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ABSTRACT

After an introductory section which describes previous work in the field, choice of research area and methodology adopted, the thesis begins by tracing the division of library work into professional and non- professional duties and the search for improved status for librarians, both in Britain and North America. The appearance of a library assistant's certificate is discussed and analysed against this background; the study concentrates at this point on the many discussions held by the Library Association during the 1960s and the eventual promulgation of a qualification for library assistants by the City and Guilds of London Institute. The next two chapters describe and analyse the moves towards a higher level non-professional qualification in Britain and the eventual appearance of certificates awarded by the Business Education Council and the Scottish Technician Education Council. The development of these qualifications is discussed in the context of developments in education for librarianship at the time.

The second part of the thesis begins with an analysis of the most significant course syllabii at non- or para-professional level, ranging from the work of Errett McDiarmid and others in the 1940s to the Library Assistant's Certificate and the BEC and SCOTEC qualifications. Reference is made to the sources upon which the designers of these certificates drew, while the analysis as a whole is matched against a discussion of the duties and responsibilities of support staff in libraries.

The next chapter sets the various British qualifications into context with a study of similar developments in the United States, Canada and Australia. The study shows the great degree of commonality between the various qualifications - despite the widely-ranging traditions in those countries. Comparisons between Britain and Australia are particularly telling, not least because of the close parallels between the qualification structures - parallels not, however, mirrored in the approaches of the two countries to the education and training of library support staff.

The final chapter of this part - and of the thesis as a whole - aims to put the certificates in library work analysed earlier in the study into a wider context. The first section of the chapter compares the syllabii with a range of internal training schemes - there being little difference between the two. The second section relates the British library qualifications to other non-professional certificates. The final section analyses the support for the certificates in library work in practice, with special reference to the colleges which teach (or taught) courses leading to one or more of the certificates.

The conclusion draws together the central themes of the thesis, reiterating and expanding upon the conclusions made in the individual chapters.

The thesis contains a number of appendices, including the major syllabii analysed, lists of duties and responsibilities, statistics relating to enrolments and pass rates for (primarily) the City and Guilds' Library Assistant's Certificate, together with a directory of colleges which have been involved in the preparation of formal courses at non-professional level since 1967, when the Certificate was introduced. Other appendices record pilot surveys carried out in the early stages of the research and reproduce the standard stationery used.

David M. Baker.

September, 1987.
D14/ABSTRACT

CERTIFICATES IN LIBRARY WORK

AN HISTORICAL-CRITICAL STUDY OF NON-PROFESSIONAL LEVEL LIBRARIANSHIP QUALIFICATIONS IN BRITAIN, WITH REFERENCE TO OTHER COUNTRIES, PROFESSIONS AND TRAINING SCHEMES

by

DAVID BAKER

A Doctoral Thesis

submitted in partial fulfilment of the requirements
for the award of
Doctor of Philosophy
of the Loughborough University of Technology

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TEXT, REFERENCES, BIBLIOGRAPHY

FOR POLLY

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David Baker
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September, 1987

PREFACE

General

The initial impetus for this thesis came in 1978 when an enquiry from two of the assistants working at the issue desk of Leicester University Library asked me, their supervisor, if there were any library qualifications which they could gain. The staff in question had left school at 16 and could not satisfy university or college entry requirements. They were, nevertheless, keen, bright and hard working. I promised that I would see what could be done.

I quickly discovered that the chances of these people qualifying professionally were virtually nil, given that they could neither fulfil the educational requirements nor devote sufficient time to gaining the necessary qualifications.

My investigations brought me into contact for the first time with the Library Assistant's Certificate, promulgated by the City & Guilds of London Institute. To someone who had entered the profession via full-time education at library school, the existence of this qualification came as something of a surprise. It came as a shock to discover that the certificate formed no part of the Library Association's qualification structure. It soon dawned on me that, for the non-professional, the Association held little attraction.

And yet I had working for me several young assistants who were all eager to learn more about their jobs. Could nothing be done for them?

Something was done. The University Library organised an in-service training scheme for non-professional staff. Based on the Library Assistant's Certificate syllabus, the course was well attended, despite the fact that it was run out-of-hours on a voluntary basis and with no promise of any financial reward. Over 20 staff actually sat the City & Guilds examination, many passing with distinction or credit grades. The history and running of the course was described in an article published at the time.

A number of other university libraries followed suit, introducing similar courses. At Hull University, in interviewing maturer women for library assistants, I was struck by the fact that many had passed the First Professional Examination without ever qualifying as chartered librarians.

From then on, the topic of non-professional staff training, education and qualifications - their history and development - became a particular professional interest, an interest which eventually led to a number of publications, some of which described the 'Leicester experiment'. All are listed in the bibliography. The more recent items, notably the Library Association's 'training guideline' Training library assistants and the Association of Assistant Librarians' (AAL) pamphlet What about the workers? A study of non-professional staff in librarianship were 'first drafts' for parts of the thesis. Part II is due to be published in early 1988 under the title Duties, responsibilities, syllabii, curricula: a study of nonprofessional certificates in library work. The early history of the Library Assistant's Certificate was published in Training and education.

An analysis of CSE mode III courses in library studies which also appeared in Training and education, though not an integral part of the thesis, is reproduced in the Appendix as background to the study of non-professional certificates proper and as evidence of the initial research which was undertaken as preparation for the later study of colleges offering courses leading to a non-professional qualification.

In writing both the AAL booklet and the earlier articles, it became clear to me that a number of themes have recurred throughout the history of both the library profession in general and that of the non-professional worker in particular. These themes form the basis of much of the thesis.

Foremost among them is the drive for professional status and the profession's desire for an acceptable place in the occupational hierarchy of an increasingly meritocratic society. In the wake of such aspirations, the separation of professional from non-professional duties and the creation of a managerial élite were almost inevitable.

'Routine' work would look out of place in the professional's environment. Thus evolved the non-professional.

The process was a gradual one, though the pace of separation quickened in the 1950s and early 1960s. In Britain, 1964 must be seen as the major turning point in the development of a truly non-professional workforce - a turning point which, up until very recently, seemed irreversible.

1964 saw a formal recognition of the fact that, contrary to previous opinion, not every assistant had a chief librarian's baton in his (or more usually her) knapsack. In future, only a minority of the library workforce would expect to receive any kind of professional education; the remainder would be given practical training only.

Understandably, most of the available energy went into the development of professional education, for education was thought to be one of the key factors in the enhancement of the status of librarianship; an emerging profession could not afford to be involved with things non-professional.

In any case, withdrawal from matters non-professional was thought to have few implications for the profession, or at least the professional association. The increasing number of graduates choosing librarianship as a career, the rapid expansion of job opportunities and the seemingly continuous growth of library services during the 'never had it so good' years lessened the need to worry about non-professional staff. Turnover at the lower levels was high and the need to train and educate non-professional staff seemed far from pressing. In an expanding market, the need was for more professionally qualified staff; the unqualified posed a threat to the profession whenever and wherever they filled posts designated 'professional'.

The 'shortage' of professionally qualified library workers in the 1960s and early 1970s was evident throughout much of the western world. Different countries adopted different solutions to the problem. In North America, for instance, the de-professionalisation of certain aspects of library work was seen as a way of creating new career

structures for 'middle level' or 'paraprofessional' personnel. The 'Library Technician movement' of the Kennedy-Johnson years was driven by socio-economic policies in addition to a striving for status on the part of the profession. Political motivation of this kind was lacking in the United Kingdom.

Though possessing a background similar to that of the British branch of the profession, Australian librarianship embraced the North American model, albeit in the 1970s rather than the 1960s. Third World countries have had different problems and needs; most Iron Curtain countries already had clearly (even rigidly) defined levels of professional work and status, as do several of our Common Market partners.

