INTRODUCTION

In the past decade, collective bargaining between library employees and library management has emerged as a major pattern in library personnel administration. Although library unions have existed since early in the twentieth century, it is primarily in the last eight or ten years that they have become collective bargaining agents rather than employee associations. The current expectation is that within the next few years a great many public and academic libraries will have encountered unionization of professional, clerical and support staff, and will have experienced collective bargaining, often for the first time.

Historically, there appear to have been two major periods of interest in the unionization of library employees. In his paper in this volume, Kleingartner suggests that the first period of high interest occurred in the late 1930s, in reaction to the general union movement of that era and to the National Labor Relations Act of 1935. By 1939, however, the total membership in library unions was probably less than 1000 individuals. The second major era in library unionization began in the 1960s with the unionization of the staffs of the Brooklyn Public Library and the Berkeley library.

As a group, librarians have had extremely mixed reactions to the prospect of unionization. Most of the library literature on the subject ranges from apprehensive to censorious, and the American Library Association (unlike such other professional organizations as the National Education Association and the American Federation of Teachers) has shown no signs of becoming directly involved in union activities. The ambivalence which librarians have displayed toward unions can probably be traced to several factors, one of which is the domination of the professional associations and journals by administrators rather than by rank-and-file library employees. Another factor is the traditional fear among librarians that professionalism and collective bargaining are incompatible concepts, and that the unionization of
professional staffs will almost surely result in a decline in the quality of public service. A third factor has been the fear of librarians that unionization will establish a permanent adversary relationship between librarians and library administrators, thus splitting into hostile camps groups that have common professional goals and should function as colleagues. Associated with this factor is the concern on the part of many administrators that library clerks and lower-level professionals will band together for collective bargaining purposes, thus linking two groups which theoretically have vastly different training, ability, and dedication. A final factor is that the library profession is traditionally a feminine one; a profession dominated by educated, middle-class women is not the most likely candidate for the labor organizer. The reactions of librarians to the prospect of unionization are similar in many ways to those of school teachers, as one might expect given the somewhat comparable labor situations.

A few topics are of particular interest in the area of collective bargaining in libraries. One is the entire area of management rights. Bargaining in the public sector in general has been characterized by union invasion of areas traditionally regarded as under the jurisdiction of management; the insistence of school teachers on bargaining over class size and other organizational matters of this type is an example. It will be interesting to see what role issues of this nature will eventually play in negotiations with library unions.

A second area of particular interest is the strength of library unions themselves. Will library unions be able to function as separate units, or will they be forced to amalgamate with larger unions, sacrificing autonomy for necessary leverage? In most areas, librarians are a highly dispersed minority group fulfilling what is probably viewed as a nonessential function; amalgamation with larger groups may therefore be required if any kind of leverage is to be developed, even though such groups may regard librarians' needs as of minor importance.

The twentieth annual Allerton Park Institute, at which the papers in this book were originally presented, was designed to examine in an unemotional way the field of library unionization. Rather than to examine once again the good or evil inherent in collective bargaining, or to provide helpful pointers for fending off this development, the Institute was designed to present a thorough overview of the way in which collective bargaining actually functions in libraries. This was accomplished by reviewing the background and current problems of library unionization, providing participants with a basic knowledge of collective bargaining methods and techniques, and examining the impact of collective bargaining on various types of libraries. The papers presented at the Institute can be divided into three groups on this general basis.

The first group consists of two papers on the general problems and
current extent of library unionization. The first of these is by Archie Kleingartner, Professor and Associate Executive Director of the Institute of Industrial Relations at the University of California, Los Angeles, and Jean Kennelly, Assistant Professor in the School of Librarianship, University of Washington, Seattle. They review the current nature and extent of library union activity and consider such issues as the problem of professionalism, alternative forms of organization (professional associations and single library staff associations), the problems of introducing professional goals into the negotiation process, and the general future of library unionization. In the second paper, Don Wasserman, Assistant to the President for Collective Bargaining Services, American Federation of State, County, and Municipal Employees (AFSCME), deals with the general problems of collective bargaining in the public sector, with particular emphasis on the experience of AFSCME in this area.

The second group of papers deals with specific technical issues in the area of collective bargaining: the legal environment, recognition, bargaining units, scope of negotiations, grievances and disputes. The first of these papers is by Andrew Kramer, Executive Director of the Office of Collective Bargaining, Springfield, Illinois, who reviews the confusing legal status of library unionization. Kramer places emphasis on the public sector, to which the National Labor Relations Act does not apply, and he reviews the great variety of patterns which exist in various states. In the following paper, Martin Schneid, Assistant to the Regional Director at the National Labor Relations Board (NLRB), Chicago, discusses the area of recognition and bargaining units, particularly as they apply to libraries in the private sector. Schneid's background is of particular interest because of his involvement with the University of Chicago library case, which was concerned in part with the definition of supervisory personnel, an issue of particular importance in library unionization. Schneid also discusses the problem of including professional and nonprofessional personnel in the same bargaining unit and devotes considerable space to the nature of unfair labor practices and the activities of the NLRB in this area. R. Theodore Clark, partner at Seyfarth, Shaw, Fairweather & Geraldson, Chicago, discusses two general areas: the obligation to negotiate in good faith, and the determination of the proper scope of negotiations. In the first area he explains what union and management representatives may and may not do under current labor law. In his explanation of the scope of negotiations, he pays particular attention to the public sector, where the determination of this scope is particularly difficult. Here he examines the impact of state management rights laws and civil service laws, as well as the impact of other state statutes and municipal charters and ordinances. Martin Wagner, Professor at the Institute of Labor and Industrial Relations, University of Illinois at Urbana-Champaign, discusses the general area of
grievances, emphasizing how the problem of grievances relates to the entire area of unionization and the various ways grievances are handled in actual situations. In the final paper of this section, James L. Stern, Professor at the Department of Economics, University of Wisconsin at Madison, discusses and evaluates the various methods of impasse resolution in the public sector. Impasse resolution in this area is complicated by the fact that the use of certain tactics (such as the strike) has traditionally been legally denied to public employees. Stern describes each of the possible techniques—including mediation, factfinding, arbitration, nonstoppage striking, continuous bargaining, referenda and strikes—describing how they have been used and evaluating their relative effectiveness in the resolution of disputes.

