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## Implications for Academic Libraries

This paper may present a more restricted view of the academic library interface with collective bargaining than might have been anticipated, primarily for three reasons. First, I am more familiar with the Canadian academic library situation than with the American, although I have studied the pattern which appears to be emerging in American libraries. In addition, I am convinced that if academic library administrators had realized at any point within the past ten years that library management is a unique and demanding scientific discipline and had borrowed some of the techniques and methodologies being practiced in the business community, they could have been in a position of bargaining from strength rather than from weakness. Finally, I am firmly committed to the belief that academic librarians should achieve their status and any ensuing rights and privileges through their own merit, and not by accepting a system designed for another profession with similar, but not identical, objectives and requirements.

There is little doubt that collective bargaining will be the normal pattern for the majority of academic library staffs within the next decade. The question is not: What are the implications if we become involved? The question is: What do we do when, or hopefully before, we become involved? There are still steps which library administrators can take to ensure that their libraries will be in a relatively strong position in relationship to a union. The implications of collective bargaining for academic libraries are identifiable and positive. They are that we must achieve, in as short a time as possible, effective consultative (or participatory) library management systems, using the principles of library management so well defined by the Management Studies Office of the Association of Research Libraries (ARL).

Collective bargaining in academic libraries usually involves two groups: the professional staff and the clerical or support staff. In some instances one union or bargaining group negotiates for the support staff and some of the

professional staff, but this is probably the exception. For instance, of nine unionized academic libraries in Canada, six include only clerical and other sub-professional staff, while only three include some of the professional librarians with the clerical or support staff.<sup>1</sup>

In June 1974, 41 percent of ARL libraries had union representation for at least some of their employees,<sup>2</sup> but few include many professional librarians.

This dominance of support staff in unions may not long continue, as movements for collective bargaining among the faculty on university campuses gain momentum. If university faculties unionize, the librarians, whether assigned full faculty status or not, are bound to be involved.

Therefore, the implications of collective bargaining for academic libraries follow the particular pattern which the unionization takes on the individual campus and involve both support staff and professional staff. Although there are many factors in common, and certainly we have much to learn from the unionization of clerical or support staff, these will be discussed separately, after an examination of some overriding implications fundamental to the discussion.

## GENERAL IMPLICATIONS

### Emphasis on the Management Function

A recent *ARL Management Supplement* phrases the immediate emphasis on management resulting from unionization in this fashion: "The art of writing a union contract serves to itemize and clarify management's options. Each provision of a collective bargaining agreement is, in effect, a limitation where none had formally existed before. In order to operate effectively, let alone to make changes or experiment within such a framework, management needs to be imaginative in planning and attentive to detail. Managing will require more time than before and will require considerably more attention."<sup>3</sup>

Instead of accepting what passed as library management a decade ago—and that appears to have been an adherence to whatever traditional hierarchical pattern existed, patched as necessary to meet particular or peculiar circumstances—a library must define its system of management within an intelligently organized structure. This management system must have both long-range objectives and short-term goals, determined and understood within the framework of the institution's objectives and budgetary constraints.

In order to provide the environment in which the library management system can be effectively operated, and meet its primary objectives of providing library and information services, all library management and supervisory staff must be given the opportunity to acquire the necessary knowledge and

skills. Effective methods of providing the library with an effective and consciously managerial staff include: library in-service training programs for different levels of staff; seminars conducted by management experts provided by the library or university administration; and participation of both professional and nonprofessional staff in external seminars, institutes or formal courses.

The library management system must also define decision-making procedures and levels, and must provide structured vehicles for communication of all decisions to staff members. This is best provided through a participatory, or consultative, management system, with policy decisions officially taken at a level of staff involving more than just the senior administrators. This is discussed in more detail later.

### Necessity for Formalized Personnel Function

A second general implication of collective bargaining for academic libraries is that the personnel function, even as the management system itself, must be formally organized. As stated in the Booz, Allen and Hamilton study of the Columbia University Libraries, "the human resources of the libraries are so important that the highest level of attention should be given to the personnel function: the Personnel Office, headed by an Assistant University Librarian, should operate as an integral part of the top management."<sup>4</sup>

The responsibilities of such a personnel office include coordination of library personnel policies throughout all departments; recruitment, selection, evaluation, promotion and termination routines must be consistent within the library system. A constantly updated library personnel manual is the most effective tool for achieving this result.

Job classification schedules meeting the particular needs of the library and related to detailed (and again, constantly updated) job descriptions are also part of the personnel function. The unique character of coding bibliographic data as compared, for example, to payroll coding, must be established and defined, as must be the wide-ranging activities of a science librarian with cataloging, research assistance, and collection development responsibilities. (Examples of classifications and some generic job descriptions are included in the Appendix.)

Staff development plans for support staff, specialists and librarians—including both in-service training and personnel programs, liaison with the university personnel department and the union, or the planning of new personnel policies (e.g., variation of the compressed or flexible work week)—are all part of the many functions which will be coordinated and emphasized by assigning the proper attention to the personnel function.