While a discussion of the various levels of non- and paraprofessional work is an important aspect of a study such as this, an analysis of the role of the non-professional is essential. Without a clear definition of that role, policies governing the training, education, management and career structure of assistants and technicians will be difficult to frame.

If the non-professional has had a role, then it has been to release the professional from routine work. But some professionals have not welcomed such a release. Nor have all non-professionals relished the prospect of doing nothing but 'the chores'; not, at least, without some prospect of progression up a career ladder and an enhanced status to compensate for the seeming drudgery of much of their work. But little compensation has been forthcoming in many areas and opportunities for advancement up to and including the professional level have been limited.

The lack of promotion prospects and the perceived low status have not improved the level of job satisfaction amongst non-professionals, nor has the attitude of many professionals. The possible undermining of professional standing and jobs has coloured attitudes towards the training and education of non-professional staff. Non-professional certificates seem only to be acceptable to the profession when they encourage the non-professional to go on to become qualified. Training depends upon the enlightenment of the professionals in charge.

The situation varies considerably from library to library and system to system. Some 'librarians' are actually library assistants - date label stampers with no qualifications - but they are in charge of their small units. More worryingly, some 'library assistants' are librarians - professionally qualified personnel - though the date stamp is the same. What is clear, regardless of the individual situation, is that there remains a burning need for a cadre of highly competent, clerical-level workers in libraries who can carry out a wide range of routines efficiently and effectively.

It is against this background that this thesis charts and analyses the history and development of the City & Guilds of London Institute's Library Assistant's certificate and the later Business Education and Scottish Technician Education Council qualifications with reference to training schemes and other qualifications both here and abroad, as well as proposals for technician or paraprofessional certificates which were never actually implemented.

The thesis is prefaced by an introduction which reviews previous research in the field and outlines the methodology adopted for this study. The conclusion draws together the themes referred to here, setting them into the context of the detailed historical and critical analyses in chapters 1-3 and 4-6 respectively and identifies certain fundamental elements in education in library work at non- or para-professional level.

In order to preserve the wealth of archival information relating to the early City & Guilds Library Assistant's Certificate courses and examinations, some additional Appendices (notably the Directory of Colleges and the Tutors' Group surveys) have been included at the end of the thesis.

ABBREVIATIONS

A good many abbreviations have been used in the text of this thesis and in the appendices. Though the full version of the acronym or other abbreviation is normally given in the text on first appearance, a list of those abbreviations most regularly used in this thesis is given below for ease of reference.

AAL	- Association of Assistant Librarians
ABLS	- Association of British Library Schools
AETLTA	- Association for the Education and Training of Library Technicians and Assistants (see also LACTDG)
AGM	- Annual General Meeting
ALA	- Associate of the Library Association
ASLIB	- Association of Special Libraries and Information Bureaux
B(T)EC	- Business (later and Technician) Education Council
CET	- Council for Educational Technology
CGLI	- City and Guilds of London Institute
CNAA	- Council for National Academic Awards
COLT	- Council on Library Technology
COMLA	- Commonwealth Library Association
CSE	- Certificate of Secondary Education
CTFE	- Colleges of Technology and Further Education (Group of the Library Association)
DES	- Department of Education and Science
FLA	- Fellow of the Library Association
FPE	- First Professional Examination
GCE	- General Certificate of Education
HNC/D	- Higher National Certificate/Diploma
IIS	- Institute of Information Scientists
LA	- Library Association
LAA	- Library Association of Australia
L(I)AC	- Library (and Information) Assistant's Certificate
LACTDG	- Library Assistant's Certificate Tutors' Discussion Group (see also AETLTA)
LAIG	- Library Association Industrial Libraries Group

LAMSAC	- Local Authorities Management Services and Computer Committee
LAR	- Library Association Record
NALGO	- National Association of Local Government Officers
NETM	- (Library Association Working Party on) Non-professional Education, Training and Membership
ONC/D	- Ordinary National Certificate/Diploma
RSA	- Royal Society of Arts
SCONUL	- Standing Conference of National and University Libraries
SCOTBEC	- Scottish Business Education Council
SCOTEC	- Scottish Technical Education Council
SCOTVEC	- Scottish Vocational Education Council

Spelling and Terminology

Quotations are reproduced with the original spelling, even if this differs from current British practice. The term 'non-professional staff' is taken to mean any worker not deemed to be professional; the term 'paraprofessional staff' is regarded as describing senior non-professionals only.

INTRODUCTION AND METHODOLOGY

Introduction

The subject of non- or paraprofessional library staff in all its aspects is one which, in recent years, has generated a fair degree of interest within the professional literature. The interest has been international and many research projects have been carried out over the last 20 years, especially in North America. A number of theses submitted to universities in the United States have charted the rise of the 'library technician' - their duties and responsibilities, their role in the organisation (and its effect on professionals and non-professionals) as well as the job satisfaction of this group of library workers.[1] Much has also been written about the training and education of library technicians in North America - education leading to a qualification of some kind, whether certificate or degree. These have ranged from the simple historical to the evaluative.[2]

In Britain too there has been a growing interest in the non-professional in recent years. Studies of job satisfaction, role, relationships with professional staff, training and education have all been the subject of at least one research study. Some of these investigations have concentrated on a particular library or group of staff or, indeed, have been instigated by a library authority wishing to improve (usually) training programmes for library assistants.[3]

Training of support staff has been a topic covered also by official bodies such as the Library Association and its North American and Australian counterparts.[4] In-service instruction of non-professional staff has also been an important issue in Third World countries where it has been recognised that the creation of an efficient cadre of support staff is as important as, if not more important than, the education of professional librarians.[5] There has also been some cross-fertilisation between different countries and a number of British research workers have charted and evaluated developments in this area, comparing trends in this country with those abroad.[6] International as well as national training programmes and guidelines for the planning and management of formal courses of

education for non-professional staff have been published.[7]

This present thesis could have taken one of a number of forms. A general survey of in-service training schemes (both in this country and elsewhere) would have been one possibility but a pre-research literature survey revealed that a good many such studies had already been carried out in North America, and Edwards and (more recently) Bird [8] had clearly done much work in the field in this country. The design of a model syllabus based on practical experiments with non-professional staff would have been another approach. Action or applied research of this kind, both by the present author and others,[9] had already been carried out, however, and preparation for the Library Association's guideline on training library assistants[10] suggested that no single approach was possible or, indeed, appropriate. In addition, it would not have been practicable for a meaningful action research project to be carried out in the time available. A number of libraries were asked if they would be prepared to participate in such a study but, though willing in principle, they would simply not have been able to find the time. Chapter 4 of the thesis does, nevertheless, contain a detailed evaluation of the major certificate syllabii for non-professionals in library work and Chapters 5 and 6/1-2 study the position in certain other countries.

Ethnographic research has proved popular in recent years and, though the results of such work are often difficult to replicate, a study of individuals working for, or in possession of, a certificate in library work at non-professional level, or of the college/course tutors preparing them for those examinations would have been of considerable interest. Such research had certainly been carried out in other professions and paraprofessions[11] and a few studies of library assistants had contained an ethnographic element in the research.[12] However, a full blown ethnographic study, with the researcher participating in a prolonged programme of observation of and interaction with non-professionals would not have been practicable in the time available. Nevertheless, part of the study which was undertaken does contain ethnographic elements.

What did emerge from a preliminary examination of the possible

modes and topics of research was that no systematic historical or critical analysis of certificates of competence for non-professionals had been undertaken. There were individual short descriptions of how particular certificates had developed[13] but none of these had gone into any great detail and no large scale comparison of the various qualifications or of their context, whether nationally or internationally, had been carried out.

