

The minutes of the City University and the college committees were received and placed on file, and upon motion duly made, seconded and carried, the following resolutions as approved by the committees or as amended were adopted or action was taken as noted:

Committee on The City University of New York meeting held 9/14/65

City College Committee meeting held 9/8/65

Hunter College Committee meeting held 9/8/65

Brooklyn College Committee meeting held 9/9/65

Queens College Committee meeting held 9/7/65

College of Police Science Committee meeting held 9/20/65

THE CITY UNIVERSITY

(Calendar Nos. 12 through 18)

No. 12. Reports of the Chancellor: (a) I'd like to say that this is the last edition of the agenda in its present form that will come before the Board. At the next meeting we will have a new agenda. It will be divided into two sections: one a policy calendar and one the Chancellor's Report which will incorporate all of the items submitted by the colleges which do not involve a change in policy.

(b) At the October meeting of the Board I plan to present a policy paper involving our financial relationship with the State of New York.

(c) In months to come we plan to have presentations similar to the one Dr. Gallagher presented tonight.

(d) I want also to say that I have been invited to go to the Soviet Union in November and after considerable discussion with the Chairman and President Gideonse, who has agreed to chair the Administrative Council in my absence, I have accepted the invitation. I will be on an educational mission involving technical institutes. Therefore, I will not be at the November meeting of the Board.

No. 13. Library Instructional Titles: Upon motion duly made, seconded and carried, the following report by Dean Robert B. Downs was approved in principle with the understanding that actions classifying individuals in rank and in salary will be presented to the Board for approval before being submitted to the Budget Director:

Dr. Albert H. Bowker, Chancellor
The City University of New York
535 East 80th Street
New York, New York 10021

Dear Chancellor Bowker:

At your invitation I have served as consultant to the City University to study and to report on professional personnel procedures in the libraries of the four senior and six community colleges of the University. My findings are submitted to you and your associates herewith.

The Consolidated Edison Company of New York has recently used as an advertisement a cartoon from the *Wall Street Journal* showing the president of the firm interviewing a young man in his organization, and saying to him, "You've been demonstrating rare qualities of intelligence, imagination and leadership, and, frankly, you're making everyone else pretty nervous." Consolidated Edison indicated that this is the kind of young man wanted for its staff. I have no doubt that you, too, are constantly on the lookout for people of such caliber for the City University, and not least in the library system. In a way, that is one of the principal reasons for the present report.

As background for the investigation of personnel practices in the University's several libraries. I met with the ten head librarians as a group and also talked with them individually in the course of visiting the various campuses; conferred with you, President Gideonse, President Gallagher, President Meng, President Kenny, Dean Fretwell, Dean Hawley, Dean Levy, Dean Mintz, Dean Rees, Dr. Ruth Salley, Mr. Harold D. Jones (President of the Library Association of the City University), Dr. Stanley T. Lewis (Chairman, Librarians' Chapter, United Federation of College Teachers), Professor Philip Sheinwold of the Legislative Conference, and more briefly with a number of other administrative, faculty, and staff members. On every hand, I received a friendly, cooperative reception and found an attitude of desiring to arrive at the most satisfactory solutions to the present personnel problems in the libraries. I am particularly indebted to Professor Humphrey Bousfield and Dean E. K. Fretwell Jr. for their aid and many courtesies.

Historical Retrospect

The existing difficulties of professional librarians in the City University can be traced back at least a generation. In 1938 the Board of Higher Education reorganized the City Colleges. In the process, after a careful and extended study of the educational qualifications, duties, and responsibilities of library personnel, the Board ruled that the Library was an academic department and further that the professional librarians were members of the instructional staff and voting members of the Department. Subsequently, in 1946, the librarians were also designated members of the faculties of their respective schools.

Unfortunately, these constructive steps toward academic status for the librarians were never fully clarified or implemented by the Board. Instead, the librarians were established as a group apart, with largely meaningless separate titles: Librarian, Associate Librarian, Assistant Librarian, and Assistant to Librarian, with no provision for equating these non-standard titles with accepted academic ranks. The lack of any well-defined status has been the chief source of the constantly-recurring problems of promotions and salary increases.

The present situation is that the City University librarians are in the same category as the teaching faculty in tenure, representation on the Faculty Council, sabbatical leaves, sick leaves, retirement benefits, and medical care, but *not* as to academic ranks, salary schedules, or vacations. The only exceptions are the four senior and six community college head librarians who are ranked as full or associate professors, with corresponding privileges.