## Threat to the Service Function

The third broad implication of collective bargaining for academic libraries is the threat to the service function. Library unions in Canada have existed longer in public libraries than in academic ones and we have been able to study, with growing alarm, the effects of such organizations on our common objective: effective library service. Specific examples can be cited in Canada of libraries which must be closed several evenings or on Sundays; where automation cannot be introduced; where staff members with seniority, but not necessarily with adequate qualifications can be transferred to public service jobs rather than filling the position with a more desirable outside candidate. All of these are the results of unions having prevailed over management in arbitration proceedings.

Academic libraries would be seriously hampered if they were not capable of meeting the changing needs of the user by restructuring departments, shifting or re-allocating personnel, introducing new technology, or entering into cooperative systems and regional or national networks. Union action need not be a threat to the service function if a library has already established its policies, objectives and organizational system consistent with the needs of both library users and staff. The implication is that each library must define those objectives, policies and organizational systems now, before collective bargaining is a reality in that library.

## SPECIFIC IMPLICATIONS: SUPPORT STAFF

In speaking of specific implications of collective bargaining in relation to support staff in academic libraries, I am to a certain extent basing my observations directly on the fact that the University of Guelph has a union for all nonprofessional staff on the campus. Fortunately, that union has not been a militant or aggressive one and the library has been able to establish a management system and personnel policies which, although within the constraints of a union, can still focus on the library's service objectives.

In my experience, the most important areas on which a support staff collective agreement concentrates are discussed below.

### Job Posting and Staff Transfers

As soon as a vacancy occurs in a library the position must be posted, internally to the university, usually for a period of five working days. The job classification or grade and necessary qualifications are stated briefly.

Advantages in such a system are the increased potential for staff mobility which can accrue. A clerical assistant at a Grade 2 level in the

cataloging department may be locked into an unchallenging situation because of the relative stability of all the senior positions above her in the same department. The posting of a Grade 3 clerical position in the acquisitions department may provide the opportunity for both advancement and more challenging work, which can result in a more productive staff member.

There are disadvantages, however, particularly if the collective agreement stipulates that library seniority is an important factor in a transfer choice. This will result in loss of flexibility for library management, limiting its ability to promote those employees it judges to be best qualified for the job.

This internal transfer after a job vacancy posting need not necessarily involve a promotion. As long as an employee deems that a job of similar classification and requiring similar qualifications is better for her, she may apply for the transfer. This situation can impinge on effective library service, and library management may be deterred by a union contract from selecting the best person for a position.

Some actual examples of the results of union contracts, from the library's point of view, may be helpful. The University of Guelph Library system offers service through subject divisions, with a general information division responsible in the central library for quick reference, information, and instructional services. In addition to professional staff in each division there are support staff—called library associates—with academic degrees in the subject of the discipline.

Within a period of two months, two library associates and the division head of one of the subject divisions resigned—all for valid and personal reasons. Meanwhile, the professional librarian in charge of orientation in the information division resigned at the end of a maternity leave prior to the beginning of the fall semester. The senior associate in the information division asked for a transfer to the vacancy in the subject division, with no promotion involved. This transfer, although not received with enthusiasm, was processed.

Then the second library associate in the information division asked to be transferred at her existing classification to the same subject division. This would leave the information division with no experienced staff except the division head. Although the employee is acting correctly within the terms of the contract in requesting a transfer, at some point the interests of the library and the needs of the user must be considered.

Another aspect of the problem is discussed by Donald Redmond, Chief Librarian of Queen's University at Kingston, Ontario. In his 1973-74 annual report he states that: "[the] mobility of nonprofessional staff has been simultaneously a benefit and a burden to the library system. Promotions and lateral transfers increase the value of a given employee to the university by broadening knowledge and familiarity." But he goes on to say that:

promotions and transfers mean a heavy burden on supervisors and colleagues, in training, monitoring and review. . . . The pattern of mobility has immediate effect on the units from which the staff move. Delays occur due to the paperwork procedures required by the University's tight budget and the collective agreement with the non-professional staff union—in job justification, posting and application. The resulting loss of working days increases the burden on staff remaining in the units.

In 1973/74, 76 movements (73 per cent of all mobility) caused the loss of 943 working days—the equivalent of five full time employees. On the average, each resignation caused one other internal movement, and the two movements together deprived the library system of 25 working days. . . . Further, there is a hidden cost of time involved in training, particularly at the Library Technician I level which suffers both most mobility and most days lost in consequence.<sup>5</sup>

### Promotions

Promotion of support staff can also create difficulties if a library insists that skill and proficiency, in addition to seniority, be considered. We have found that detailed job descriptions linked to regular formal evaluations are the best documentation to support promotions with the least likelihood of grievance.

One of the most difficult tasks at Guelph has been to impress on department heads the extreme importance of the evaluation procedures. An employee's performance cannot be rated satisfactory at several evaluation reviews and then, with the same documents, be assessed as not meriting either promotion or a merit increase. This area of evaluation and promotion enforces the necessity of and emphasis on the personnel function discussed earlier.

### Termination

All union contracts contain clauses outlining the conditions under which an employee may be terminated, both before and after the probation period. Dismissal for disciplinary reasons—consistent lateness, extended lunch breaks, absence without sufficient cause given—is easier to handle than dismissal for inadequate work performance. Again, the detailed job description and an evaluation form which outlines all areas of job performance causing concern—inaccuracy, continuing errors, etc.—are the only protection which the library has.