It was thus decided to concentrate on the history and development of qualifications at non-professional level in Britain but with reference to other countries' training schemes and qualification structures. This was done for a number of reasons. Firstly, initial research revealed that a wealth of archive material relating to the City and Guilds of London Institute's Library Assistant's Certificate was available, not only at the CGLI's headquarters but in the Library Association's files also. This was archive material which was in danger of being lost as inadequate conservation or change of personnel meant that certain documents did not survive. In addition, it became clear as exploratory investigations continued that many of the men and women who had acted as course tutors for the Library Assistant's Certificate were retiring or dying, as also were the people who had devised the qualification in the first place, and their papers were not being kept.

A basic aim of this thesis, then, is to preserve as far as is possible the documentation and the unwritten experience and knowledge relating to the history and development of qualifications for non-professionals in this country. That in itself would not, however, be a sufficient basis for a study of this kind or size. It was felt to be essential that the descriptive history was put into a context, not only of the developments in British librarianship which threw up a certificate of competence for non-professionals, but also of the reasoning behind such moves and the effects which they had on the profession and the people working in it.

In addition, a historical study of this nature could easily have degenerated to a parochial level, with certain developments being regarded as unique to librarianship or to this country when they were,

in fact, trends common to a whole host of professions or countries. Because of this, three other countries - the United States of America, Canada and Australia, were chosen as three countries whose library profession had enough in common with that in Britain to make any comparisons valid ones while at the same time showing sufficient divergences in approach and structure to act as a suitable foil to any general statements about education for non- or paraprofessionals across a range of countries. Again, an initial study of developments in other countries, whether in Europe or the Third World, suggested that the differing approaches to education for librarianship would have made their inclusion in the present study inappropriate.[14]

Several writers had already studied other 'paraprofessions' and some comparisons with librarianship had already been made.[15] Since the current study concentrated on British certificates in library work as promulgated by CGLI, BEC and SCOTEC, it was decided that the most appropriate comparators in the circumstances would be qualifications offered by these institutions for other groups of workers or professions.

It is against this background that a detailed analysis of the syllabii themselves is undertaken. This is not simply a description of curricula but an attempt to identify similarities, differences and common themes within and between the various qualifications.

In addition, the thesis aims to trace the origins of the qualifications actually offered by comparison with earlier 'professional' and 'paraprofessional' examinations and proposals for syllabii which, though never implemented, shed much light upon thinking and attitudes at the time. This is complemented by cross reference to major formal training schemes.

The framework of the thesis rests upon the primary source material and other documentation found to be of relevance and of the certificate syllabii themselves. Beneath this, however, lie a number of hypotheses, each of which is tested against the historical and critical analysis and summarised in the conclusion.

The hypotheses were developed as a result of initial research into the literature and the primary source material and consist of the following:

> The development of non-professional level qualifications in library work was the result of a need to improve the status of the professional.
>
> Because of this, there had to be a separation of professional from non-professional duties, with the latter being performed by 'unqualified' personnel.
>
> Certificates of competence developed for this latter group of staff are based firmly on those duties designated non-professional.
>
> As such, there is little difference between in-service training programmes and formal courses leading to one or other of these certificates.

However, it was the aim of this thesis, inter alia, to show that the syllabii for these qualifications grew out of earlier 'first professional' examinations and that a continuum exists from at least the late 1940s until the present day. In addition, the following themes were to be investigated.

Was it possible to have a viable national qualification at non-professional level when preliminary indications suggested that courses were geared to specific local needs?

Was there, in fact, commonality of purpose amongst qualified and non-qualified librarians before duties were separated into professional and non-professional categories and the 'apprenticeship' system of qualification abandoned in favour of a graduate structure?

Why has the CGLI qualification survived, despite criticism, lack of support in certain areas, and attempts to supersede it by alternative, more sophisticated, qualifications?

These, then, were some of the issues and hypotheses which were to be developed and investigated during the course of the research. Additional themes were identified as the project progressed. These, together with further comments and conclusions concerning the questions and assertions noted above, are included in the final section after Chapter Six.

Methodology

The research began with an extensive literature using such tools as Library Literature, Library and Information Science Abstracts and British Humanities Index as well as bibliographies in relevant major studies. A full bibliography (reproduced at the end of this thesis) was compiled. This served two purposes: firstly, it showed what work had already been completed; secondly, it formed the basis for the present study, not only in terms of provision of ideas and hypotheses but also as a way of tracing what, in many instances, became primary source material for the history of non- or paraprofessional qualifications in librarianship.

This was followed by a search for archival material. All the major examining bodies - LA, RSA, CGLI, BEC, SCOTEC - were contacted and, wherever possible, their headquarters visited to obtain all relevant information relating to the development of certificates in library work. A good deal of documentation was obtained and this was carefully indexed. At the same time, people and organisations referred to in these papers were contacted for information and documentation. In a number of cases, individuals were interviewed either in person or over the telephone in order to clarify particular points and to expand, through their background knowledge and reminiscences, the factual investigations being carried out.

This was complemented by a thorough search of the correspondence columns of the major librarianship journals as a means of identifying the main issues involved in this subject over the last thirty years. This material proved particularly useful in codifying the development of non-professional certificates and the concerns of the profession, especially during the 1960s and early 1970s.

Official professional organisations in the United States, Canada and Australia were contacted for policy statements and other documentation and a letter requesting course information and curricula was sent to every college offering a library technician course in each country. Approximately half the colleges contacted replied.

Individuals who had written extensively in this field were contacted and, through informal correspondence, gave their views on the development of paraprofessional qualifications in their countries and helped to clarify points of confusion arising from a study of the relevant literature and the course details previously obtained.

Attention then turned in more detail to the British scene. Every college listed either by CGLI, BEC, SCOTEC or the LACTDG as having at some point taught a course leading to one or other qualification was sent a standard letter asking for basic information about the course. The letter took two forms: the first was for colleges still, in theory, offering a course; the second was for institutions which had taught such a course but which no longer did so. These letters were sent out on 13 February 1984, a 'chaser' letter following six weeks later. Out of a total of 96 letters sent out, 67 (70%) responded, though some of these responses were 'nil returns'. Information on the remaining colleges was gleaned from (primarily) CGLI and LACTDG documentation. The data from this survey is summarised in the Directory Appendix at the end of the thesis.

In the early stages of the research, it was not clear which qualifications would form the basis of the thesis. An investigation of the CSE mode III examination in library studies was undertaken and a survey of a number of schools teaching a syllabus of this kind was completed. Though the results were not felt to be appropriate for incorporation into the main body of the research, the work was felt to be of sufficient relevance to be included in the Appendix.

A number of course tutors contacted in the February 1984 survey replied at great length and expressed a willingness to be interviewed. They were asked to elaborate on their experiences, either in person or by letter. This data formed a useful background to parts of the history and the directory itself. An advertisement in the Library Association Record asking for former course tutors to contact the author was answered by two further tutors who relayed their experiences of the Library Assistant's Certificate and added information to the Directory of college courses.

It was originally intended that a number of students would be interviewed and/or asked to participate in a questionnaire survey. A few library assistants were contacted and a pilot study organised with experience gained from the analysis of the CSE mode III in library studies. However, though some interesting ethnographic data was collected, the time involved in this particular aspect of the research was such that a full scale project would not have been practicable. In addition, the information did not sit easily beside the archival and other historical material and, once the decision was taken to concentrate on the development of formal qualifications in library work and the design of syllabii at non-professional level, this particular approach seemed inappropriate and was not taken any further. However, account was taken of relevant surveys carried out over the last twenty years and some data, notably that provided by the LACTDG and the CGLI, is reproduced and analysed.

