

**A BRIEF SUMMARY
OF THE
STRUGGLE FOR FACULTY STATUS
FOR LIBRARIANS
IN THE
CALIFORNIA STATE UNIVERSITY SYSTEM
1950's – 1991**

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Introduction and Acknowledgements

It is ironic that in an era when academic librarians are more and more essential to student learning, once again the question of whether librarians should have faculty status is rising. While the traditional library of physical books on shelves may be giving way to the digital world, librarians are more essential than ever in providing students with understanding how to access information beyond Google and Wikipedia, much less how to access the research tools available.

Thus it seems prudent to document a nearly four decade struggle for faculty status by librarians in the California State University system, originally the California State Colleges. Without such a collection of our history, it along with all relevant documents could easily be lost. Indeed, one Faculty and Staff Affairs (FSA) document related to librarian appointments remains missing in the CSU Archives.

This history could not have been compiled without the invaluable help of Thomas Philo, Assistant Archivist and Cataloguer, CSU Dominguez Hills. He spent endless hours tracking down documents I requested and in the process found others that added greatly to this history.

Thanks also go to Catherine Powell, Labor Archives, and Meredith Eliassen, Special Collections & Archives, at San Francisco State University for their assistance in locating documents housed there. Finally I must thank those librarians who have pushed me to try to preserve this history since I was one of the few involved in two of the key decades.

The Early Years, 1950's

It was actually quite a surprise to learn that the discussion relating to the status of CSU librarians dated back to the 1950's. Thanks to documentation compiled by J. Carlyle Parker, Stanislaus State College, and Gladys Rhode, San Fernando Valley State College, we have a record of some of these early efforts during the 1950's and 1960's. This document is heavily quoted in this section and appears as Appendix A.

On February 21, 1951 a Committee on Organization and Salaries of State College Library Staffs was established "to study the organization of state college libraries and the qualifications and salary scale of professional library staffs." The Committee became known as the Brakebill Committee, presumably after Harry Brakebill, a long time employee in the Chancellor's office and later Executive Vice Chancellor. Watching the time frame followed below, it was clear this committee felt no urgency.

The next effort seems to have occurred on March 8, 1954 when the California Department of Finance, Division of Budgets and Discounts, in its Management Analysis Report A.N. 543 recommended that the "exempt positions of the professional librarians of the California State colleges be classified to correspond to the civil service positions of librarians." The report further stated:

“The current trend in college administration, from available information, is to grant librarians faculty rank and status. The desire on the part of the state college librarians to receive such recognition is understandable. General dissatisfaction exists, particularly with regard to privileges for sabbatical leave and provision for additional professional study. The entire question of the policies to be followed and how they should be applied to the various levels of librarians should be considered by the state college librarians and administrators and appropriate recommendations for action made. This situation needs clarification.”

The Early Years: Brakebill Committee and CSU Response

Finally on January 20, 1960 the Brakebill Committee issued its report and recommended “all professional librarians in the California state colleges be granted faculty status, including academic rank and class and that salaries be based on the academic salary schedule converted from an academic year to a fiscal year to compensate for the longer work period.” In March the Deans of Instruction considered these recommendations and adopted a resolution recommending “faculty status be granted with academic rank and salary conversion to fiscal year.” In July State College Presidents “expressed approval in principle.” They recommended that the Board of Trustees consider the “question of academic rank for librarians.”

In October of the same year the Association of State College Professors “adopted a resolution to work for full faculty status and benefits; equivalent salary conversions; and promotions on the same basis as other members of the faculty.”