A probationary period of six months is usually long enough in which to judge an employee's performance: it is far better to release an unsatisfactory or borderline employee prior to that period than to assume that an extension of the probationary period will result in improvement. Even though the evaluation procedures are well organized and effective, documenting the reasons for an employee dismissal after the probationary period are time

consuming, and such a termination can create an unpleasant environment in a particular department or throughout the entire library.

### **Library-Initiated Transfers**

Budgetary cutbacks caused by severe inflation are forcing many Canadian libraries to reduce positions. In most libraries this is done by attrition, so that positions terminated for natural causes are not filled and the necessary positions can be cut. This makes it crucial that transfers to meet service needs within the library are possible under the contract. Otherwise, the entire catalog support staff might be eliminated and the library would not have the ability to transfer personnel from other departments to equalize the total library staffing.

### **Job Classification**

It is essential that a library have clearly defined job classifications and descriptions prior to their becoming a matter for union negotiation. It is much simpler if such schedules and descriptions remain a prerogative of library management. Most union contracts state that a union representative has the right to review such descriptions and to make suggestions. Any stronger union right in this matter—e.g., each position negotiated and described in the contract—will greatly diminish library flexibility. This would be particularly serious if new technology or changing use patterns demanded different library responses, and new or changed job classifications and descriptions had to be arbitrated on an individual basis.

### **Technological Advances**

The problem of technological advances should be discussed in some detail for, except in a few of the smaller colleges or universities, automation of library processes, multi-media services, and mechanized information retrieval are all considered normal aspects of library service. As previously mentioned, flexibility is required within the library management system so that innovative services can be introduced, certain jobs can be virtually eliminated, and complete operations changed. Most union contracts allow for such changes, but often within very time-consuming constraints. Clauses within a contract stating that no employee be demoted or terminated because of automation, that such changes be discussed in advance with the union, and that a retraining program be the responsibility of the library are quite common.

There is at least one instance in Canada of a much more serious situation resulting from an unfortunate union contract, which states, to all

extents and purposes, that automation may not be introduced into the library since job content may not be changed as a result of mechanization. This library is further hampered in that it may not join a cooperative regional processing system and receive the benefits of automation in that manner, because "contracting out" is also forbidden by explicitly expressed terms of the contract.

### Work Schedules

For the most part, work schedules to meet service requirements need not be adversely affected by union contracts, if such schedules are defined as a normal part of the job content, and are so identified in the agreement.

### Salaries and Benefits

The overall effect of unions is probably a rise in wages, and therefore an increase in that part of the library budget which goes to salaries as opposed to books. Another common result very apparent at the University of Guelph is the decrease in the amount of money available for merit or selective increases. With the union negotiating for large, across-the-board, basic increases, the university cannot afford additional allocations for the merit category.

In July 1974, the Guelph basic increase was 11 percent, with 2 percent made available for merit increases. This amount was so small that it was difficult to award it in any way that would be meaningful. This does not necessarily discourage the superior employee from continuing an excellent performance, but the lack of incentive does lead to a more standardized work environment.

## SPECIFIC IMPLICATIONS: PROFESSIONAL STAFF

The implications of collective bargaining for professional librarians are much more complicated, both in the United States and Canada. Moreover, the Canadian environment is somewhat different in that Canadian librarians have not been, at least up to now, enthusiastic supporters of the concept of faculty status. The statement of the Canadian Association of College and University Libraries, for instance, makes a clear distinction between academic status and faculty status. Canadian academic librarians ask for the same basic recognition as do American librarians, but do so on the basis that their work is academic, not linking themselves to teaching as the requirement for faculty status, and not asking for collegial governance, rank, tenure, or other privileges traditionally associated with teaching faculty.

Whatever the terminology, the results have been quite similar. It would



appear that approximately the same percentage of American universities as Canadian—10 percent in June 1974—already have agreements with faculty members and librarians.

The pattern at such universities so far has been collective bargaining for both faculty and librarians through the local faculty association. At Wayne State University the bargaining unit includes, in addition to teaching faculty, all "academic staff employees"<sup>6</sup> such as academic advisors, librarians, etc. It excludes all faculty and academic staff who have supervisory responsibility, so that in a smaller academic library, at least, only a small proportion of the library professional staff would be eligible for membership. This depends, of course, on the organizational structure of the library, but in the University of Guelph Library, approximately 60 percent of the professional staff engage in some supervisory or management duties.

In spite of the fact that librarians were members of the faculty association and therefore members of the Canadian Association of University Teachers (CAUT), on two Canadian campuses in 1973-74 the university administration refused to recognize a community of interest between faculty and librarians, and would not accept the librarians within the faculty bargaining unit. Librarians have been recognized as a separate bargaining unit within CAUT on both of these campuses, but their contract reflects the "second-class citizen" rank which the university obviously applies to them.

This situation also obtains in the United States. "The University of Delaware, Saginaw Valley, Youngstown State and Ashland have also excluded librarians by agreement."<sup>7</sup> The majority of American universities and four-year colleges covered by collective bargaining agreements are in the various statewide higher education systems which bargain on a system basis. It is anticipated that this pattern will be followed in Canada, as provincial governments tighten their control over once-autonomous universities.