These, then, were the main elements of the research carried out in preparation for the writing of this thesis. Once the data had been amassed it was analysed for themes and chronologies, issues and views. The two part structure was adopted in order that the historical study (part I) could be matched by a series of analytical essays which concentrated on particular aspects or themes (Part II). The two parts are intended to be complementary, however, with sections of Chapters 4 to 6 amplifying the chronology of the first three chapters. The thesis quotes extensively from papers, articles, correspondence, examiners' reports and other documents of the period in question as well as the various syllabii and curricula themselves. This is regarded as primary source material and its inclusion is deliberate, the intention being to tell the story of the development of these qualifications wherever possible in the words of those most closely involved at the time. In that sense, the thesis is itself an experiment in the use of professional literature and archive material as the primary basis of the research, research which combines survey and ethnographic styles and analyses other action studies.

PART 1

HISTORICAL BACKGROUND

BATON AND KNAPSACK

'It has never been true that every junior assistant carries a chief librarian's baton in his knapsack'

K.A. Mallaber[1]

It is often assumed nowadays that before librarianship became an all-graduate profession it was possible for any library worker - however humble - to climb the career ladder. And in many cases this was so. Peter Havard-Williams[2] reminds us of the 'Bodley boys' - Oxford librarians who started work at 18, studied for, and gained, their degrees and in several cases went on to be chief librarians elsewhere. There was (or there should have been) as Donald Davinson puts it:

> a homogeneity of interest and aims in all library staff. Those who were not professionals were aspiring professionals, or anyway had the means to be .... they were, it was true, still library assistants but they were library assistants who had in common with the professional staff an approach, a study system and a knowledge base comprehensible to all.[3]

A study of the history and development of the profession of librarianship over the last few decades in particular suggests that the homogeneity was not universal and that, where it did exist, it was perceived as a detraction from the advancement of the profession and the improvement in status of its better-qualified members.

As early as the 1870s, the debate about librarianship as a profession had begun. By the beginning of this century, there were clear indications that the workforce would eventually be divided into 'chiefs' and 'indians'. Melvil Dewey had declared that 'a librarian may, without assumption, speak of his occupation as a profession'.[4] That was in 1876. By 1895, the Library Assistants' Association had been founded in Britain because the Library Association itself was both non-public library orientated and concerned largely with senior librarians. 'The early policy of the LA in recognising chiefs as full members and assistants as associate members without right of voting or

office holding... led directly to the formation of the LAA as an independent body'.[5]

By 1906, there were already two recognisable levels of library staff in Germany.[6] However, in Britain at least, poor conditions of service, limited career prospects and lowly status meant that a clear division of the workforce into professional and non-professional groups was as yet a long way off. As Russell[7] has pointed out, the numbers taking the Library Association's professional examinations were small, not least because there was little incentive of any kind to do so.

Matters began to improve after the First World War. In 1919, the Carnegie Corporation of New York commissioned Charles C. Williamson to report training for library service. By the time Williamson's findings were published, library schools had become the only mode of entry to the library profession in the United States. Thereafter, staff were barred from promotion if they were not qualified in this way; practical competence on its own was not sufficient. As Charles Evans has pointed out[8], as the sole educators of new recruits to the profession, the library schools had to train their students in technical procedures, with the result that many graduates ended up doing routine work after qualifying simply because that was what they had been taught to do.

Williamson's report, published in 1923, made an attempt to remedy this. Two distinct types of work were identified which, 'for want of better terms' were labelled 'professional' and 'clerical'. Regrettably, the distinction between the two was 'only vaguely understood and seldom applied in library organisation and practice'.[9] Williamson called for different kinds of training, depending upon operational requirements, to combat the problem:

> Two main types of training for library work are required. The first is the broad, general education represented at its minimum by a full college course which has included certain important subjects, plus at least one year's graduate study in a library school properly organised to give a 2 thorough preparation for the kind of service referred to ... as 'professional'. The second type calls for a general education represented approximately by a four-year high school course,

> followed by a course of instruction designed to give a good understanding of the mechanics and routine operations of a library, together with sufficient instructions and practice to ensure proficiency and skill in one or more kinds of clerical and routine work which we may call 'sub-professional' or 'clerical'.

Williamson went on to lament the fact that:

> the assumption that the difference between the clerical and professional worker is length of experience only is unfortunate, and has much to do with the low state of library service and the absurdly low salaries offered for even important positions of professional character.[10]

Already we see a link between the status of librarianship and the routine nature of much of the work which the members of the profession undertook. Williamson's use of the word 'clerical' was unfortunate; this equated with notions of an unskilled worker and, because the general desire was for greater professionalisation, his ideas on subprofessional training were not taken very seriously. In any case, most libraries in the United States had little need to divide their work into different levels - professional librarians were as cheap to employ as unqualified ones.

Much the same situation obtained in Britain. As Russell has pointed out, 'the slump at the end of the 1920s brought well-qualified and able recruits to libraries who would not have considered it as suitable employment in normal times, but who were delighted to find a job, any job'.[11]

In 1927, a further attempt was made to separate professional from non-professional work in North American libraries. The report of the Bureau of Public Personnel Administration submitted to the Committee on the Classification of Library Personnel of the American Library Association proposed a separation of clerical from non-clerical duties. By the 1930s, the advantages of such a divide began to be recognised,

both here and in the United States. Writing in 1930, Keppel recognised both the cost-effectiveness of clerical workers and the need to ensure that the 'support staff' received adequate training - a problem obviously common to several professions:

> Librarians should not, by too great concentration upon strictly professional preparation, lose sight of the importance of providing proper training for the sub-professional side of their calling. Nursing, and, to a lesser degree, dentistry, are today suffering from a lack of suitably-trained workers to perform routine duties which do not require professional preparation, and upon which professionally-trained men and women should not be permitted to waste their time.[12]

Note that Keppel talks about different sides of the same 'calling'; the baton is still more or less in everyone's knapsack. Attitudes were nevertheless hardening - and in Britain too. The standard of entry to the library profession in this country had already been raised in the light of the Library Association's decision to introduce the requirement of university matriculation or other similar educational test as a prerequisite of registration for the professional examinations. By 1934, Hargreaves[13] was noting the increasing number of graduates coming into the profession and lamenting the 'indignity' of their doing routine work. Writing three years later, however, Hilton Smith felt that many of these 'high-fliers' would be disappointed:

> It has been possible to obtain the services of adequate graduates for quite inadequate pay, for various reasons: over-production by the School of Librarianship, the attraction of the work, exaggerated ideas as to the prospects of promotion.[14]

In 1932, the first detailed breakdown of professional and non-professional library duties appeared. Compiled by the Certification Committee of the California Library Association for use in public libraries, the list owed its origins to a realisation that it was 'extravagant' to spend public money for professionals to do non-professional work, such as charging and discharging books, returning books to the shelves, sending out overdue notices, copying duplicate catalogue cards, counting and recording circulation, computing and

collecting fines, receiving applications and issuing borrowers' cards, etc.[15] 176 professional and 115 non-professional tasks were enumerated. Reproduced in the September, 1941 issue of the Association's Bulletin because of popular demand (the original list had only been produced in mimeographed form), the article reiterated the desirability of separating professional from non-professional work:

> It is one of the most effective economies by means of which libraries can handle rapidly increasing business with inadequate appropriations.
>
> It tends to raise the standard of professional library service by allowing professional members of the staff more time for work with books and people and for the types of library work which are technical and educational in character.
>
> It makes it possible with the same salary budget to pay better salaries to professional members of the library staff.
>
> The list is useful also in job analysis, one of the best means by which a library or a group of libraries may establish standards of performance.[16]

That same year, a job analysis of cataloguing work was carried out by Susan Akers as part of her doctoral dissertation submitted to the University of Chicago. Her survey revealed that not only was there a wide variation in the duties allocated to qualified and unqualified personnel, but it indicated that there was a considerable divergence of opinion as to what constituted professional and what was non-professional work. As Edwards has noted, the Akers thesis 'indicated considerable satisfaction by the librarians with the way things were being done in their libraries and little interest in reaching a clearer and more widely-shared definition of which tasks should be done by professionals and which should be done by clericals'.[17]

At the root of this problem lay librarianship's identity crisis. The profession's role and aims had yet to be clearly defined. Until such definitions were produced, how could an effective division of labour and a meaningful categorisation of duties take place?