Since 1951, it appears, librarians in the City University system have been rather consistently discriminated against in the matter of salaries. On a number of occasions librarians were deliberately excluded from full participation in salary increases granted to other faculty groups. Similarly, recommendations for promotions of library staff members were passed over, with the result that there is a heavy concentration of librarians in the lowest rank and those eligible for and who have earned promotions have had to wait for years for favorable action. One must conclude, on the basis of this long period of frustration and inequitable treatment, that the only reasonable and satisfactory solution is complete integration of the City University librarians into the teaching faculty, with accompanying ranks and titles. The present nebulous titles would be abandoned and a theoretical academic status would be placed on a bonafide basis.

The Case for Faculty Status

In proposing improved status for the City University's librarians, I am motivated by a firm belief that the institution itself will gain substantial advantages by the recommended changes. We

have expert testimony from many quarters supporting the point of view that much teaching and research would be crippled, if not brought to a complete halt, by poor libraries. Even those subject fields which depend primarily on laboratories must support expensive libraries and indexing and abstracting services to help them avoid repetition of effort and to serve as points of departure for new scientific advances. An adequate library is the basis of all teaching, study, and research, without which additions are unlikely to be made to human knowledge.

There is no better way to judge the quality of a university or college than by looking at its library. If an institution's library is weak, the institution itself is mediocre. As a corollary, if the university or college has a notable library, there is every probability that the institution itself is outstanding. The better the library, the stronger faculty the college will be able to hold and the the higher quality students it will attract.

A major criterion in judging the strength of a library is the quality and status of the library staff. Without a competent staff, the library will offer inferior services, falling far below its best potentialities. The trend in modern universities is to consider as academic the staff members who contribute directly to the educational and research activities of the institution. Anyone who views the matter objectively must conclude that the participation of librarians in the educational program fully justifies their inclusion in the academic category. Librarians are contributing in fundamental fashion, through developing and making available resources for study and research, to the primary purposes for which colleges and universities were founded. The classroom teacher, the research scholar the librarian, and other members of the academic staff each has a vital part to play in the educational process.

Specific reasons, some of which will be discussed later in more detail, why the City University would find it advantageous to grant full faculty standing to its librarians may be listed as follows:

1. The institution's new university status demands highly-qualified librarians, including an increasing number of subject specialists.
2. The University's libraries are destined to grow rapidly and they require expert staffing.
3. Libraries are of primary significance in the total educational program.
4. There is an acute national shortage of professional librarians, and faculty status will help to hold able staff members and to recruit others of like caliber.
5. The University is in competition nationally and locally for the best-qualified librarians, and the national trend, especially in publicly-supported universities, is toward academic recognition of professional librarians.
6. Proper status will improve staff morale and reduce the turnover of experienced staff members.

Qualifications of Librarians for Faculty Status

Despite the foregoing considerations, objections are frequently voiced to faculty status for librarians on the ground that they are academically unqualified. An examination of this criticism is in order.

Some fields have tended to emphasize the doctorate more than others. Librarians are in the company of engineers, lawyers, artists, musicians, and certain other groups who belong to university communities, but in the past have customarily followed different patterns of training.* The situation is gradually changing in the library profession as more and more graduate schools offer the doctorate in librarianship.

Instead of the doctorate, many librarians hold two master's degrees, ordinarily one in library science and the other in a special subject field. The combination may well be of more value to a practicing librarian than too narrow specialization, for he has both technical training in library operation and knowledge of a subject field which may be used in acquisition, cataloging, classification, reference service, or other aspects of library work.

*Recognized in the City University's By-laws, Section 15-7a, "In the departments of art, music, physical education, home economics, accounting, drafting and engineering—achievement deemed equivalent to that obtained through work leading to the Ph.D. degree." Librarians could properly be added to these groups.

An analysis of the City University library staff, including all ten colleges, reveals graduate degree holders as follows:

Doctorates	18
Two or more master's degrees	64
Single master's degree	68
Two or more years' study beyond bachelor's degree	12

It should be pointed out that a high proportion of staff members with minimum academic qualifications for appointments fall into the beginning classification, the Assistant to Librarian category.