Before discussing the actual implications of collective bargaining it might be useful to analyze the supposed advantages and disadvantages for academic communities. Factors which have particular significance in the library context have been selected from an Academic Collective Bargaining Information Service statement,<sup>8</sup> and are discussed below.

### *Advantages*

1. Legal force—collective bargaining contracts are enforced by law, and their provisions "cannot be ignored or changed informally or unilaterally."<sup>9</sup>
2. Communication—better communication may result between faculty or academic employees and administrations because a continuous dialog and sharing of information is guaranteed under the terms of the labor laws.

3. Understanding of the institution—the collective bargaining process often allows the faculty and academic staff to gain a better understanding of the institution and its administrative processes and its policy and financial restrictions.
4. Definition of policy—collective bargaining supports a clear statement of administrative policy and procedure, minimizing misunderstanding.
5. Guarantee of employee rights—abuse of administrative power is reduced because the written contract guarantees employee rights, and the arbitration of a third party if a dispute should arise.
6. Compensation—there is little doubt that collective bargaining has increased the salary levels for employees at unionized universities.
7. Minorities—this is an important concern in libraries; it is believed that collective bargaining helps women and minority groups through equal pay schedules and standardized performance evaluation, recruitment, evaluation and promotion policies.

#### *Disadvantages*

1. Costs—collective bargaining increases administrative costs (both within the university and within the library, or other academic unit), because of the necessity of assigning more specialized staff to personnel and senior negotiating matters.
2. Inflexibility—as mentioned earlier, institutional and unit (i.e., library) flexibility and decision-making capabilities are diminished.
3. Individual freedom—freedom of action for the individual is also diminished.
4. Adversary relationship—“Collective bargaining is an adversary approach to decision making.”<sup>10</sup> This can result in divisiveness within the library or the college, and educational or library policies may be negotiated, rather than determined through deliberations based on the recognized needs of the student within the educational process.
5. Standardization and innovation—opportunity and incentive for outstanding or innovative performance are lost in the standardized evaluation and promotion procedures, and in rigid work rules.

With this overview of the purported advantages and disadvantages of collective bargaining, the specific implications for academic libraries and librarians can now be analyzed. As suggested by John Weatherford in a recent issue of *Library Journal*, the involvement of librarians in faculty unions is so recent and still represents such relatively small numbers that it is difficult to define an established response.<sup>11</sup> Although the Association of College and Research Libraries (ACRL) statement on faculty status<sup>12</sup> is quite positive, the

study conducted by Weatherford indicates that continuing analysis is needed, as well as a more concise definition of the terminology employed. It is apparent that a collective bargaining process for librarians, whether within a faculty union or not, will be using the ACRL statements as guidelines, and implications will inevitably relate to these concerns.

The nine rights and privileges outlined in the statement jointly sponsored by ACRL and the American Library Association have varying implications which fall primarily into two categories: (1) library management—from a library manager's point of view, the suggestion that libraries should adopt an academic form of governance has the most serious implications; and (2) library governance—"college and university libraries should adopt an academic form of governance. The librarians should form as a library faculty whose role and authority is similar to that of the faculties of a college, or the faculty of a school or a department."<sup>13</sup>

Writing in the June 1974 issue of *Library Journal*, Adeline Tallau and Benjamin Beede support this statement, suggesting that a "library director must think of himself or herself as an academic dean," who does not "issue orders but stands as a symbol of their collegial responsibility."<sup>14</sup> They suggest that with the collegial form of governance, library administrative organizations can cease to be bureaucratic, and library "faculty" can be involved in planning, decision-making, defining objectives, and problem-solving.

This view is contentious for two reasons. First, chief librarians or library directors, many of whom have the rank of dean, have a different accountability than does a dean. A library director is accountable to the university president for the operation of the library, so that it meets objectives usually set forth by the senate, with a budget approved by the vice-president, administration or the board of governors. Within that framework the library director balances a variety of complex functions and determines priorities for the allocation of diminishing resources covering many fields.

Colleges have one primary function: teaching. Research, usually funded separately and on an individual basis, is not the responsibility of the college dean. Within the teaching activity, each faculty member is independent as to methodology, timing, and even scheduling, to a certain extent. Any constraints placed on the teaching faculty are university-wide and are accepted university policy. The dean may be accountable for such coordination of teaching programs as is necessary, but he is not accountable for the performance of the teacher within the classroom.

Most, if not all, library directors are held accountable for the performance of all library activities. If a circulation clerk is rude to a faculty member, if there is a "mistake" in classification, or if a requested book takes six months to reach the library shelves, it is the library director who is accountable. The performance of professional librarians can be measured in a

way that teaching cannot, and different operating systems can provide more effective service. Library directors can have more impact on a library than does a dean on a college, and more, or at least a different, accountability is involved.

As long as this form of accountability exists, the library director should have final decision-making authority in such areas as choice of department heads, establishment of short-term goals, and priorities for allocation of resources. Staff members voting for the head of the catalog department on a rotating basis would not necessarily result in the provision of effective access to the collections of a resource library.

The second reason for my reluctance to accept the collegial concept of library governance is that it is not the only alternative to bureaucratic administration. As stated above, a consultative or participatory library management system can achieve all the benefits of the collegial system, and yet still leave the library director with a role for which he or she can accept accountability.