The concerns expressed by Akers and the California librarians were also evident in Britain. Here, however, not only was there no

effective or widespread division of duties amongst qualified and unqualified, but professional status was acquired by passing the Library Association examinations rather than through graduation from a library school. The School of Librarianship at University College, London and the entry of graduates into the profession were seen as controversial issues. Despite recommendations made in various government reports such as that of the Departmental Committee of 1927 and the Hadow Committee's Report on Qualifications, Recruitment, Training and Promotion of Local Government Officers, Gillett could report in 1936 that 'there appears to be little prospect at the moment of any considerable increase in the number of graduates entering the [library] service, and it would seem, therefore, that our present method of recruitment and promotion is likely to remain general for some time yet'.[18]

The 'present method of recruitment' encouraged every applicant to consider him or herself as a budding professional. 'Until librarians generally carry out the division of their staffs into technical and clerical, we shall continue to insist as a minimum on the possession of the School Certificate', continued Gillett. Some authorities also required applicants for library posts to sit their own entrance examinations. But above all, employees were to be selected on the evidence of 'general bearing, mental alertness and ambitious aims'.[19]

In other words, if it was not possible to separate the chiefs from the indians, then consider everyone as a potential chief. Gillett himself recognised the deleterious effect which routine work would have on the most able and intelligent assistants:

> Nothing is more likely to produce mental inertia at the very outset of a young assistant's career than a pre-occupation with one particular job, and this applies particularly to lending library counter work, much of which is purely mechanical. Until this side of public library work is assigned to the clerical assistants to whom it properly belongs, it will be difficult to give all-round experience to every member of staff ...[20]

Where 'high-fliers' were identified, it was suggested that they should be 'singled out for special consideration'. A 'caste' system was already developing, as one had developed in the United States

where, even before the introduction of the degree requirements in the 1920s, equality was nominal and library school graduates were given preferential treatment.[21]

In the years immediately before World War II, a number of articles appeared which, in their different ways, suggested a new approach. In the October, 1938, issue of the Library journal, Theodora Brewitt and Mary Carter returned to the California Library Association's 1932 list of duties, using it as the basis for a substantial survey of public libraries. Only two categories of work were used: professional and non-professional.

The authors admitted that this was an over-simplification, but noted that 'the duties assigned to pages and clerical workers overlap in many libraries and the personnel terminology varies to such a degree that a closer classification seemed impracticable'. A more sophisticated allocation of duties was implied:

> Is there a field for development of non-professional positions which will provide progressive responsibility and a salary scale which will overlap the salary range of professional workers?[22]

Brewitt and Carter's survey suggested that there was such a field, for they found that, although less than a third of the work done in the libraries surveyed was professional in character, over half the workforce studied was professionally qualified. The authors concluded that a separation of duties would have to be accompanied by the creation of responsible, non-professional work with an adequate salary structure if assistants were to be attracted to the more routine duties and, more importantly, to be persuaded to remain non-professionals.

The following year, Cowley, comparing British, German and other Central European library systems noted the rigorous division between technical/clerical grades and the higher administrative levels. There was a clearer distinction between professional and non-professional staff than was the case in Britain, with higher qualifications being

required for admission to the first-named group. Cowley suggested that, in future, non-graduate ALAs might occupy a 'senior technical' level, beneath posts filled by graduate chartered librarians. 'Not every assistant carries a chief librarian's date stamp in his pocket', he concluded.[23]

2

DIVIDE AND RULE

The Second World War changed a number of things. As in 1914-18, there was a personnel shortage. Evans describes a situation in the United States where untrained people undertook duties generally considered to be professional in nature, even though they were paid significantly less than qualified staff. Problems of classification arose: were these people professionals or not? Many were, indeed, called librarians. This state of affairs drew attention to two fallacies of librarianship in Evans' view:

> First, that the clerical and librarian classes form a single continuum through which employees move by promotion (they are, in fact, separate classes, like carpenter and architect); and, second, that all library work which requires training in librarianship is professional work.[24]

Cowley had already drawn the attention of British libraries to the first of these points. Ernest Savage, in an attempt to define the professional nature of library duties in his 1939 book, referred to the fact that the Library Association's system of training was 'designed to suit any and every employee of a library' and that the practice had a 'nipping effect upon status'.[25]

Edmund Corbett, then acting Borough Librarian at Mitcham, had a different opinion. Writing in 1941, he stressed that professionals should study while on the job and not go to library school. Those who did graduate from University College failed

> to acquire that detailed knowledge of routine, that attention to accuracy and detail which is inculcated into the junior assistant and which is so necessary if one is to take charge. A thorough grounding in all the routine work of librarianship is essential if one is to become the perfect librarian. The efficacy of this system is now admitted in the Army, where commissions are only granted from the ranks.[26]

Not only were the batons still in every knapsack, but the potential chief librarians had to be seen in public. Contrary to Gillett's view, Corbett argued that it was more important that senior assistants worked at service points than in back rooms. They improved relations with the public and found out at first hand what the views and needs of the readership were. A 1:1 senior/junior ratio was perfectly acceptable in these areas of work because of this.

Laudable as Corbett's encouragement of juniors to take the Association's examinations was, the reality of the situation meant that it was not practicable to expect every assistant to be capable of passing even the first Professional Examinations. As early as 1943, Flack[27] was lamenting the high failure rate amongst those sitting the Elementary Examination, though twenty years were to pass and a good many more papers were to be written on the subject before any action was taken.

No doubt partly as a result of the personnel shortage, but also because librarians were becoming increasingly interested in the effective use of staff as well as an improvement in their status, the professional structure in North America was changing. Brewitt and Carter's survey must also have hit home, for between 1939 and 1945 a number of proposals for job classification and division of work appeared. In 1939 and 1943, for instance, the American Library Association's Board on Salaries, Staff and Tenure produced 'Classification and Pay Plans' for public and higher education libraries respectively; both schedules included several categories of clerical worker.[28] In 1944, the term 'Library Technician' was first mooted in the American professional literature.

In a short study of likely postwar personnel requirements, Ethel Bluman argued that the use of terms such as 'clerical' and 'subprofessional' carried the wrong connotation, as was noted earlier in references to Williamson's report. What was needed to relieve the professional was more and better helpers:

> Why not a new title, a new type of position, with salaries comparable to those of junior librarians and with a distinct and honourable status? For want of a better term let us say 'library technician' and interpret this to mean a man or woman with special skills and special training in library technical processes, whose salary scale will compare favourably with that of high-grade office workers, laboratory technicians, nurses, and others whose work requires ability and specialized education.[29]

Bluman continues by suggesting that though some duties require only minimal clerical competence, there is a middle level of work which could well be carried out by the 'library technician'.

In 1948, Theodora Brewitt chaired a committee set up by the American Library Association to produce for national distribution a classified list of professional and non-professional duties similar to the earlier California schedules. Though never published in other than a draft version[30], this work formed the basis of virtually every subsequent list, both here and in North America. This was followed in 1951 by the Association's Position Classification and Salary Administration in Libraries, in which the differing requirements of professional and non-professional positions were clearly defined[31].

In the same year that the ALA's draft list of duties appeared, Errett McDiarmid gave a paper to the University of Chicago Institute. McDiarmid was a pioneer in the move to introduce formal training for non-professional library workers; his comments have often been cited in later literature on the subject. His paper was certainly a prophetic one.

