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Collective Bargaining in Libraries: A Bibliography

This bibliography was compiled for those who wish to pursue further the topics discussed in the papers included in this volume. From a great amount of material on collective bargaining by public employees and about labor relations in libraries, I have selected those items I thought important contributions to an understanding of the subject. Because circumstances are changing rapidly, recent works are emphasized. Some items were included not because they are the latest or the best, but because they represent a subject or viewpoint that needs to be recognized. In order to take advantage of the whole of our collective bargaining experience, items relating to both the public and private sectors are included; the basic principles are the same, and so are some of the problems. In addition, there are references to some topics that were not covered in the Allerton Park Institute papers. The guiding question in both the selection of topics and of individual items was: What would someone with little prior knowledge of collective bargaining and the activities of labor unions need to know, or want to know, if faced with a bargaining situation?

ORGANIZING

Basic to an understanding of the subject of collective bargaining in libraries is some background in the nature of labor unions—their structure and administration, their programs and activities, and their relationship to other organized groups and to the communities in which they exist. Perhaps the best general introduction to labor and labor unions is the volume by Bok and Dunlop (2). The books by Barbash (1) and Estey (3) concentrate on the structure and administration of unions and their relationships with their
members. How union members feel about their union is described in the Seidman, et al., (4) study. Specifically for the public sector, these same types of general studies of unions have been done by Spero and Capozzola (5), Stieber (6), and Wellington and Winter (7).


**The History of Organizing in Libraries**

Union organizing in libraries is not a new phenomenon. The 1930s, which was a great period of labor union growth in general, also saw the formation of unions in libraries, with the first, according to McDonald (23), in 1934. Some of the same arguments used today in discussing the advantages and disadvantages of joining unions were brought up at that time also (see Falkoff (12) and Hale (18)). A summary of the organizing activity up to the end of the 1930s is included in Berelson's article (8), although he is more concerned with analyzing whether unionism and librarianship are compatible. Spicer (27) gives a short historical summary, and Clopine's thesis (10) provides, among other information, a history of library unions local by local, including where they were located, how long they were in existence, and when and why they disappeared. While some librarians were joining labor unions, others were forming staff associations as a response to the same kind of problems. The question of whether to form a union or a staff association is discussed by Phelps (25).

An upsurge of organizing activity in libraries has occurred since the formation of the University of California library local in 1965. This activity has been accompanied by a voluminous literature, much of which consists of case studies of organizing efforts at particular libraries. The more theoretical and analytical essays have been concerned with the status of organizing
efforts, the reasons for an increase of interest in joining unions on the part of librarians, the pros and cons of joining unions, and assessments of whether the American Library Association or other professional organizations could function as substitutes for labor unions. Boaz (9), Cottam (11), Goldstein (14), Golodner (15), Guyton (17), Harrelson (19), Hopkins (20), Kirkpatrick (21), Letson (22), Nyren (24), and Suleiman and Suleiman (28) are representative examples of such essays. The situation in specific types of libraries is discussed by Trelles (29) and Tucker (30), and organizing activities among nonprofessional library employees are described by Flanagan (13) and Greenberg (16).


Why Workers Join Unions

Studies of why workers join unions fall generally into one of two categories: (1) studies of the motivations of employees, and (2) studies of the characteristics of union members, i.e., studies of the kinds of people who are likely to belong to unions. Theories of labor union growth attempt to account for membership expansion and contraction on a nationwide level. The article by Blum (34) is a survey of the literature on theories of union growth. In the first category, that of studies of motivation, Bakke (31), Seidman, et al. (47), and Viteles (49) are studies of workers in private industry; Christrup (36), Tyler (48), Imundo (40 and 41), and Biles (32) deal specifically with government employees; and Jones (42), Haro (39), and Bulger (35) analyze factors stimulating interest in unionization among librarians. A final group of motivational studies concerns psychological studies of attitudes toward joining unions, represented here by Messick (44), Dubin (37), and Nagi (45). Quantitative studies of the characteristics of union members, like those by Scoville (46) and by Blinder (33), assess the influence of certain socio-economic variables of the population on union membership. Kornhauser’s article (43) is a non-quantitative analysis of the same type. Preliminary results from a study of union and management actions in organizing campaigns and how they affect a worker’s vote for or against the union in an NLRB-supervised representation election are reported in Getman, et al. (38).
Discussions and Histories of the Various Unions Trying to Organize Librarians