At the Institute the presentation of these five papers on the particular issues and techniques of collective bargaining was followed by a seven-hour training session on negotiating a union contract. This session was organized with the help of Morris Sackman of the Division of Public Employee Labor Relations, Labor Management Services Administration, U.S. Department of Labor. Participants at the conference were divided into ten small negotiating groups, each consisting of five-person union and management negotiating teams, which had to resolve an elaborate hypothetical labor-management situation to avoid resorting to strike. This simulation session is discussed in a paper by Robert Brown, Assistant Director of the Graduate School of Library Science, University of Illinois at Urbana-Champaign.

The final section of the volume consists of three papers concerned with the impact of unionization on the library world. The first of these papers is by Milton Byam, Director of the Queens Borough Public Library, New York City. Byam discusses the evolution and variety of public library unions, and he describes the special problems encountered in negotiating and resolving grievances and impasses, in coping with special legislation, and in operating in the public sector. The second paper in this section is by Margaret Beckman, Library Director at the University of Guelph, Ontario. Beckman discusses the implications of unionization for academic libraries and covers a wide variety of areas, ranging from the appropriate general approach to management and the various possible formalized personnel procedures to the problems of protecting library services and permitting future technological changes. She examines the impact of strikes on academic libraries and suggests methods for developing workable personnel relations before an impasse occurs.

Two additional items are included as appendices to the volume. The first is a glossary of collective bargaining terms prepared by the Labor Relations Training Center, Bureau of Training, United States Civil Service Commission. This glossary defines more than 100 common terms encountered in collective bargaining and will be helpful to the reader in dealing with the papers in this book. The second item is a selective, annotated bibliography of publications
INTRODUCTION

on collective bargaining in libraries, prepared for this book by Margaret Chaplan, Librarian at the Institute of Labor and Industrial Relations, University of Illinois at Urbana-Champaign. This bibliography is in part a bibliographic essay and is structured on a subject basis.

No published conference volume can reproduce the actual experience of attending an institute. The papers in this volume were all followed by extensive discussion when presented at the Institute, and this discussion has not been reproduced here. The Institute was concluded by an informal panel discussion on the future of unionization in libraries, led by Milton Derber, Professor at the Institute of Labor and Industrial Relations, University of Illinois at Urbana-Champaign, and including Katherine Armitage, Coordinator of Library Instructional Services at Sangamon State University Library in Springfield, Illinois; Margaret Bikonis, member of the Park Forest, Illinois, Library Board; and Morton Coburn, Assistant Chief Librarian, Chicago Public Library. This discussion also has not been included in this volume. Two of the papers—those by Wasserman and Wagner—are actually edited transcriptions of tape recordings, and Byam’s paper, which was quite brief, has been augmented by the inclusion of several additional observations he made while presenting it. Only a brief summary can be made of the collective bargaining simulation session, and no volume can reproduce the experience of being isolated for three days on a semi-rural estate with 100 librarians concerned with collective bargaining.

Any institute of this type involves the work of many individuals. In addition to the speakers and other authors mentioned above, the many people who helped to plan and organize the Institute deserve special thanks. My colleagues on the planning committee included Robert Brown, Assistant Director, Graduate School of Library Science, University of Illinois; Milton Derber, Professor, Institute of Labor and Industrial Relations, University of Illinois; and Mary Quint, Manpower Consultant, Library Development Group, Illinois State Library, Springfield. Herbert Goldhor, Director, Graduate School of Library Science, University of Illinois, served on the committee in an ex-officio capacity. Brandt Pryor of the University of Illinois’s Office of Continuing Education and Public Service, Conferences and Institutes, served as institute supervisor and handled the many problems associated with the day-to-day management of the Institute. A large group devoted several days of their time to the preparation and management of the simulation session; in addition to Morris Sackman and the members of the planning committee, these included: Ray Gilbert, Labor Management Services Administration; Mary Jo Detweiler and Kathleen Kelly Rummel, Illinois State Library; Gerald Podesva and Jack Prilliman, Lewis and Clark Library System; Margaret Chaplan, Gary Frank and Daniel Gallagher, Institute of Labor and Industrial Relations, University of Illinois; Jean Baron, Trustee of the Evanston Public
Library, Evanston, Illinois; and Jerry Parsons, University of Illinois Library. Arlynn Robertson and her staff at the Publications Office at the Graduate School of Library Science transcribed and typed papers, corrected errors and verified citations, and beat me into line when I showed signs of falling by the wayside. Without the efforts of all of these people, the twentieth annual Allerton Park Institute could never have taken place and this book would have been impossible.

FREDERICK A. SCHLIPF

Editor