The response of the Board of Trustees to the Brakebill Committee’s recommendation came two years later almost to the day, January 19, 1962. Rather than accept the Committee’s recommendation, they chose to create a “closely related classification of academic employee, Title 5, Section 42700!.” In addition, during 1961 and 1962 an Occupational Study made by the Chancellor’s Office:

- (a) Added new staff positions, Library Assistant I and II, to relieve librarians of clerical and technical work.
- (b) Established a requirement for a Master’s degree or fifth year in Library Science for entry as a beginning librarian, Librarian I. And, the value of two masters degrees was recognized, though not rewarded.
- (c) In addition, a class of Librarian V was established, but its implementation was not permitted by the Department of Finance.
- (d) Promotion to Librarian III was opened to non-supervisory librarians and from 1962 to 1966 twenty-eight librarians attained the rank of Librarian III. After that fuller implementation was restricted by the Department of Finance. (*Note: Supervisory Librarian referred to librarians who served as heads of departments or divisions and supervised personnel.*)

- (e) The salary structure changed slightly to meet competition and reflect the new requirements but still was not equivalent to class room faculty salaries.
- (f) The one major gain was librarians became eligible for sabbatical leaves and a few librarians received sabbaticals in 1962 and 1963. Thereafter, the Department of Finance prohibited the funding of such leaves for librarians.

The Early Years: Academic Senate Support

For the next five years it seems little was done to improve the status of librarians. The CSU Academic Senate invited librarians to prepare and present proposed changes to Title 5, Section 42700*l*, which established the classification of librarians as closely related “academic employees.” In April 1966 the State College Librarians Round Table (SCLRT) of the California Library Association recommended to the Academic Affairs Committee of the CSU that this category of “academic employees closely-related” be abolished and librarians be given academic employee status. No action was taken by the Senate and the SCLRT followed up with a full resolution complete with documentation requesting action by the Senate.

Finally on October 20, 1967, the CSU Academic Senate adopted the resolution, “Status and Benefits for Librarians.” In it the Chancellor and Trustees were urged “to establish faculty equivalent classification for salary, but without the ascription of rank and class...promotions based on professional merit; sabbatical and research leaves with pay...and academic year appointments for librarians.” In addition the SCLRT sent a resolution to the Chancellor requesting a committee be established to implement the Senate resolution. Ironically, in that same month the Board of Trustees adopted the American Association of University Professors, “Statement on the Government of Colleges and Universities.” The “approved” document clearly stated that faculty shall determine who shall hold faculty status and thus logic would have said the Senate resolution should have been implemented.

A committee on implementation in the State College Librarians Division of the CSU recommended that full implementation be made by July 1, 1969. The Chancellor established the Committee on Implementation of Status and Benefits for Librarians that was eventually chaired by the chair of the Senate Faculty Affairs Committee. In the interim the State College Librarians Division of the California Library Association adopted a resolution to apply sanctions if “full faculty status is not implemented by July 1, 1969” and the full CLA Executive Board approved the resolution.

The Early Years: CSU Responses

Sadly, the response was very defensive through the issuing of two Faculty and Staff Affairs (FSA) documents, FSA 69-30 on April 1, 1969 and FSA 69-44 on May 26, 1969. The first, FSA 69-30 (Appendix B), Sabbatical Leaves (Librarians), outlines the long struggle of the Chancellor’s Office to obtain funding for librarians’ sabbatical leaves and the continued denial/prohibition by the Legislative Analyst’s Office and the state budget. The Legislative

Analyst commenting on the 1964-1965 budget recommended “sabbatical leaves privileges be limited to teaching faculty only” and the Legislature adopted this limitation.

Next, Chancellor C. Mansel Keene distributed FSA 69-44 (Appendix C), “Status of Librarians,” outlining efforts of the Chancellor’s Office to obtain funding for librarians salaries and to improve the status of librarians and the Governor and Legislature’s insistence on separate funding for “instructional faculty and for librarians.” Librarians, under Title 5 of the California Administrative Code, are “academically-related employees” who are “entitled to all the rights and benefits of academic employees...the same tenure provisions as teaching faculty and ... the same sick leave and retirement benefits...vacations for librarians are the same as those for 12-month faculty and academic administrators...” The document goes on to say “Librarians are entitled to sabbatical leaves insofar as the Trustees are concerned.”

On May 27, 1969, Gladys J. Rhode, San Fernando Valley State College, and Chairman, State College Library Directors Committee on the Implementation of the Senate Resolution on Status and Benefits for Librarians, distributed a new plan for librarians, called the Dual-Track Proposal. Recommendations include assigning librarians to a “fully professional track” with elective “department chairmanship”; increasing “sub-professional employment, Library Assistant III”; and, creating a new range “Technical Library Specialist” ...paralleling that for librarians.” Thus instead of full implementation of faculty status for librarians, they were now facing a possible further “in limbo” status.