A variety of unions have organized or are attempting to organize librarians in all kinds of libraries. There are the traditional labor unions, such as the American Federation of State, County, and Municipal Employees (AFSCME) and the American Federation of Teachers (AFT); there are professional organizations that have taken on collective bargaining functions, such as the National Education Association (NEA) and the American Association of University Professors (AAUP); and, finally, there are independent employee unions and associations. Most of the librarians covered by collective bargaining agreements are represented by one of the above organizations. The items listed in this section present histories of these organizations and discussions of their goals and programs. Billings and Greenya (52) and Kramer (57) write about AFSCME. Braun (53) and the Commission on Educational Reconstruction (55) present opposing viewpoints on the AFT’s activities, and Stinnett (64) chronicles the struggle between the AFT and the NEA for the support of teachers. Strauss (65) and Belasco (51) discuss the AAUP, and Schlachter (61 and 62) analyzes the potential of the American Library Association for representing employee interests. The official positions of the AFT, NEA and AAUP on collective bargaining in colleges and universities are found in items 50, 56, 60, and 63. The nature and functions of the independent unions and associations are discussed by Krislov (58) and Marshall (59), while Chaison and Rock (54) analyze the success rates of such local independent unions in organizing campaigns in private industry.


THE LEGAL FRAMEWORK

Collective bargaining in libraries comes under the jurisdiction of a variety of state and federal legislation, as well as court decisions and federal and state agency rulings. A general background to U.S. labor law can be found in Wellington (69). The other three works listed deal specifically with legal aspects of collective bargaining by public employees: those by Hanslowe (66) and Sullivan (68) are treatises, while Smith’s (67) is a casebook.


**Permissive Legislation**

Libraries in the private sector, and in private colleges and universities, are subject to federal labor legislation, i.e., to the National Labor Relations Act (Wagner Act), as amended by the Labor Management Relations Act (Taft-Hartley Act) and the Labor-Management Reporting and Disclosure Act (Landrum-Griffin Act). An explanation of the provisions of these acts can be found in item 74. The sections of the law relating to organizing campaigns are discussed by Schlossberg (70), and Silverberg (71) explains the procedure for taking a case before the NLRB. In several sessions of Congress, bills have been introduced that would provide for federal regulation of collective bargaining by public employees. The provisions and prospects for passage of one of the latest of these (H.R. 8677) are discussed by Stone (72) as well as how passage of this bill would affect organizing in libraries. Until such a bill is passed, however, public employees are covered by various state laws and state court decisions. A comparative outline of the basic provisions of state public employee bargaining laws can be found in item 73.


The issues here are: Should public employees have the right to strike and, if so, should employees in essential services, however “essential” may be defined, also be allowed to strike? If strikes are not permitted, what other dispute settlement procedures should be adopted? What should be the policy of the unions regarding strikes by public employees? Burton and Krider (78) and Wellington and Winter (81) present the basic arguments for and against strikes. Aboud and Aboud (75) review the literature and add a bibliography on these issues, the provisions of the laws regarding strikes, and alternatives to the strike. Barrett and Lobel (76) review the legislative provisions regarding public employee strikes and court decisions interpreting them. Dispute settlement procedures other than the strike are analyzed by Bernstein (77) and Gilroy and Sinicropi (79).