In any case, one must recognize merit in the contention that librarians should establish their place in the academic world by proper academic preparation. Like the teaching profession, librarianship is becoming increasingly a career for specialists, and its requirements are exceedingly diverse. The librarians of the future will be expected to possess academic preparation as thorough and as advanced as their colleagues in other fields.

Meanwhile, as a guide line for the City University, it is recommended that any promotion above the rank of Assistant to Librarian should require completion of a doctorate, or two master's degrees, or some other combination of two years study beyond the bachelor's degree. Other criteria normally considered in faculty promotions should also be applied to librarians, e.g., professional writing and publication, research in library science, participation in the activities of professional associations, bibliographical instruction to students at all levels, and aid to individual faculty research.

Staff Turnover

A matter of considerable concern to the City University in recent years has been the high rate of resignations from the library staffs. As stated by the Dean of the Faculties at Brooklyn College, "There is an excessive turnover in the Library Department as compared with other instructional departments. It seems to me that this is getting to be a very critical situation which will rapidly become worse, unless appropriate steps are taken to make positions in the library service more appealing than they are at the present time."

A certain amount of staff turnover is normal, for such reasons as death and retirement. Also, headships of libraries elsewhere and similar attractive opportunities for advancement can be expected to draw away staff members of exceptional ability. The question is, however, whether the losses in the City University have gone beyond normal expectations. How many librarians left for better positions and how many were motivated chiefly by dissatisfaction with conditions in the City University libraries, such as excessively slow promotions and failure to receive earned salary increases? Since there were no exit interviews recorded, the reasons are not always clear. During the past five or six years, a total of 54 resignations and 15 drops have occurred in the four senior colleges. The latter group did not survive the probationary period and were dropped for unsatisfactory performance. A majority of the resignations were caused by offers of better positions, though doubtless some individuals would have remained with the City University if there had been any possibility of promotions and salary increases.

An unknown factor is how many librarians did not accept positions on the City University staff in the first instance, because they knew that their promotional opportunities there would be poor.

Meeting the Competition

The market for professional librarians is national, and even international, in scope, and for the past 25 years it has been distinctly a seller's market. Estimates as to the shortage of librarians in the United States vary; a recent authoritative study placed the figure at 18,000, but the U. S. Office of Education suggests that the actual deficiency is several times that number. The acute shortage is likely to continue into the indefinite future.

This situation means that a reasonably competent librarian is offered a multitude of job opportunities. There is a free flow of librarians across state borders. The qualified librarian can be placed in any type of library that interests him, and have his choice of public or technical services. If he is seeking climate and scenery, he can go to the Rocky Mountains, the Pacific Northwest, New England, the South, or accept a foreign assignment. The enterprising and ambitious librarian is highly unlikely to remain where his status is unsatisfactory, salaries mediocre, and other perquisites substandard.

In the case of college and university libraries, the institutions that will be most successful in attracting and holding able staff members are those where librarians are recognized as an integral part of the academic ranks, a vital group in the educational process, with high qualifications for appointment, and all the rights and privileges of other academic employees. On the other hand, if

the professional library personnel are in some nondescript category, without clearly defined status, with no institutional understanding of the contributions which they can make to the educational program, and if they are placed outside of or made ineligible for the usual academic prerogatives, the library will have serious difficulties in recruiting or retaining staff members of more than average ability.

Salary Competition

Aside from the matter of satisfactory status, salaries in the library field have become keenly competitive. Under the pressure of shortages of available personnel, expanding development of all major types of libraries, accelerated growth of book collections, and general inflation, beginning salaries for professional librarians have been advancing at the rate of about \$300 per year, and for experienced personnel at an even faster pace.

The City University must be particularly aware, of course, of salary standards in the New York area. When its salary levels drop below the prevailing norms of the city, state, and region, personnel losses are inevitable. For example, according to information provided by the Board of Education, librarians in the New York City public school system receive a minimum beginning salary of \$6,825 and move up in 14 steps to \$11,025, for librarians with 60 credits beyond the baccalaureate degree; if less than 60, the schedule is \$380 less. Increments on both schedules are the same, varying from \$250 to \$300.