FSA 73-25, Librarian Personnel Plan, March 16, 1973

This policy, long awaited by librarians, given the rise of collective bargaining across the country and beginning organizing in the CSU, proved to create a nightmare of two worlds. Rather than implementing full faculty status as recommended for two decades and being achieved in academic universities around the country through collective bargaining, this policy reflected far more the College Library Directors Committee “dual track” recommendations.

In FSA 73-25 (Attachment D) librarians were moved from “closely-related” status on the staff side of the university personnel system to the academic side. Librarians were now “faculty” in name. Four new “classes,” not ranks, were created. Assistant Librarian replaced Librarian I and II and was related to the Instructor rank, or temporary faculty. Senior Assistant Librarian replaced Librarian III and related to Assistant Professor, while Associate Librarian replaced Librarian IV and related to Associate Professor rank. Finally Librarian encompassed Librarian V and was listed as “midway between the Associate Professor and Professor ranks.”

New requirements of a second masters degree or equivalent was required for promotion. The catch was, even if deemed promotable through all of the campus criteria, a librarian could not actually receive the promotion unless his or her position was “reclassified” under the staff side reclassification policies. Further complicating this issue was the clarification that monies for reclassification had to come from non-academic funds.

The CSU also managed to conveniently use this dual track system to place librarians where they were least advantaged, especially when raises were granted by the state. Whichever group received the largest increase, staff or faculty, librarians were conveniently placed in the other group.

10-Month Academic Year Option for Librarians

Obviously this decision versus continuing to fight for academic year appointments led to controversy within librarian ranks. Meanwhile the Congress of Faculty Associations (CFA) and the United Professors of California (UPC) were beginning to actively organize the faculty for collective bargaining and were clearly courting librarians, many of whom felt with collective bargaining we could obtain academic year appointments like librarians in the community colleges. At the time, the most active librarian group was in the UPC and after much consultation was collecting a list of priorities: the top two being salary and academic year appointments. Given the new professional requirements for promotion and realizing the academic year was going to be difficult if not impossible to achieve, the UPC librarians opted for a legislative bill to allow the option of a 10-month year appointment. The rationale was that the actual number of workdays was close to an academic year appointment given holidays and vacation and the time off would provide librarians with an opportunity to meet promotion requirements. The real underlying issue was less the ten-month versus academic year than the issue of flexible working schedules versus the fixed forty hour week.

SB 772 passed in 1975 and the requirements of this legislation may have appeared in part in FSA 75-64 which is the one document which has not been located. In April 1976, FSA 76-21 (Attachment E), Professional Librarians' Option to Elect to Work Ten Months, was issued by the Chancellor's Office and suggests referencing FSA 75-64 and two supplements. The Trustees minutes of May 25-26, 1976, report adoption of the Amendment to Title 5, California Administrative Code (RFSA 3-76-5), Twelve-Month Librarians Electing to Work on Ten-Month Basis.

Key elements of this option that remain until this day include:

- The right to election for one or more fiscal years with a subsequent change from a single year to multiple years requiring the approval of the president. Further the election of such an appointment required notice six months in advance of the effective date of election or change.
- Compensation was to be reduced to a ten month equivalent but would be paid over twelve equal installments.
- Librarians must elect two consecutive months within the same fiscal year. Should the library administration choose to reject the election

they had to offer two alternates. (Note: in subsequent years the policy was changed to allow the months to be separate.)

- Existing tenure, sick leave, vacation, health and retirement benefits were to be retained on a twelve month credit basis with any fiscal reductions proportional to the reduced compensation.

Elimination of Dual Track Status

In the following years while the organizing for collective bargaining continued within the CSU, librarians still suffered under the dual track requirements of FSA 73-25. Finally in 1978 the CSU realized the system was cumbersome and unworkable. Initially issued as FSA 78-25, it was revised and formally issued in September as FSA 78-64 (Attachment F), Librarian Personnel Plan.