COLLECTIVE BARGAINING

A widely used text for courses in collective bargaining is Chamberlain and Kuhn (87). Text-like books for public employee bargaining are item 83, Lowenberg and Moskow (95), Moskow, et al. (97), and Walsh (101). In addition to basic texts, a large number of studies on specific subjects have
been done, of which only a representative sample can be mentioned here. The significance of the differences between the public and private sectors is assessed by Lewin (93). Alexander (82), Burton (86), and Weber (102) analyze bargaining structure and its effect on the bargaining relationship as well as organizational changes it may bring about. The problems of financial limitations and other constraints and of the treatment of managerial and confidential employees are discussed by Rehmus (98) and Bers (85), respectively. Political activity by public employee organizations and their influence on the political process is reported by Love and Sulzner (96). Several researchers have attempted to measure whether or not collective bargaining actually increases salaries, and Lipsky and Drotning (94), as well as presenting their own model, review the results of previous studies of the question. General problems of bargaining in libraries, concerns about procedures, and attitudes of various sectors of the profession are summarized in the ALA Bulletin (88), Gardiner (91), Vignone (99 and 100), and Wyatt (103). Factors to keep in mind when deciding whether the ALA should assume a bargaining role are pointed out by Auld (84). Librarians in colleges and universities have, for the most part, joined with faculty members for collective bargaining, and the situation in higher education is described in Ladd and Lipset (92), Duryea (89), and Tice (90).


**Unit Determination**

The composition of the bargaining unit has important implications for both organizing and collective bargaining, and the criteria for inclusion or exclusion of various classes of employees are often disputed. Related to this is the question, discussed by Sullivan (108), of whether the criteria used for
private sector unit determinations are applicable to public employee unit determinations. A thorough review of practices, problems, and policy questions is presented in Gilroy and Russo (104). Rock (107) deals with the particular problem of proliferation of units and what this means for orderly collective bargaining. McHugh (106) and Kahn (105) discuss the special problems of unit determination in colleges and universities, and Kahn particularly examines the NLRB's policy on inclusion of non-teaching academic staff in units with teaching faculty.


**How to Negotiate**

Negotiating a collective bargaining contract is a three-stage process. The first stage is preparation—formulating demands, counterproposals, and strategy. Negotiation manuals, such as that prepared by the AFT (109), are intended to help local unions become informed on various issues and to suggest possible clauses for the contract. Management, too, has its reference tools; Morse (121) and the National Industrial Conference Board (123) give general guidelines, and Overton and Wortman (122) describe methods for preparation of proposals. The book by Ryder, *et al.* (124), is a survey of company practices when preparing for bargaining, with a detailed discussion of the various steps in the process.

An important question in public employee negotiations is: With whom should the union negotiate? In many instances fiscal control and managerial control are vested in two different bodies, and deciding who should conduct the negotiations has important consequences, as Derber (112) points out.

Practical guides for the conduct of negotiations, the second stage, can be found, for the public sector, in Hastings (114), Heisel and Hallihan (115), and
Warner and Hennessy (125). For colleges and universities, Howe (116) offers guidelines and Coe (111) a description of actual practices. Lewis’ article (119) presents management’s view of the negotiation of a contract at the Brooklyn Public Library, and Lubin and Brandwein (120) present the union view of the same negotiations. Levin (117) describes various kinds of fringe benefits, along with their advantages and disadvantages, and points out things to keep in mind when negotiating benefits. How to calculate the cost of specific contract provisions and the pitfalls that may be encountered when doing so are analyzed by Granof (113) and Levine (118).

The final stage of negotiation is to embody the proposals agreed upon in a contract, described by Clark (110).


### Scope of Bargaining

The scope of bargaining refers to what items can be subjects for bargaining, or, to put it in Wildman’s terms (131), “What’s negotiable?” A subset of that question is: What should be negotiable and what have the law and the courts said must be negotiated? Two general surveys of the concepts and problems connected with the scope of bargaining are those by Gerhart (127) and Prasow (130). For the public employer, scope is especially a problem because of its possible conflict with sovereignty. Helburn (128) discusses the principles involved and what appropriate public policy might be. Historically the scope of bargaining has tended to widen and, particularly with governmental and professional employees, to include non-labor policies of management as well as its labor policies (126). This does not mean, however, that economic issues have declined in importance, as Johnson’s study (129) reveals.