At the University of Guelph Library, decision-making is done, within the framework of established objectives, at the department and division head meetings. Long-range planning considerations and university policy or budgetary limitations are provided by the four senior library staff members, and decisions are made in a democratic fashion (see Appendix). To communicate these decisions to all library staff, committee meeting minutes are distributed, and each department or division head is responsible for maintaining regularly scheduled meetings with his or her entire department. Professional and support staff can meet either separately or together, or in functional units. Department size may often be a determining factor in the structuring of such meetings.

Efficient operating and management information systems, with procedural manuals and standards of productivity and measurement for all library processes and services are also part of an effective library management system. Staff can then be allocated on an equitable basis related to established priorities and measured needs. Automated library systems are most suitable for providing the kind of data necessary for such decisions; circulation, reserve, in-library use, reference, orientation, bibliographic, acquisition, cataloging and processing statistics should all be part of the library management system.

The librarians working in this type of library organization can assume a much greater degree of independence, since objectives, policies and procedures are all stated and understood. Working within an area of subject expertise, a librarian can do original cataloging, in-depth reference, or collection selection and evaluation, reporting officially in one division but working in several. As long as production or service schedules are met, librarians can be free to do research, participate in library or university committee work, or be involved in provincial or national library or academic affairs.

### Librarian Benefits

For purposes of this paper I am categorizing the paragraphs in the ACRL statements relating to compensation, tenure, promotion, leaves and research funds as benefits which librarians are seeking. The statement on promotion is typical: "Promotion. Librarians should be promoted through ranks and steps on the basis of their academic proficiency and professional effectiveness. A peer review system similar to that used by other faculty is the primary basis of judgement in the promotion process for academic librarians. The librarians' promotion ladder should have the same titles, ranks, and steps as that of other faculty."<sup>15</sup>

The implications of this statement are many. Using the criteria for promotion which are contained in the ACRL "Model Statement of Criteria and Procedures for Appointment, Promotion in Academic Rank and Tenure for College and University Librarians," the following qualities would be judged in consideration for promotion: (1) professional and scholarly qualifications; (2) ability to perform at a high professional level; (3) contributions to the educational function of the university; (4) contributions to the advancement of the profession; and (5) activities related to inquiry and research.<sup>16</sup> Similar criteria are suggested for tenure, and peer evaluation is recommended. Rather than postulating the results of application of such standards, several questions can be posed: Who but the catalog department head or immediate supervisor can judge the performance of a senior professional cataloger? How many librarians are actively involved in research and publishing, or in professional or university activities? How many librarians have academic qualifications similar to the teaching faculty member?

If librarians are to be judged by faculty-directed criteria, they are going to have to adopt teaching faculty attitudes and commitments. They must also be prepared to accept unequal compensation, leave and tenure conditions, because the very nature of librarianship, as compared to teaching, does not provide identical opportunities or requirements. The statement of Paul Buck in describing the personnel program at Harvard in 1958 seems appropriate: "incorporation of Harvard's librarians into the 'officers of instruction' would be to impose upon them a personnel program that was not designed for librarians."<sup>17</sup>

Although not initiated by collective bargaining, in 1973 Harvard announced a new system for ranking and appointment of librarians. Librarians are to be assigned formal ranks with matching salary ranges; review and evaluation procedures have been established, and "there are up or out decisions to be made, because promotion or non-reappointment is the alternative at certain stages."<sup>18</sup> General librarians, for instance, can continue for a certain number of years in that classification, but after a stated interval they must be

evaluated for promotion. If the evaluation is not successful the contract will not be renewed.

The new Harvard system appears desirable because all criteria for evaluation and the privileges established are directly related to the work and needs of librarians. A collective bargaining agreement in which standards designed for another profession are used to evaluate librarians for salary adjustments, promotion or tenure would not be as appealing.

Compensation is another of the important issues for librarians, and the ACRL model states that the "salary scale should be the same as that for other academic categories with equivalent education and experience."<sup>19</sup> Differing educational qualifications may be the justification for the discrepancy between the librarian and faculty scales displayed in the 1972-74 Wayne State University Contract (see Table 1).

An interesting and very different situation has developed in Ontario, and this may have a parallel in some American states. At the University of Guelph librarians belong to the faculty association which, although not designated as a bargaining unit, does negotiate with the administration for salaries. Librarians have always had comparable—if not exactly equivalent—salaries with the teaching faculty.

Within the past three years several Ontario universities have used a management consultant firm which has developed a system for evaluating all jobs within an institution and establishing a salary policy which is equitable for the campus. The University of Guelph hired this firm for such an evaluation, and all positions on campus except teaching or research faculty were evaluated. The faculty association protested the inclusion of the librarians within the project, but the protest was overruled.

The initial reaction of concern about inclusion of librarians was caused by the heavy weighting toward management criteria in the evaluation system which was to be used. Typical factors were number of people supervised, size of budget involved, and complexity of the decision-making in the job. It was felt that librarians had a stronger community of interest with the faculty, that their concerns were primarily educational and academic, and that any evaluation which compared librarians to accountants, engineers or the Computer Institute staff would not have favorable results for the librarians' compensation.