Another large consumer of professional library personnel is New York City's Public Libraries. The present salary schedules in these systems are as follows:

	<i>Range</i>	<i>Increments</i>
Librarian	\$6,290- 7,490	\$240
Senior Librarian	7,100- 8,900	300
Supervising Librarian	8,200-10,300	350
Principal Librarian	9,400-11,500	350
Coordinating Librarian	10,750-13,150	400

Comparison directly in the college and university field are even more pertinent, though the present situation is extremely fluid and many academic librarians cross over into public, special, federal, and other types of libraries. The current salary schedules for the colleges of the State University of New York range as follows:

Professional U5 (lowest professional grade)
\$6,670-8,000, with increments of \$266

Professional U9 (instructor level)
\$7,770-9,240

Professional U18 (a college librarian or an associate university librarian)
\$10,500-12,340

Professional U28 or U29 (director of a university library)
\$14,350-16,450

Another neighboring state university, Rutgers in New Jersey, has granted faculty status to its librarians, with ranks and salaries as follows::

Librarian-Instructor, \$7,018-9,124, with increments of \$351

Librarian-Assistant Professor, \$8,124-11,372, with increments of \$406

Librarian-Associate Professor, \$9,875-12,839, with increments of \$494

Librarian-Professor, \$12,003-15,603, with increments of \$572

The City University must also compete for personnel with two great private universities nearby, Columbia and N.Y.U. At Columbia, professional librarians are part of the academic staff of the University. Six categories of professional appointments are established, with salary ranges for 1965-66 reported as follows:

P1	\$6,200- 6,800
P2	6,600- 8,100
P3	7,400- 9,000
P4	8,500-12,000
P5	12,000-
Unclassified	13,500-

New York University librarians also have faculty status, with salary ranges identical with those of the teaching faculty:

Instructor	\$5,500- 8,000
Assistant Professor	7,000-10,500
Associate Professor	9,000-12,500
Professor	12,000-

If detailed comparisons are wanted with college and university libraries elsewhere in the country, figures are available in the U. S. Office of Education's annual publication *College and University Library Statistics*, though there would be found no significant variations in the salary patterns outlined above.

The important question for the City University is how well its librarians are faring in terms of salaries with the personnel of the community's school, public, college, and university libraries. As of January 1, 1965, the following salary schedule went into effect for the University's senior college librarians:

Assistant to Librarian, \$5,950-8,100 with increments of \$200

Assistant Librarian, \$7,400-10,625, with increments of \$200 up to \$9,000, followed by \$300 increments; "for persons with advanced study or degrees," salaries are \$400 higher: \$7,800-11,025

Associate Librarian, \$8,300-12,500 with beginning increments of \$300, rising to \$600. A \$400 differential is also provided for appointees with advanced study or degrees.

The title of Librarian is included in the schedule, with a salary range of \$10,200 to \$15,600, but the category is not used.

Chief Librarians carry professorial titles, the only members of the library staffs with faculty status; they have a salary range of \$14,000-20,150, with increments of \$600 to \$1,250.

In the community colleges Assistant Librarians have a salary range of \$6,350 to \$7,790, or with 30 credits beyond the master's degree, \$6,750 to \$8,190. The ranks of Assistant to Librarian and Associate Librarian are not used.

Analyzing the City University library salary schedule in relation to other libraries in the New York area, cited above, the University rates low in practically every comparison: beginning salaries are \$875 under the public schools, \$340 under the public libraries, \$720 under the State University of New York, \$1,068 under Rutgers University, and \$250 below Columbia University. Further, the increments provided by these several systems are generally higher than those in the City University.

Stress is placed on beginning salaries because the great majority of the University's librarians fall in the beginning category, Assistant to Librarian. In the four senior colleges, the division is as follows: Assistant to Librarian, 101; Assistant Librarian 44; Associate Librarian, 7; Professor and Chief Librarian, 4. The distribution of personnel in the community colleges is somewhat different: the six chief librarians have faculty status as professor or associate professor, there is a total of 13 Assistant Librarians and four technical assistants. Thus, of 179 library staff members on professional appointments in the University, about two-thirds are in the beginning salary range, and it appears to be exceedingly difficult to move from this classification to anything higher.

The rigidity of the present system is demonstrated by the fact that staff members of long service have reached the top of their salary brackets and are in effect "frozen" there indefinitely, with no provision for further salary increases, while recommendations for their promotion are generally rejected.