He begins by criticising North American library schools for their almost complete lack of interest in training at the non-professional level, while he considers it right and proper that a 'new profession' should 'devote its major attention to increasing professional standards', he is concerned that the disregard for the lower-level workers 'has resulted in conditions which are very dangerous for the future of librarianship'. He continues: 'libraries have in the past devoted their efforts to obtaining professional staff without regard to the question of whether or not those professional people are doing professional tasks'[32]. Much the same could be said of British

libraries and librarianship over the last twenty years.

McDiarmid anticipated many of the developments in education for library work in the United States. He proposed, for instance, that the library schools should set up training programmes for 'technicians' and suggested a curriculum (discussed in more detail in Chapter 4) whose structure and content foreshadowed many of the para-professional syllabii of the 1960s and 1970s.

In 1949, the first course in sub-professional library subjects started at the Ballard School of the New York Women's Christian Association.[33] The School had been the first to provide formal training for 'practical nurses' (nursing auxiliaries) in 1897.[34] A second course was set up at the U.S. Department of Agriculture School in Washington, D.C.[35]

Backed by the Ford Foundation, a number of experimental para-professional programmes were set up in the United States during the 1950s. By 1954, a two-year course had been introduced. Some courses, such as that run by the Ballard School, survived. Others did not. In 1957, Orange Community College, New York State introduced a two-year 'curriculum for the library technician', combining courses in the liberal arts with instruction in sub-professional routines. After only three years, however, the Deputy State Commissioner for Education concluded that there was no place for the course; in-service training was thought to be preferable.[36]

Despite the introduction of these courses, the controversy over the division of duties into professional and non-professional posts continued.[37] During the 1950s, however, descriptions of seemingly successful reorganisations of work and staff structures appeared in the professional literature. Sargent[38], for instance, demonstrated how adequate documentation could enable tasks previously performed by professional staff to be delegated to clerical assistants.

The developments on the other side of the Atlantic must have had an impression on British librarians in the 1940s and 1950s. Indeed, there is evidence to support such a view, as will be seen later.

But there were other important changes outside librarianship which were to have an important effect on the forward planning of the British branch of the profession. The 1944 Education Act and the 1943 Report from the Secondary Schools Examinations Council which preceded it (the Norwood Report) introduced the concept of a tripartite system of secondary education which was to hold sway in this country for the next twenty years. But not only did the Report

> endorse ... 'three broad types of secondary education which we think of as the secondary grammar, the secondary technical, the secondary modern' - but it went on to postulate three types of 'mind' which roughly coincided with the three types of secondary education. There were grammar school pupils who were 'interested in learning for its own sake'; the technical school pupils 'whose interests and abilities lie markedly in the field of applied science or applied art'; and a third group of pupils suitable for the secondary modern school, who 'deal more easily with concrete things than with ideas'. [39]

It is important to remember this three-tier structure when one considers the later history of library staffing systems and education and training for library work in this country. It is also interesting to note the similarities between this plan and the North American library structure favoured (if not always applied) in the 1940s and 1950s.

Just as the country was planning for a new postwar society, so the Library Association was preparing for development and expansion into the 1950s. Writing in 1944, Fenton spoke of the need to replace the combination of informal training and private study for the Association's examinations with formal training. He referred particularly to the handicapping effect on women of the existing system:

> Promotion, when vacancies occurred, was only given to holders of the Library Association Intermediate certificate or its approximate equivalent in the 13 old sectional certificates. Few of the girls employed had the necessary educational certificates qualifying them to take LA exams; consequently, few could become eligible for promotion, and those who did qualify at all left before the question of promotion arose.[40]

The creation of the library schools was not far off. In 1942, Lionel McColvin produced his far-reaching The public library system of Great Britain : a report on its present conditions with proposals for post-war re-organisation (London, Library Association). McColvin recognised that there were many duties 'which could be satisfactorily performed by non-professionals' and that the 'pretence that all library work was professional was dishonest and prejudicial to professional status'. He therefore recommended that non-professionals would form a 'separate category at the recruitment stage'. The transition from non-professional 'should ultimately be exceptional. If it were common and usual, the division would break down and we might be back where we started. For the next few years we may leave the door ajar; gradually we must close it'.[41]

McColvin's report formed the basis of the Library Association's own proposals published in late 1943. The separation of professional from non-professional library workers was not as obvious here as in the 1942 publication. The proposals presented to Council in 1944 under the title The Public Library Service: its post-war re-organisation and development recommended, inter alia, that:

> Library workers should comprise of two main categories composed of Technical Staff (Librarians) and Service Staff, provided, however, that there are no obstacles to prevent suitable persons passing from one to the other upon fulfilling the necessary conditions.
>
> Both categories should be paid according to National Scales.

This view was endorsed at the AGM of the Association's 1946 Conference in Blackpool:

> We consider it essential to the enjoyment of necessary public confidence and to the status of librarians to distinguish between those who have acquired technical qualifications by undertaking study and training and those who have not done so.[42]

At any rate, librarianship saw itself as a profession, and increasingly, 'professionals' could not be seen undertaking what were considered to be menial tasks. Education was the key to status; and

expensively-educated staff had to do more than issue books if they were to be used effectively. They were also more costly in terms of the salary bill - another reason for preventing them from doing clerical work.

Not that the advent of full-time education for librarianship via the two-year technical college courses nor the Library Association's policy statements noted earlier seem to have had much initial effect. Staff structures - at least in public libraries - were in a muddle. This state of affairs was highlighted by a 1951 proposal to employ non-professional counter assistants at Penge. H.G.T. Christopher, the Librarian, envisaged that:

> the majority of assistants needed by the libraries should be from persons who would not be required to perform professional duties and would not be expected to undertake professional studies. [43]

Christopher argued against the recruitment of assistants as quasi-professionals because much of their work would be non-professional and the new entrants were being overpaid for doing it and that, as Fenton had already pointed out, it was pointless for female staff to study for the professional examinations in view of the high 'wastage rate' through marriage. The prospects for internal promotion were limited and those staff who did qualify would have to move elsewhere; Penge was being used as a training ground for other libraries.

A non-professional scale beneath the professional scale was proposed. As Melum has pointed out[44], the assumption was that (married) women would undertake clerical duties for relatively low pay, simply because their aim was to supplement the husband's income rather than to act as the main breadwinner.

Christopher's scheme was not put into effect. Not, as the Penge librarian and his Committee saw it, because of any defects - facilities for transfer to professional grades would continue to exist, at least for a few years - but because of the difficulty of equating the proposed grade with any national award. The problem could only be solved by a general re-organisation of the profession.

Chief Librarians' worries had changed little since the 1920s. Christopher was concerned about the following:

> (1) the difficulty of persuading other people, including members of local authorities, that librarianship was a profession;
>
> (2) the Library Association was not in a position to use the full authority of a professional body because of the wideness of its membership;
>
> (3) librarians were underpaid compared with other professions, inside and outside local government;
>
> (4) too much of the work done by professionals was of a routine and non-professional nature.