Without going into the details of a process that took almost two years to complete, the librarians achieved, as a result of the evaluation, classifications and salary grades that placed them well above equivalent faculty members. In some instances the salary increases for librarians which were needed to match the assigned grades were so high (up to 40 percent) that they could not be given in one year. Since this same result occurred on several other Ontario campuses, it can be suggested that a study of the academic

	<i>Min.</i>	<i>Max.</i>		<i>Min.</i>	<i>Max.</i>
Librarian I	\$ 9,248	\$12,049	Instructor	\$ 8,400	\$12,000
Librarian II	11,249	14,493	Assistant Professor	9,800	17,900
Librarian III	12,979	16,895	Associate Professor	12,500	22,800
Librarian IV	15,251	20,086	Professor	15,200	30,400

Table 1. Salary Schedules—Wayne State University, 1973-74

Source: Wayne State University. *Agreement Between Wayne State University and the Wayne State University Chapter of the American Association of University Professors, July 1, 1972 to June 30, 1974*, pp. 22, 24.

administrative salary and classification schedules in American universities might prove valuable.

It should also be noted that such an evaluation system is based on job content, not on personal ranking, and that this also conflicts with the established faculty procedures. The evaluation of job content is a premise basic to management theory, and is in direct opposition to the type of ranking recently accepted at Duke University Library: "Basic to the philosophy of the new structure is the idea that rank adheres to the individual rather than the position."<sup>20</sup>

There are, therefore, important issues which have to be resolved—issues which may have different solutions dependent on the view of the library administrator or the library staff. If collective bargaining is to be the accepted pattern for the establishment of personnel policies in the university libraries of the United States and Canada, those libraries not yet involved should consider the immediate development and implementation of policies which would be more acceptable in the present environment of academic libraries.

Since the recent study of university library directors determined that the second most common cause for their resignations was one of conflict between the director and the professional staff,<sup>21</sup> it might be of benefit if a task force representing several levels of the library staff studied the problem of the librarians' status and role in the academic community. Such an approach has been used at both Harvard<sup>22</sup> and the University of Toronto,<sup>23</sup> and certainly reduces the adversary condition referred to earlier.

Whatever the method of approach, several steps can be taken:

1. The ACRL standards for faculty status and the model statement of criteria and procedures for appointment and promotion should be re-evaluated as a basis for collective bargaining for academic librarians.

Each article should be defined in relation to the objectives of librarianship, with consideration for the differing needs of librarians and the particular circumstances on an individual campus.

2. Using this revised ACRL statement, a personnel policy for librarians, encompassing the management system, promotion, tenure, evaluation, compensation, leaves of absence and responsibility should be established within the library and approved by the university administration.
3. The library should also develop a classification schedule with detailed job descriptions, and define criteria for movement through the schedule which are realistically related to the library functions and librarian qualifications.
4. The need for study leaves as a vehicle for continuing education for librarians should be stressed in the personnel policy. This is separate from the issue of sabbaticals, which are rarely given for formal study in the teaching faculty context.
5. The library personnel office, or the task force suggested above, should work closely with the university personnel department so that the university administration is kept informed of the concerns of the librarians and of other directions being taken.
6. In universities or colleges where librarians are members of the faculty association, the association should also be made aware of policies being developed by the librarians.
7. If the faculty association, or some other group which includes librarians, is declared a bargaining unit, some representative of the library should sit on the committee which draws up the contract. Care should be taken to ensure the inclusion of a general statement of the educational and service objectives of the university.

## STRIKES AND ACADEMIC LIBRARIES

Having presented this very brief overview of the implications of collective bargaining for academic libraries, I would like to conclude with a brief discussion of the problem presented by a strike on a university campus and the implications which this might have for the library. Since several such strikes have occurred in academic libraries in Canada, all involving unions of clerical or support staff only, I will limit this discussion to a strike of that nature.

Most strikes are based on economic factors, with the union seeking better working conditions, wages or fringe benefits. The union attempts to prevent the library from carrying out its normal functions, and brings pressure to bear by mobilizing support from members of the community not directly involved (e.g., the students).



It is usually a university decision whether services will be continued in all areas affected by the strike. Teaching and research activities usually continue fairly normally, with the library an area in which action has varied. Sir George Williams University in Montreal closed the library for five weeks during a strike (their second) in 1973. They also submitted to union demands. The University of Guelph, the University of Saskatchewan, and several others have elected to stay open, and in most instances have not acceded to union requests which were considered impossible to meet.

Contingency planning for a strike should begin as soon as there is any indication that negotiations are not proceeding smoothly. If the university does not have a statement of broad guidelines to be followed in the event of a strike, the library should prepare one. This should be expanded into a full manual if a strike occurs.

If an academic library is to remain open during a strike, depending entirely on professional and supervisory staff, priorities must be established concerning which services will be continued. It will undoubtedly be necessary to concentrate on services directly related to student use of the library: circulation and reserve systems, stack maintenance, reference service; such activities as cataloging, serial check-in and binding will be abandoned.

Steps such as reducing library hours and closing most of the washrooms can be of great assistance. During the strike at the University of Guelph in 1969 the most serious problem was the maintenance of the many washrooms in McLaughlin Library.

It must also be realized that no one can be asked to do such maintenance work if it is not normally his or her responsibility. At Guelph this was interpreted to mean that librarians shouldn't type catalog cards or paste book labels, but that book shelving and washroom cleaning were jobs necessary for our own welfare. A few librarians refused to participate in these activities and this attitude was accepted and understood.

