide library services to Indian tribes."

(2) It is therefore the purpose of this title—

(1) to promote the extension of public library services to Indian people living on or near reservations and to Indian reservations for the establishment and expansion of tribal library programs; and

(3) to improve the administration and implementation of library services for Indians by providing funds to establish and support ongoing library programs.

(c) Each library shall carry out a program of making grants from allotments under section 8(c)(1) to Indian tribes that have submitted approved annual plans under section 8 for library services to Indians.

(3) USE OF FUNDS

"Sec. 402. (a) Funds made available by grant under subsection (c) or (d) of section 401 may be used for:

(1) Inservice or preservice training of Indians as library personnel;

(2) purchase of library materials;

(3) implementation of special library programs for Indians;

(4) salaries of library personnel;

(5) construction, purchase renovation, or remodeling of library buildings and facilities;

(6) transportation to enable Indians to have access to library services;

(7) dissemination of information about library services;

(8) assessment of tribal library needs and activities;

(9) contracts to provide public library services to Indians living on or near reservations that are the subject of the plans described in paragraphs (1) through (8);

(10) Any tribe that supports a public library system, shall continue to expend from Federal, State and local sources an amount not less than the amount expended by the tribe from such sources for public library services during the second fiscal year preceding the fiscal year for which the determination is made.

(11) Nothing in this Act shall be construed to prohibit restricted collections of tribal cultural materials with funds made available under this Act.

"APPLICATIONS FOR LIBRARY SERVICES TO INDIAN TRIBES"

"Sec. 403. Any Indian tribe which desires to receive its allotment under section 8(c)(1) shall submit an application which contains such information as the Secretary may require by regulation.

"PLANS FOR LIBRARY SERVICES TO INDIANS"

"Sec. 404. Any Indian tribe which desires to receive a special project grant from funds available under this section shall submit a plan for library services on or near an Indian reservation. Such plans shall be submitted at such time, in such form, and contain such information as the Secretary may require by regulation and shall set forth a program for the year under which funds under the Act for the Indian tribe will be used, consistent with—

(1) a long-range program, and

(2) the purpose set forth in section 400.

COORDINATION WITH PROGRAMS FOR INDIANS

"Sec. 405. The Secretary shall coordinate with the Secretary of the Interior programs under this title with the programs assisted under the various Acts and programs administered by the Department of the Interior that pertain to Indians."

SCORPIO

Sec. 14. Section 5(c) of the National Commission on Libraries and Information Science Act is amended by inserting "after" the subsection designation and by adding at the end thereof the following new paragraph:

(2) The Librarian of Congress shall permit the Commission to access the Subject Content Oriented Retrieval System for Processing Information On-Line (SCORPIO).

SECTION-BY-SECTION ANALYSIS OF THE LIBRARY SERVICES AND CONSTRUCTION ACT REAUTHORIZATION

SECTION 1

This section gives the title of the Act "Library Services and Construction Act Amendments of 1984" and gives the Congresional Record reference and date.

Those findings are as follows: The role of libraries has expanded to include providing programs to meet the needs of special populations, to help establish networks and share resource materials among a wide variety of libraries; the role of libraries as information centers has expanded to meet the increasing needs of their communities for informational and educational resources, and the scope and purpose of the Library Services and Construction Act (LSCA) should be expanded to include a broader range of programs which may receive funds and to ensure services to populations which might otherwise be without library services.

SECTION 2

This section amends the declaration of policy to state that it is the purpose of the Act to assist the states in extending services to these groups without such services, including the elderly and Indian tribes; to assist with library construction and renovation of libraries in isolated communities; and to strengthen and expand Federal, State, and local libraries serving as resource-sharing; and to strengthen major urban resource libraries.

SECTION 3

This section amends the definitions section to include the Northern Mariana Islands; to change Commissioner to Secretary of Education; to add to the definition of construction "historical standards under the Architectural Barriers Act of 1968, remodeling designed to conserve energy, and renovation or remodeling to accommodate the handicapped and institutionalized; to assist in strengthening State library administrative agencies; to promote interlibrary cooperation, resource-sharing; and to strengthen major urban resource libraries.
This section authorizes the following appropriations: For Title I, $75 million for fiscal year 1985, $80 million for fiscal year 1986, $85 million for fiscal year 1987, $90 million for fiscal year 1988; or Title II, $50 million for fiscal years 1985-1989; for Title III, $18 million for fiscal year 1985, $21 million for fiscal year 1986, $27 million for fiscal year 1987, $27 million for fiscal year 1988, and $30 million for fiscal year 1989; for Title IV, $5 million; for Title V, $3 million annually; for Title VI, $3 million for fiscal year 1985; or Title VII, $5 million for fiscal year 1985.