129. Johnson, Paul V. Wages and Hours as Significant Issues in Collective Bargaining (Paper No. 309). Lafayette, Ind., Herman C. Krannert Graduate School of Industrial Administration, Purdue University, 1971. 28p.


Administrating the Contract, Including Grievances and Arbitration

Frequently, if management has never been a party to a collective bargaining relationship before, the day-to-day operation under the contract brings about administrative changes (132, 137, and 143). Mechanisms and procedures have to be instituted by both parties to carry out the terms agreed upon (136, 138, 139, and 140) and to promote a smooth working relationship. Some (141) would argue that a union can be a help in administration. Should there be any dispute about the interpretation or application of the contract terms, a grievance procedure can usually be resorted to. In general, the grievance procedures prevailing in the private sector have been adopted into the public sector (133). The details of the procedures may vary considerably (144), but the mechanisms are all intended to insure due process (145). The final step in many grievance procedures is arbitration, and the books by Elkouri and Elkouri (134), Fleming (135), and Prasow and Peters (142) offer thorough discussions of the nature and operation of arbitration as well as analyses of arbitration awards.


137. Gibson, Frank E. “Effects of the Activities of the Unions in the Minneapolis Public Library on Library Functions and Administrative


RELATED ISSUES

This section is not meant to present an exhaustive list, but rather an indication of some of the more important issues that can affect, or be affected by, collective bargaining.

Professionalism vs. Unionism

The literature on this subject falls into two groups: (1) analyses of how professionalism influences employee behavior and attitudes toward unions (147, 149, 150, and 152), and (2) arguments about whether librarians are professionals (146 and 148). Mleynek (151) suggests librarians use collective bargaining to achieve professional goals.


**Merit Systems**

Subjects of bargaining, such as hiring, promotions, transfers, training, grievance procedures, job classification, wages and benefits are often regulated by civil service systems for public employees. There may be conflicts where they overlap. A general review of the problem can be found in item 160. The rest of the references that are listed offer assessments of whether the two systems are compatible and, if not, how they can be reconciled, except for Lelchook (155), who looks at the nature of civil service employee associations and how they are responding to collective bargaining.


Women in Unions

Women have a long history of activity in labor unions, and some have been nationally known leaders of the labor movement. As more and more women join the labor force, their concerns will have to be incorporated into union policies and programs. Union policies on "women's issues" are historically examined by Cook (162). Figures on the status of women union members can be found in Dewey (163), and Bergquist (161) offers statistical data to support the thesis that the increase in female union membership has not been accompanied by a proportional increase in the number of union leadership positions held by women.

In order to make the influence of women in the labor movement stronger, in the spring of 1974 a convention of union women was held, out of which grew the Coalition of Labor Union Women. The convention and the founding of the coalition are described in 164, 165, and 166.


Sex Discrimination

The status of women in the labor force is described in the Monthly Labor Review (178), while Kreps (172) concentrates on the labor market for women. A quantitative analysis of the extent of sex discrimination is presented in Tsuchigane and Dodge (177). The case study by Malkiel and Malkiel (173) suggests that the real source of economic discrimination lies in exclusion from higher paying jobs rather than in salary differentials for men and women in the same job.

Data on the status of women in libraries is presented by Blankenship (167), Schiller (175), and Carpenter and Shearer (168), who update their
previous study of pay differentials (Library Journal, Nov. 15, 1972). The particular situation in law libraries and in archives is discussed by Hughes (171) and Deutrich (170), respectively.

Several types of remedial action have been suggested. Schiller (174) suggests what the ALA might do to draw attention to the unequal status of women librarians. De Fichy (169) advocates affirmative action committees and suggests steps they might take. Smith (176) relates a case study in which collective bargaining was used to remedy sex discrimination.