Another aspect of the salary situation is the cost of living in the New York area. According to the U. S. Bureau of Labor Statistics' "Consumer Price Index—U. S. and selected areas for urban wage earners and clerical workers" (*Monthly Labor Review*, December 1964, p. 1483), among major cities only Boston and Los Angeles are higher-priced places to live than New York City, and these two are only fractionally higher. A logical conclusion is that salary standards in New York must recognize differentials in living costs in order to be competitive in the personnel market.

If the City University librarians had genuine faculty status, their salary schedules would be tied to those in the teaching ranks, and increases and promotions would not be continually running into the existing roadblocks. The kind of flexibility now completely lacking would be gained, to the advantage of everyone concerned.

Ratio of Professional and Clerical Personnel

One of the prime difficulties in obtaining full recognition of librarianship as a professional field has been the failure to differentiate sharply between professional and subprofessional activities in libraries. In perhaps a majority of libraries there are too many routine, clerical tasks being performed by so-called professional staff members, often leaving them little time to assist readers in doing reference and research, to build up the resources of the library, and to carry on other distinctly professional work.

A reliable yardstick for determining whether an undue proportion of non-professional jobs are being done by librarians is to compare the ratio of clerical workers to the total staff. If more than 50 per cent—indeed some experts in library administration say if more than one-third—of the entire staff is composed of professionals, the probabilities are that they are performing a substantial amount of clerical routines, and at the same time neglecting opportunities to make important and useful contributions of a professional character. The ideal ratio may be open to question and can best be discovered by detailed analyses of positions.

In the City University libraries, the ratios of full-time professional and clerical staffs are as follows: :

4 senior colleges: 156 professional, 61 clerical, or 72 percent professional, 28 percent clerical
6 community colleges: 23 professional, 11 clerical, or 67 percent professional, 33 percent clerical

The disproportion between professional and clerical in these data is striking. The present situation, which has developed over a period of years, is not caused by any failure of the chief librarians to recognize the importance of an adequate number of clerical workers, but by the fact that it has been easier to obtain approval of new professional than of clerical staff members. The record shows that year after year requests for added professionals have been accepted, while those for clerical assistants were turned down.

Actually, the imbalance between professional and clerical workers varies considerably from one library to another, and in all is mitigated by the employment of "Temporary Helpers" and "Student Aides," paid by the hour. According to 1963-64 figures, the four senior college libraries employed the following number of hours of part-time assistance for the year ending June 30, 1964:

	<i>Librarians</i>	<i>Temporary Helpers</i>	<i>Student Aides</i>
Brooklyn	4,397	39,300	11,846
City	16,840*		54,532
Hunter	9,456	23,026	49,075
Queens	2,810	22,869	28,713

*Includes Temporary Helpers

If translated into full-time equivalents, these figures would raise substantially the proportion of clerical workers in the libraries, though it should be recognized that hourly assistance is not the equivalent in efficiency, reliability, or productivity of a good full-time clerical staff.

The question has been raised as to whether some plan should be designed to reduce the size of the present professional library staff in the City University, in order to make budgetary provision for more clerical workers. Such a step would be unwise for several reasons: considering the size and complexity of the libraries, the number of professional librarians is moderate; the institution is growing rapidly in all divisions, which means heavier demands on the librarians; and both professional and clerical staffs will have to grow. Emphasis now, however, ought to be placed on increasing the number of regularly-appointed clerks, with more gradual expansion of the professional group, until a proper ratio has been achieved. Meanwhile, it would be desirable and advisable to analyze all professional positions, using such guides as the American Library Association's *Descriptive List of Professional and Nonprofessional Duties in Libraries* and Downs-Delzell's "Professional Duties in University Libraries" (*College and Research Libraries*, January 1965, P. 30-39). Personnel data gathered from individual staff members for the present study contain a considerable amount of information on their present assignments, and would probably be sufficient for a preliminary survey.

Worthy of consideration is a proposal for creating a subprofessional category in the libraries, midway between the strictly professional and the strictly clerical. Through technical training at the undergraduate level, the subprofessional worker could be made responsible for a variety of borderline tasks not requiring advanced professional preparation and experience.

The consequences of too limited clerical personnel were described in Professor Gelfand's latest Queens College Library annual report, commenting on the deterioration of the quality of the Library's services to readers:

"By deteriorating services, I mean that that our well-trained professional staff are unable to devote themselves fully to the services and activities which make a college or university

library an educational agency rather than a mere warehouse: giving simple and advanced reference and bibliographic assistance to readers . . . selecting library materials for acquisition . . . cataloging and analyzing the contents of materials that are acquired . . . This condition is largely due to our chronic shortage of full-time clerical staff . . . Professional librarians are consequently unduly burdened with essentially clerical, physical tasks and supervisory duties—including, incidentally, student discipline problems—which take too much of their time."