And the solutions to these problems? A division of library work into professional and non-professional categories. But for public librarians at least, this was a matter which rested primarily with the local authority. The Association, however, could improve matters by becoming 'a body of qualified librarians, membership of which must be restricted to those who have satisfied certain examinations or other tests'. What was to become of the majority of the existing membership, who were not qualified? Christopher proposed either membership of the Association of Assistant Librarians or an interim period during which unqualified persons would be given an opportunity to qualify. 'Be a librarian, the profession says, or get lost' wrote Peter Labdon thirty years later.[45]

Though Christopher received a good measure of support for his views - his comments on membership of the Association being particularly prophetic - there were those who, like Corbett earlier, were against a division of duties. Writing in 1954, E.A. Clough remarked that it was already difficult to recruit people at the assistant levels; without the prospect of eventual professional status and with the lower standards of entrance and education mooted by Christopher, the new breed of assistant was likely to be a pathetic creature indeed. The 'sub-professionals' (those in the process of qualifying) would in the meantime be left in a kind of 'purgatory'.[46]

By 1957, change was clearly in the air and a number of significant

papers were published. Harrison[47] drew comparisons with the all-graduate professional structure in North America, reinforced by Wilkinson's[48] description of the division of duties in Canadian libraries. At the same time Binns put forward a scheme suitable for special libraries.[49]

A more crucial spur to change was the introduction of new salary scales for local government officers. The National Joint Council's (NJC) statement on the revised grading scheme stressed that it was 'essential for professionally qualified staff to be engaged solely in duties which call for the exercise of those professional skills which their qualifications imply'.[50] The LA's commentary on the NJC agreement reiterated the need for a separation of duties - 'a separation often complete in American libraries'. The NJC's objective was a qualified - and thus a more efficient - service. As far as libraries were concerned, the fulfilment of this aim rested upon the observance by local authorities of paragraph 28 of the Scheme of Conditions of Service. This paragraph insisted that 'officers promoted to the APT grades should have passed the LA's Registration Examination and that the passing of the Final Examination was required for progress beyond APT II'.[51]

It may have been for this reason that 'hopelessly misguided people (who invariably failed) were applying for the F[irst] P[rofessional] E[xamination]'.[52] At any rate, the stage was now set for the entrance of Kenneth Mallaber, Librarian of the Board of Trade. Between 1957 and 1963, Mallaber produced a whole series of papers and articles stressing the need to separate professional from non-professional duties.

The first article was a 'rejoinder' to an article by W.B. Paton (then Honorary Secretary of the Association) which had appeared in the December 1956 issue of the LAR. In it, he argues forcefully that librarians need technical and vocational training and not academic education; that the three-tier examination structure is preferable to the proposed two-stage (ALA/FLA) one in that it caters for non-professional, sub-professional and professional; that the elitism of

the library schools will, in the long run, damage the standing of the profession:

> It will be claimed, of course, that this is a short-sighted and narrow view; that, until we raise the educational level of the profession so that every professional worker has been educated at a full-time school, we shall not achieve the status that is our due and which will bring the salaries we deserve. But the status of full-time schools is not necessarily synonymous with the status of the profession, though some would have us think so. Any claim that the subject of librarianship can, by starting two-year courses at the schools, be eventually converted into courses conferring a degree is based on false comparisons. Most degree courses in this country are designed as extensions of general education, and those, such as engineering, which lead more directly to a specific vocation, have a very large academic and theoretical core. Can librarianship honestly be said to possess this academic core? The American professional press has lately shown that American librarians are as dissatisfied with their own system of degrees in librarianship as a few people in this country appear to be with the present English system of professional education. Little is likely to be gained from copying American practices, though much is to be learned from studying them with an open mind. The needs of librarianship surely are for a sound vocational and technical training - and we need not be ashamed of it - superimposed on as high a level of general education as we can command. By restricting the opportunity to qualify to those few who are able to attend a two or three-year course, we can certainly price our services out of the market; and we cannot then seriously complain if employing authorities are forced to bring in unqualified staff to fill junior professional posts at salaries far too low to be acceptable at our new standards. This would no doubt be excellent for the status of the schools, who could then confine themselves to training the élite of the profession; but whether the general status of the profession would be enhanced is perhaps more open to doubt.[53]

Mallaber was clearly concerned that the library schools were likely to become the dominant force in professional education. They had already outgrown their original purpose of making good the 'arrears' of library recruits brought about by the war. Paton was

even suggesting that they might become equal with the LA as a joint examining body.

He was also concerned to ensure that some kind of qualification remained for those who were (and always would be) unlikely to attain full professional status. Since many assistants did not therefore have the proverbial baton in their knapsack, why should they be expected to work through all the examinations in the complete syllabus he argued. In this he was backed by Bill Charlton, another of Paton's critics:

> The section of the First Professional Examination reads very much as if the 'examinations for all' policy is to be continued. No suggestion is made that assistants not intending to attempt professional status need not, even should not, take this examination. This can only lead to a great deal of mis-spent youth, and to the over-burdening of classes for the First Examination. With the introduction of the First professional syllabus, are we not charged with a concomitant responsibility to provide a non-professional syllabus? [55]

but criticised by the head of Leeds School of Librarianship for wishing to introduce:

> an easily acquired qualification which will suit any kind of librarian, however elementary his studies are, and which will hinder assistants in special libraries for long enough to provide a corps of non-professional workers to fill posts in lower grades in three- or four-men special libraries.[56]

Antipathy to the idea of a non-professional qualification was already evident; Dain, (the Leeds lecturer) continued:

> So anxious is Mr. Mallaber to cater for 'junior Chartered Librarians' at all costs that he is preparing to throw his own ill-proportioned academic baby away with the water, having cut off one of its arms before doing so. The mere idea of a 'junior Chartered Librarian' is a contradiction and neutralizes the effect of a charter, since one cannot have more or less than a charter to support one's professional abilities. One could cut the certificate in half, and Mr. Mallaber's junior charter would be no less ridiculous. He wants a cheap (literally) and easily acquired qualification to be maintained in opposition to a better one. Already our A.L.A. ranks only with other professions' intermediate and non-chartered qualifications and not with other associateships.[57]

The Paton/Mallaber exchange provoked a further flood of letters over the next twelve months. Significantly, no other mention was made of non-professional education or training.

While the debate over the future of professional education continued, however, Mallaber, along with A.W. McClellan, then Director of Libraries and Museums, Borough of Tottenham, were delivering papers entitled 'professional work for professional librarians' to students of the North-Western Polytechnic School of Librarianship. Mallaber argued, as several had done before him, that greater efficiency and a more cost-effective organisation would result if professionals did professional work only and lower-level routines were carried out by clerical staff on lower grades. (A professional librarian grade had been introduced into Civil Service libraries such as Mallaber's own as early as 1950). McClellan argued that this basic premise was also applicable to public libraries, while Wight was arguing along much the same lines in his 1957 article on staff structures in American libraries.[58]

Staff restructuring was now becoming more commonplace. By 1958, a conference of the Reference and Special Libraries Section was asking the Library Association 'to try to draw up an agreed list of professional and non-professional activities in libraries of all kinds'. [59] The matter was referred by Council to a Sub-Committee of the membership Committee. The June 1959 issue of Liaison reported progress:

> The sub-committee on Professional and Non-Professional Duties is examining the desirability and practicability of dividing Library work in the U.K. into professional and non-professional categories.
>
> The committee has agreed that many advantages may accrue from such a division, including:
>
> (1) Better recruitment and retention of staff;
> (2) More effective use of professionally qualified staff;
> (3)More efficient and economical management of libraries;
> (4) Better understanding of professional work by employing authorities and other laymen concerned with library development.

> Two schedules of a 'pilot project' are to be prepared: one for Lending library work and one for Reference library work, based generally on the method used in the American Library Association's Descriptive List of Professional and Non-Professional Duties in Libraries, 1948. Mr. T.E. Callander is preparing the draft for Lending library work and Mr. F.C. Tighe for Reference library work. These drafts will be presented to the sub-committee at its next meeting on the 15th June.[60]

After meeting 'many times', the Sub-Committee submitted a document to the October, 1961 meeting of Council which was said would 'result in one of the most important publications that the Association has ever produced'.