This section allocates allotments to Indian tribes. Each tribe is entitled to receive an equal amount of money based on the tribe's allotment for Titles I, II, III, and VII for the fiscal year 1986, $24 million for the fiscal year 1987, and $26 million for the fiscal year 1988. Each tribe is entitled to receive an allotment must wish to receive Federal funds for library services. Each Indian tribe does not apply for its allotment, that money will be retained by the Secretary and used to provide the funds to Indian tribes selected competitively for library services. Competitive grants require that the Indian tribes be administered by a librarian.

This section mandates that the Secretary pay each Indian tribe which has an approved application an amount equal to that tribe's allotment. If an Indian tribe receives an additional discretionary grant, Federal funds will be used for the tribe's allotment. In order to receive a discretionary grant, an Indian tribe must submit a long-range plan.

This section amends requirements for the process for projects that improve access to library facilities for the least served populations in the state (including those of limited English speaking ability and programs and projects in both urban and rural areas) and for programs that serve the elderly, combat illiteracy, and improve access through effective use of technology. The section further specifies that any Indian tribe wishing to receive an allotment must submit an application to the Secretary. In order to receive a discretionary grant, an Indian tribe must submit a long-range plan.

This section amends Section 101 of LSCA, "Grants to States for Library Services." Grants are awarded for exchange of library services to meet special needs of individuals in the state, to assist libraries to serve the needs of disadvantaged populations, to provide literacy training for the public, and to improve and strengthen library administrative agencies and major urban resource centers.

This section amends Title IV of LSCA, "State Library Service Programs." The allowable uses of Federal funds to provide library services for the elderly are outlined in this section. Legitimate expenses include: training librarians to work with the elderly; conducting special library programs for the elderly; purchasing special library materials; paying salaries for elderly people to work in libraries in programs for the elderly; providing outreach programs to notify the elderly of library services available to them; and furnishing transportation to enable the elderly to have access to library services.

This section also authorizes the following projects: Title I, $75 million for fiscal years 1985, $80 million for fiscal year 1986, $85 million for fiscal year 1987, $90 million for fiscal year 1988; or Title II, $50 million for fiscal years 1985-1989; for Title III, $18 million for fiscal year 1985, $21 million for fiscal year 1986, $27 million for fiscal year 1987, $27 million for fiscal year 1988, and $30 million for fiscal year 1989; for Title IV, $5 million; for Title V, $3 million annually; for Title VI, $3 million for fiscal year 1985; or Title VII, $5 million for fiscal year 1985.

This section amends Title I of LSCA to receive an allotment must wish to receive Federal funds for library services. Each Indian tribe does not apply for its allotment, that money will be retained by the Secretary and used to provide the funds to Indian tribes selected competitively for library services. Competitive grants require that the Indian tribes be administered by a librarian.

This section authorizes the following appropriations: For Title I, $75 million for fiscal year 1985, $80 million for fiscal year 1986, $85 million for fiscal year 1987, $90 million for fiscal year 1988; or Title II, $50 million for fiscal years 1985-1989; for Title III, $18 million for fiscal year 1985, $21 million for fiscal year 1986, $27 million for fiscal year 1987, $27 million for fiscal year 1988, and $30 million for fiscal year 1989; for Title IV, $5 million; for Title V, $3 million annually; for Title VI, $3 million for fiscal year 1985; or Title VII, $5 million for fiscal year 1985.

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Title II of the LSCA authorizes grants for the construction and renovation of library buildings. Regrettably, funds have been appropriated under this title since 1973, save for a one-time appropriation of $50 million in 1983 as part of the emergency jobs bill. I am especially hopeful that the funds appropriated for title II that are authorized in this bill will be appropriated this year. The need for financial assistance for public library construction and renovation is acute. The funds appropriated for this purpose in 1983 were a fraction of what a fraction of the potential projects could be carried out with those funds. It is my understanding that over $400 million is the investment needed today to alleviate overcrowding and bring existing library facilities up to date. I am prepared to support a renewed effort in this area, and I am delighted that $50 million is authorized in this legislation specifically for library construction projects for each year that this legislation covers.

Funds for Interlibrary Cooperation, under title III, have been especially critical in the continuing development of computer-based technology. These funds allow libraries to share information throughout their nationwide network. Libraries are our most important resource for the dispersal of public information, and it is title III that helps insure the most efficient distribution of this information to the broadest population. The amount of $18 million is being authorized for title III in fiscal year 1985—a sum that will help bring interlibrary cooperation fully into the computer age.

This bill will renew our Government's commitment to a healthy, vital, and accessible public library system across the country. Libraries have been described as our most important education resource in the Nation—second only to the classroom. For this reason, I am delighted to join with my colleagues from Vermont, Senator STAFFORD, in cosponsoring this legislation.