The FSA eliminated the dual track system, eliminating the position reclassification requirement for promotion, and established librarians solely as faculty. Under this new plan the standards for promotion stressed faculty standards of professional competence, professional contributions, and university and community service. However, the funding for promotion of librarians remained in the reclassification funds for support staff.

In addition, the requirement of a second Master's degree for promotion was eliminated. Other provisions included the elimination of a proposed class of Supervisory Librarian and established the position of Assistant Director.

Arrival of Collective Bargaining

It was not until the unionization of the faculty in January 1986 and the first two contracts that additional changes in the status and work conditions of librarians were made. In the first CSU-CFA Contract, August 16, 1983-June 30, 1986 (Attachment G), librarians were clearly defined as faculty and all sections of the contract not identifying specific employees or specifying "faculty unit employees" meant librarians were automatically included.

However, assignment for a librarian was defined as "normally" to be on campus and the work hours for a fulltime librarian were defined as "an average of forty (40) hours in a seven (7) day period." (Sections 20.27 and 20.28)

In Section 20.46, "Librarian Work Plan", preserved the 10-month year option and clarified that "Ten (10) months of service by a library faculty unit employee in the 10/12 work plan shall constitute one (1) year of service for employment status matters, merit salary adjustment, and retirement."

The key gain in this first contract was the right to compete for sabbatical leaves in Section 27 since the definitions of eligibility stated “faculty unit employees.” Other leaves were to be made available if eligibility requirements were met meaning no exclusion on being a librarian.

The next major gain came in the second contract, CSU-CFA Contract, 1July 1987-June 30, 1991 (Attachment H). Librarians were finally moved to the faculty schedules with the following equivalents: Assistant Librarian = Lecturer; Senior Assistant Librarian = Assistant Professor; Associate Librarian = Associate Professor; and, Librarian = Professor. However, the manner in which the CSU chose to implement the shift meant some librarians did not receive the same raises others did and led to angst among some, especially Senior Assistant Librarians who felt they might never achieve promotion. On the other hand, tenure track librarians now had to be hired as Senior Assistant Librarians and the base was thus raised 25%. Further the top for Librarians was opened another 20% in future potential steps.

Conclusion

This brief summary gives an overview of over three and a half decades of CSU librarians struggle for faculty status and parity with instructional faculty. The ensuing years since 1991 have had mixed results from a period of librarians top salary potential being frozen to increased struggles over workload and fixed working scheduled.

This brief history was not intended to move into the present time but it is clear what was so hard to achieve can be easily lost if librarians are not vigilant and active.

ATTACHMENTS

- A. Outline History of Full Faculty Status for California State College Librarians.[2/21/51-4/7/70] Prepared by J. Carlyle Parker, Stanislaus State College, and Gladys Rohde, San Fernando Valley State College.
- B. FSA 69-30 Sabbatical Leaves (Librarians)
- C. FSA 69-44 Status of Librarians
- D. FSA 73-25 Librarian Personnel Plan
- E. FSA 76-21 Professional Librarians' Option to Elect to Work Ten Months
- F. FSA 78-64 Librarian Personnel Plan
- G. CSU-CFA Agreement, August 1983-June 1986 and G.2 Addendum, December 1984-June 1986
- H. CSU-CFA Agreement, July 1987-June 1991

Author's Brief Biography

Completing her MSLS in 1967 at the University of Kentucky, Shadwick was hired at San Francisco State University in 1968. She retired in 2010 after participating in the FERP program. Her last position from 1995 was as the Ethnic Studies Librarian. Actively engaged in union work for over three decades, she served as: President, California Faculty Association (1985-1989); President, National Council for Higher Education/NEA (1989-1995); Higher Education Director, California Teachers Association Board (1995-2004); and Higher Education Director, National Education Association Board (1993-2009). During this entire period she was engaged for a number of years internationally, especially with Education International.

During the 1970's and early 1980's, her primary focus was the representation of librarians in their struggles for faculty status and for inclusion in the faculty bargaining unit, first in the United Professors of California and later the Congress of Faculty Associations (renamed the California Faculty Association).