Size of Staff

Considerable interest has been shown by the City University administration in finding or developing a formula covering library and other staff increases in relation to enrollment, in order that when enrollment increases, "the number of additional staff required will not be a subject of interminable argument."

The matter of working out such a formula has intrigued the attention of librarians for some years, but no generally accepted scheme has been developed, mainly because of the many variables involved. Among the factors that determine the size of library staffs, it has been suggested, are these:

- Enrollment at different levels
- Size of faculty
- Teaching methods
- Organization of library
- Hours of opening
- Physical arrangement of library building
- Rate of growth of collections
- Centralization or decentralization of collections
- Honors programs
- Graduate programs
- Special services

Inevitably each of these factors will have a different weight from one institution to another. Nevertheless, it may be useful to examine a few of the attempts to arrive at a workable formula.

The formula for staff size in the colleges of the State University of New York specifies that each college library should have basic staff of eight professional librarians and six clerical staff members for a student enrollment of 2,700 (the smallest college in the system). One professional and two clerical staff members are to be added for each 100 instructional staff and each 1,000 of additional enrollment. In the new state budget proposed by Governor Rockefeller provision is made for 818 staff members for the State University of New York libraries (an increase of 236 over 1964-65), about evenly divided between professional librarians and clerical personnel.

The American Library Association issued in 1959 its "Standards for College Libraries," but emphasis is on qualitative rather than quantitative standards; there is no formula for determining staff size, except for the smallest colleges. It should be noted that one of the community colleges—Manhattan with a professional staff of two—falls below the recommended minimum of three professional librarians required for effective service: the chief librarian and staff members responsible for readers services and technical processes.

Several years ago, the California State Department of Education's Division of State Colleges developed a staffing formula based on three factors: (1) A work-load factor for technical services based on detailed analysis of the number of volumes shelved, inventoried, cataloged, bound, reclassified, recataloged, etc.; (2) A factor for public service requirements based on library hours, number of public service points, type of personnel needed, etc.; (3) A factor for administration, a percentage of the total of the other two.

Because of the varying factors, it seems doubtful that any satisfactory formula can be developed except for groups of institutions of very similar character. For the City University, different formulae would be required for the senior and for the community colleges. It should be possible, however, to follow reasonably consistent policies on staff size within each of these two groups. This has not been done in the past, probably because each head librarian submits his budget and requests for staff additions independently and there is no provision for coordination. The results are shown in a comparative study last year on the ratio of librarians to full-time student enrollment:

Brooklyn College	1 librarian per 615 students
City College	1 librarian per 618 students
Hunter College	1 librarian per 533 students
Queens College	1 librarian per 453 students

There would not appear to be sufficient differences among the four colleges in their educational programs, physical facilities, and organization to justify such disparities.

If student enrollment is to be the principal criterion in establishing staff size, scholastic levels ought to be considered, since advanced students use libraries more extensively and intensively than do beginning students. For this purpose, a formula developed by a committee of the American Library Association is pertinent. The size of the staff, according to the committee, should be determined by the "service load" carried by the library, and the service load would be calculated as follows:

Each underclassman	1 unit
Each upperclassman	2 units
Each honors student	3 units
Each graduate student	4 units
Each faculty member	5 units

Adding the units of each category together produces the library's total service unit load. On the basis of this figure, a minimum number of positions, professional and clerical, is recommended by the ALA committee. The formula may be applicable to the City University libraries.

Directorship of Libraries

As an outside observer examines the personnel and organizational problems of the City University libraries, it seems clear that more central direction is desirable than can be provided by the Council of Librarians. The Council is useful for purposes of discussion and information, and it enables the librarians to present a consensus on various matters. In actuality, however, it is without authority except as it may be able to influence decisions through expressing a concerted judgement.