Mr. SARBANES. Mr. President, I am pleased to be a sponsor of this legislation amending the Library Services and Construction Act for fiscal years 1985 through 1989. The local library provides a unique and vital service to many communities in Maryland and throughout the Nation by providing a multitude of resources and programs to all citizens, usually at no cost. The American public library was created and nourished by such basic ideas as the right of individuals to think, to believe, to strive for intellectual development, to participate in the political process and to improve job skills. It is a historic friend of libraries, said that "our libraries are cathedrals of the mind which we can afford to ignore only at the peril of losing our intellectual and creative identity." I am proud to join in reaffirming our Federal commitment to libraries today.

We in Maryland are fortunate to have some of the finest libraries in the country. The branch library system established in Baltimore, home of the Enoch Pratt Free Library, one of the most renowned public municipal libraries in the world, serves as an important model for librarians in his philanthropic efforts to establish branch libraries in many areas of the Nation. Carnegie later funded a system of small, horse-drawn book wagons which served many parts of western Maryland; and we have had a strong library outreach system throughout the State since these early beginnings. Some of the innovative adult education and literacy programs which serve the people of Baltimore were highlighted by Ms. Jane Helsel, a librarian at the Enoch Pratt Library, when she testified before the Senate Subcommittee on Libraries and Information, last week; and I am proud to note the leadership that Maryland has provided in these other areas of library services.

Library Services and Construction Act reauthorization which I have joined in sponsoring today would increase funding for library services, library construction, and interlibrary cooperation during the next 4 years. Title I, Library Services, would be strengthened to meet the increasing demand for literacy programs, language services, rural outreach programs, and resources geared to the handicapped and elderly. Title II would provide for library construction funds, and title III would increase funding for interlibrary loan programs by about 20 percent. This additional funding for title III is crucial for our challenge to interlibrary cooperation to depend on State and regional interlibrary cooperation to fill particular readers' requests.

I strongly support our Federal commitment to the library system, which is so important in initiating innovative programs and in providing the incentive for many additional State and private contributions to our public libraries. The amount of money provided by the Federal Government represents a small but important percentage of library budgets, and we must maintain this Federal involvement. In Maryland, Federal funds have provided library services to the blind and physically handicapped, persons who are homebound, to those in hospitals and prisons, and residents of rural areas; and I urge my colleagues to support this important legislation.

By Mr. STAFFORD (for himself, Mr. HATCH, Mr. QUAYLE, Mr. PERCY, Mr. WIECKER, and Mr. LEAHY):

S. 2491. A bill to establish a system for the consolidation of student loans under title IV of the Higher Education Act of 1965, and for other purposes; to the Committee on Labor and Human Resources.

Mr. STAFFORD. Mr. President, on behalf of myself, Senator HATCH, Senator QUAYLE, Senator PERCY, Senator STAFFORD, Senator WIECKER, I introduce today legislation to reauthorize loan consolidation opportunities under the guaranteed student loan program. My colleagues will recall that congressional authority for loan consolidation expired on November 1 of this past year, and I urge my colleagues to work with me for expeditious approval of the measure I introduce today.

Mr. President, let me take a moment to refresh the memories of my colleagues concerning this loan consolidation program, which was first authorized in the 1980 education amendments and has only really begun in the past year and a half. During congressional reauthorization of 1980, the administration and procedural complexities that often accompany repayment to different lenders from whom a student borrows under our numerous Federal loan programs was extensively discussed. Consequently, Congress created a program to allow borrowers with threshold levels of debt to consolidate loans from different lenders into a single loan with a single monthly payment. The Student Loan Marketing Association, known concisely as Sallie Mae, was the only lender authorized to make consolidation loans and was authorized to set the borrower interest rate at 9 percent, irrespective of the composition of a borrower's loan portfolio. In an attempt to reduce loan default rates, Congress authorized Sallie Mae to offer to eligible borrowers an extension of the repayment term from 10 to 25 years, and Sallie Mae could offer graduated and income-sensitive repayment schedules, an authority which was the crux of Sallie Mae's program.

Mr. President, borrower response to the consolidation program has been extraordinary. For the last 2 years, Sallie Mae has consolidated some $395 million in loans from approximately 32,000 borrowers. Yet accompanying this dramatic response have been numerous and growing concerns about the program's cost and its effectiveness in responding to the goals Congress originally set. Most troublesome, Mr. President, was the discount borrowers with 8 percent loans could receive when these loans were incorporated into a 7 percent consolidation loan, an advantage not given to other student loan borrowers. Obviously, this factor increased Federal costs substantially and represented an unwarranted level of Federal beneficence to borrowers already receiving the additional subsidy that accompanies graduated payments and extended repayment.