Other actions which can or should be taken by a library about to be involved in a strike are: arrange for increased library security; post reduced hours and services; notify faculty of specific services which may be reduced (i.e., no new books on reserve, no interlibrary loan, no book requests processed, etc.); notify other libraries in your network of a strike possibility, and the discontinuation of interlibrary loan activities; arrange for library parcel delivery away from the campus (personal mail is usually taken care of by the university); and plan schedules and priorities for return to normal library operations after the strike.

A strike can have a very demoralizing and divisive effect on a library staff, since relationships between the unionized and the professional and supervisory staff can deteriorate. A meeting with the nonstriking staff prior to the return of the striking staff, in which advice on attitudes to be assumed can be given, is useful.

At the conclusion of the strike at the University of Guelph it was agreed by the librarians that no mention was to be made of the strike or its settlement, and work was continued, with former strikers and nonstrikers coping with a four-week backlog of unprocessed books and journals and with chaotic book stacks, as if this was the normal routine. All staff pitched in and helped with the backlogs with more enthusiasm than many of us had had for the washroom detail. We arranged a staff party (using library funds) and almost everyone came. Within a few weeks all bitterness was gone, and we could even joke together about the not quite normal activities that many of us—both strikers and those who had remained on duty—had performed during the strike.

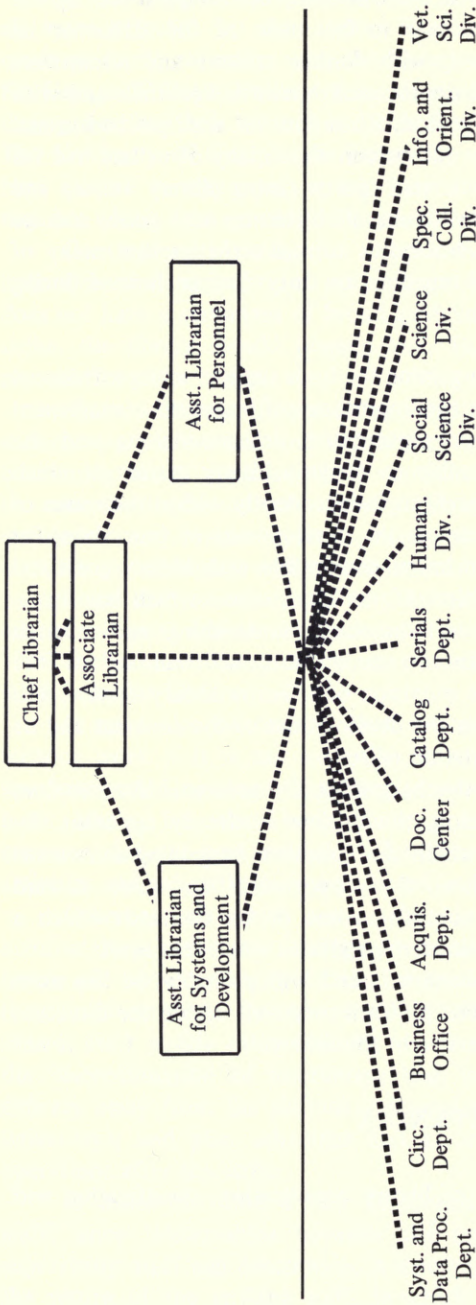
The move toward collective bargaining for both support and professional staff in an academic library suggests the importance of improved management systems, with particular emphasis on consultative decision-making and the personnel function. It should be possible to design a library system in which librarians have the opportunity to perform independently within their area of academic expertise, and which encourages the development of procedures for evaluation and criteria for promotion more compatible with library goals and with librarianship. The unique position of the library—one which has managerial-oriented production goals as well as academic teaching and research objectives—must be recognized. Since a union contract can reduce the flexibility of a library and curtail the provision of effective library service, it is important that libraries participate in the development of the contract and be kept informed throughout any negotiation period.

Although the matrix of collective bargaining and academic libraries does not yet have exact or final definition, the outline is already apparent. By taking cognizance of the needs on which the collective bargaining movement focuses, academic libraries still have the opportunity to move toward improved management systems, anticipating some of the demands which a union might make and reducing the deleterious effects which can result.

The status of the library professional staff will probably be the most important issue. The resolution of this problem may well decide the direction and dimension of academic library service in the future.

## APPENDIX

Following are some examples of library organization, classification and job descriptions.



COORDINATING COMMITTEES

- Department/Division Heads
- Allocations and Collections Development
- Budget
- Orientation
- System Coordination
- Serials
- Documents
- Rare Books, Regional and Agricultural History
- Staff 159 (37 Professional)

## LIBRARY SUPPORT STAFF (SEPTEMBER 1973)

Grade	Job Category
1	Library Assistant 1
2	Library Assistant 2
3	Library Assistant 3 Senior Library Assistant Coordinator
4	Library Assistant 4 Senior Coordinator 1
5	Library Technical Assistant Senior Coordinator 2 Supervisor 1
6	Library Associate Senior Supervisor 1
7	Senior Library Associate Supervisor 2
8	Senior Supervisor 2

**Grade 1**

This is the entry level for library assistants in positions requiring simple clerical skills only.