Other large university systems around the country, including such diversified institutions as Columbia and New York University, have found it advantageous to establish the position of director of libraries. As one librarian expressed the situation, the City University libraries are presently "like 10 ships sailing around without a rudder." When the colleges were limited to undergraduate students and curricula, there was no pressing need for close cooperation or coordination among them. Each had to serve the same type of clientele, maintain the same kind of book collection, etc. With the coming of university status, however, conditions are changing. The resources needed for graduate and professional programs are vastly different in size, scope, and complexity from those required for undergraduate instruction, staff members with subject and language specialities must be recruited, and the demands on the libraries made by faculty members and advanced students will change the character of library services.

Among the specific functions of a director of libraries in the City University could be the following: :

1. Provide a representative to speak for all the libraries.
2. Develop a public relations program to increase public interest in and gain additional support for the libraries.
3. Coordinate requests for staff additions, increased book funds, and buildings.
4. Direct the development and integration of specialized resources for advanced study and research.
5. Standardize administrative organization.
6. Work toward centralization of cataloging and acquisition procedures, the system-wide application of automation and mechanization to library operations, the creation of a union catalog covering all the libraries, etc.

It is assumed that the proposed high-level position would be filled by promotion from within the system or from outside by a man of outstanding ability, wide experience, sound academic background, and desirable personal attributes. Otherwise, the stated objectives are unlikely to be achieved.

Conclusions and Recommendations

The City University libraries are experiencing serious difficulties in attracting and holding top-notch librarians. Chiefly because of low beginning salaries, and rigid restrictions on promotions and salary increases, new staff members must be recruited mainly from inexperienced persons just out of library schools. The City University is therefore unable to compete on equal terms in the open

market in a field where professional personnel are in exceedingly short supply. To correct this situation and to assure steady progress in the development of university-caliber libraries, the following recommendations are offered:

1. Change the University by-laws to:
 - a. Eliminate the ranks of librarian, associate librarian, assistant librarian, assistant to librarian, and junior library assistant.
 - b. Place the librarians in the faculty classification, with corresponding titles and salaries: professor, associate professor, assistant professor, instructor, lecturer. To the titles could be added, if desired for clarification, "of library administration" or "of library science."
2. Promotion to any rank above that of instructor should require completion of a doctorate, two master's degrees, or some other logical combination of two years graduate study or more beyond the bachelor's degree.
3. Efforts should be made to obtain a better distribution of library personnel by rank, correcting the present heavy concentration of staff members at the lowest level. Not more than 50 percent of the professional staff should be at the lecturer-instructor levels.
4. As rapidly as possible the libraries should move toward an approximately 40-60 ratio of professional and clerical staff members, and a clear separation of professional and clerical duties.
5. By utilizing the established title of technical assistant, the libraries should develop a subprofessional staff for certain types of duties: audio-visual activities, binding preparation, book repair, photography, etc.
6. By weighing various factors, such as student enrollment, curricular levels, teaching methods, degree of centralization of functions, organization, and rate of growth, an attempt should be made to equalize proportionately the size of library staffs in the several colleges. The American Library Association formula cited on page 17 could be used for this purpose.

Supplementary Recommendation:

While the Council of Librarians should be continued as an advisory and consulting body, it is my belief that a director of libraries is needed by the City University to provide overall direction, especially to guide the building of resources for graduate programs, to coordinate budgets, standardize administrative structures, and to develop cooperative activities. If preferred, the appointment could be made as a staff rather than line position.

If the decision is against creating a directorship of libraries at present it is urged that the Council of Librarians assume a more active coordinating function with suitable powers delegated to the Chairman.

It should be emphasized that this is a supplementary recommendation, and the six basic recommendations listed above are not contingent upon its acceptance or rejection.

Implementation

A transition period will be involved if full faculty status is granted the librarians. The title of Lecturer is proposed for new appointees at the beginning level, for those who do not qualify for an instructorship. A master's degree in library science should be considered the minimum academic preparation required for an appointment as Lecturer, and such appointments would be for a maximum of three years, during or at the end of which time it would be expected that promotions to the Instructor rank would take place. Otherwise, appointments as Lecturers would terminate. Present Assistants to Librarian, with tenure, who do not qualify for promotion would retain their titles, but except for this group, the Assistant to Librarian title would cease to be used. For staff members at higher levels, all positions should be evaluated to determine their proper academic ranks.

I am confident that if the foregoing recommendations are adopted in substance, the City University's library personnel problems will be resolved on all major issues.

Sincerely yours,

/s/ Robert B. Downs

Robert B. Downs
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