*Class Description*

Under direct supervision, performs routine library tasks of limited complexity, following prescribed procedures and with a minimum requirement for independent judgment.

*Qualifications for Eligibility*

1. Secondary school graduation (grade 12) *or*
2. Relevant commercial or technical training or experience may be substituted, provided a minimum of grade 10 (two years of secondary school) completed, *or*
3. Equivalent basic qualifications accepted by the institution.

*Typical jobs (Library Assistant 1)*

Library assistant, file maintenance; library assistant, book processing; library assistant, photocopy; and library assistant, stack maintenance.

## Grade 6

Staff in this classification apply library techniques and/or university education (bachelor's degree) at a general senior level of responsibility and complexity. This is the entry level for library associates.

### *Class Description*

Under general supervision, is accountable for the performance and/or supervision of complex library tasks requiring extensive in-service training, university education and/or experience in library techniques. Consults supervisor on difficult problems or new policies only. Generally uses independent judgment and initiative in performing duties within assigned objectives.

*Library associate* uses subject and/or language proficiency at bachelor's degree level in performing, under the direction of a department or division head or other professional librarian, complex library tasks such as bibliographic searching, Library of Congress cataloging, and reference assistance to library users.

*Senior supervisor 1* Under the general direction of the department head, supervises and trains library assistants and coordinators in grades up to 4. This job may be done by a supervisor 1 at grade 5 level, but, by virtue of training or experience, the senior supervisor 1 exercises a greater degree of independence and judgment than at grade 5 level.

### *Qualifications for Eligibility*

1. Bachelor's degree
2. Diploma in library technology, representing two years of post-secondary training, plus at least one year of library experience; one year must be in the same library
3. Two years post-secondary education and two years of library experience, one year to be in the same library
4. Secondary school graduation (grade 12) and three years of library experience, of which at least one year must be in the same library *or*
5. Equivalent experience and education, provided at least one year of experience is in the same library.

Note: Not every one of these alternatives is acceptable for every position in the grade. Library associates' and senior supervisors' positions require different qualifications.

### *Typical jobs*

Library associate: library associate, acquisitions; library associate, bibliographic search; library associate, L.C. cataloging; library associate, documents coding; library associate, humanities division (social science division, science division, information and orientation division, special collections division, O.V.C. branch).

Senior supervisor 1: senior supervisor, data input; senior supervisor, coding; senior supervisor, current subscriptions; senior supervisor back issues.

## LIBRARY STAFF MANUAL, SEPTEMBER 1974

## Classification: Librarian III

*Title:* Senior librarian; or, Assistant Department/Division Head

*Recommended Minimum Qualifications*

Master's degree in a subject field in addition to master's degree in library science plus demonstrated professional competence and expertise.

*Summary of Responsibility*

Independent performance of duties requiring extensive theoretical knowledge of librarianship, practical experience in application of this knowledge, extensive subject knowledge in a specific discipline or broad knowledge of the function and operation of a library in an academic institution; *and either* organizational and administrative skill to initiate, direct and expand the structure and operation of a discrete section of an academic library, *or* skill and experience to perform difficult assignments without established routines and guidelines; supervision of general professional staff and nonprofessional staff assisting in these assignments.

The assistant head of a department shares in the administration of the department, acts as deputy head when necessary, and may have entire responsibility for certain functions such as training and supervision.

*Characteristic Duties*

1. Undertakes extensive and difficult bibliographic tasks (including difficult original cataloging and classification)
2. Undertakes major responsibility to operate or coordinate bibliographic projects at institutional or wider levels within area of subject specialty
3. Applies bibliographic, library or information science techniques and theory to new or special fields of knowledge or forms of material
4. Initiates, recommends and conducts selection and acquisition of special materials
5. Undertakes and is responsible for resource service to library users at many levels
6. Offers instruction in library, bibliographic information or subject areas, either formally (classroom) or informally, to both library staff and library users
7. Participates in research activities of a bibliographic, information science or scholarly nature, usually resulting in publication.

*Assistant Head of Department/Division*

1. Is responsible for preparation of departmental procedure manuals, in-service training of professional and support staff, maintenance of standards of performance

2. Represents the department head on committees or deputizes for him when necessary; acts as department head in his absence.

*Authority, Responsibility and Contacts*

In a specialist position, a senior librarian is free from responsibility for function of a unit of staff (other than staff directly assisting his tasks of content, bibliographic detail, or clerical support), but may have responsibility for effective personal service to a distinct body of users, and for effective relationships with persons and groups affected by the objectives of his own tasks and duties. He receives instruction as to general policy and objectives, with independence of decision on methods. He frequently represents the library in functions and meetings in the area in which he is a specialist.

The assistant head works under the general supervision of the department head but has considerable freedom of action in the areas of responsibility which have been delegated to him. He must also be able to speak and act for the department head in his absence, on any matter concerning the department.

*Experience and Advancement*

Advancement to and within this grade is dependent solely on qualifications and experience, on difficulty of duties, and on the independent professional initiative required for effective performance. Five years of professional experience at Librarian II would normally be considered the minimum necessary for assignment to the Librarian III classification.

The senior librarian is responsible for maintaining personal professional development and competence including appropriate knowledge of library and information science, methodology, and of subject area.

Promotion to assistant department head is entirely dependent on the needs of the library system.

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