> An outstanding part in the preparation of the Report and the descriptive list of duties has been played by Mr. K.A. Mallaber, Librarian, Board of Trade, whose successive drafts of the Schedules in the List and whose energy and enthusiasm for the subject helped the committee so much, led both the Membership Committee and the full Council to place on record their appreciation of his quite exceptional assistance. The Chairman of the sub-committee, Mr. E.A. Hinton, was also warmly thanked. It should be added that the work would have been infinitely more difficult had the committee not had access to the pioneer work done by the American Library Association in the publication in 1948 of its Descriptive list of Professional and Non-Professional Duties in Libraries.
>
> The purpose of the List is to distinguish between the two types of duties in libraries. Such a list based on practices in this country has long been needed for librarians for whom no accepted standard list existed and for 'Library educators whose thinking has perhaps lacked a framework of what was accepted as professional work around which to build an educational system and a syllabus suitable for modern needs'. It will be of direct use to employing authorities and library administrators indicating qualities, knowledge and experience necessary for posts in the different spheres of library work. The status of the profession, salaries paid and careers offered should all benefit from its publication.
>
> The list is not arranged to show what duties are performed in a particular type of library or in a particular department. The chapters are arranged on a functional basis, grouping together all duties connected with a particular purpose, e.g., assistance to readers, registration of borrowers.

> It is anticipated that it will be possible to trace any duties which may have to be performed in any kind of library and to group them together as professional or non-professional according to the scheme of organisation adopted in a particular case.
>
> It is, of course, accepted that librarians perform some duties classified as non-professional. Small libraries with lengthy hours of service make this necessary. This does not however alter the non-professional nature of the duty; the actual identification of the duty as non-professional may be a step towards establishing a better division of duties between the two divisions of staff. Used in this manner, the list of duties becomes the basis for a job analysis which should help to disclose overlapping functions, or uneconomical use of professional time, if these situations exist.[61]

The list (whose introduction the Liaison article reproduced above quotes) was published in the early part of 1962. Though generally welcomed, the non-librarian who reviewed the work in the September, 1962 issue of the Record had little to say in its favour. It is both interesting and salutary that G.T.R. Coyne, an O and M Officer employed by the Metropolitan Boroughs could not see the value of the list. Why was one needed now, when librarians had managed without such a list for so long, he asked.

Coyne continues with several telling remarks. In a perceptive commentary, he questions the importance of the list as a basis for a new educational system, 'unless, of course, **the intention is to ignore in future the education of the lesser breeds of non-professional staff'** (my emphasis).[62] And this was the intention, of course, as had already been implied in the writings of several senior librarians and was to become eminently clear over the next few years. Coyne continues with a fascinating critique of professional work in librarianship, made all the more interesting by the fact that he was not a librarian. The last part of the review is quoted here in full:

> There is a great danger of looking only at the job without the full background. If the list is generally accepted in the library service as

authoritative, many unqualified and junior officers will claim that most of their work is professional and will naturally apply for higher salaries. **Equally one can think of a branch librarian, fully qualified and experienced, whose daily work would be almost entirely within the non-professional division.** (my emphasis).

Suppose that a new job arises which is clearly of a professional nature. If 'A' plans how it shall be performed and then passes it to 'B' who does the work, is 'B' a professional worker? In accountancy the preparation of a trial balance is one of the most important tasks, as this proves to a large extent the accuracy of entries which may number many thousands. In practice it is often done by a girl with an add-listing machine. This does not entitle her to professional status. The professional skill required has been exercised by the man who planned the accounting system.

Now consider a more usual case where some measure of delegation exists. If the head of an organisation with a professional background determines broadly lines of action, allowing subordinates to exercise discretion within limits, are they undertaking professional work? One would have to assess the real measure of responsibility and independent judgment before giving the answer.

Another difficulty is, of course, to define precisely what is meant by professional work, and its relation to administration. There are in industry and local government, hundreds of executives and chief officers exercising wide authority. They may be by training librarians, lawyers, doctors, engineers or even accountants, but by the time they have risen to the top ranks they have practically ceased to act as professional men and have become managers or administrators. Indeed, the actual content of purely professional work in most large organisations is a surprisingly small proportion of the total activities of the staff.

It is only fair to the compilers to note that they have recognised these difficulties in their introduction. One has a feeling, however, that if the introduction had been written first, the Sub-Committee would have decided not to proceed further.

Mallaber's response was an odd one, concentrating on the futility

of getting reviews of professional literature from people who have no professional background. He defends the list, ironically, by saying that it will be especially useful 'in the work of framing a syllabus for a library technician's certificate'.[63]

Coyne's comments were not much liked and little heeded. The pace of change in librarianship was quickening. The Roberts Committee had already published its report in 1959, recommending, inter alia, that another 2,000 qualified staff were needed in public libraries alone; at least 40% of personnel were to be professionals.[64] The Robbins Report would soon urge a major expansion of higher education in Britain - an expansion which would entail rapid creation and growth of university libraries, their stock and staffing. In this context, a 'syllabus suitable for modern needs' was essential - at least for the professional staff. As for the non-professional, the Penge proposals of 1951 were looking increasingly prophetic.

3

'1964'

Thus far there had been little discussion of non-professionals as an identifiable group, simply because there was no group to identify. What could be seen was an examination and personnel structure which allowed staff to find their own level, even if that level was the 'purgatory' described by Clough - a perpetual waiting for a professional qualification which in many cases was never awarded.

What was now to be identified was a cadre of professional librarians who had qualified through full-time education and who were increasingly (though as yet not exclusively) graduates. The desire for status amongst UK librarians was now a burning one. Not that such an aspiration was unusual. Dewey, in the 1870s, had equated librarianship with medicine and law. The move to an all-graduate profession in North America in the 1920s was an attempt to ensure that librarians, like doctors and lawyers, received the social respect which they deserved. The question of status and librarianship's place in the hierarchy of professions is a study in itself and much has been written elsewhere on the subject.[65] As Russell laments, 'few librarians could deny that their profession is not always held in the esteem that they would wish. Indeed, it is often denied the status of being a profession at all.'[66] Etzioni,[67] for instance, labels librarianship a semi-profession, along with nursing, teaching and social work.

We have seen how the shedding of routine duties was considered to be a major stepping-stone to professional status. It became increasingly clear, however, that the people who undertook those routines would have to be shed by the profession, too. Professions exclude non-professionals, or so the thinking went.

To the Library Association's credit, what it was not prepared to do, at least in principle, was to close the door on those unqualified staff who wished to 'turn professional', as it were. Writing in 1962, D.D. Haslam, Deputy Secretary of the LA, suggested three levels of

recruitment to the profession:

Graduates)	student/trainee
Good GCE school-leavers)	librarians
Lower-level school-leavers (with fewer than 5 GCEs)	non-professionals

Haslam assured readers of his article that 'this practice is already in operation in a number of libraries and I am informed that it works successfully. Fears, often expressed, that it would lead to the creation of a 'privileged class' and cause strife amongst staff have not been realised. The lower-level recruit can always join the ranks of the higher level by improving his GCE. For those who have no such ambition, the non-professional duties in libraries can offer congenial and adequately paid work.'[68]

But so could a number of other professions. As Mallaber pointed out, 'at a time when competition for good junior staff is keen throughout the economy, when salaries generally are so much better relative to the cost of living than they were before 1939, public libraries find themselves unable to offer sufficient money to attract the share of the labour force they need'.[69] Haslam admitted that the increasing opportunities in higher education for school leavers - together with a 20% increase in employment levels since 1945 - meant that good non-professional staff were hard to come by. 'Little real thought seems to have been given to the non-professional grade. It is assumed that they will be readily forthcoming yet, as we all know, there are very serious shortages. We have no guidance as to the minimum acceptable educational standard, nor of an appropriate salary scale, yet both of these points are of major importance if an adequate recruitment campaign is to be carried out either nationally or locally.

Again, while a percentage of these juniors will be girls who leave to get married, what do we do with those who remain?' continued Corbett.[70].

A far more pressing problem was seen to be the shortage of professionally-qualified librarians. Writing in 1961, Mallaber spoke of '300 professionally graded posts which cannot be filled... even without knowing also that many other posts are filled by partly qualified staff', while in a 1962 survey of staff turnover in public libraries, it was calculated that there was a 30% shortage of professionally-qualified staff. Certainly the situation was particularly bad in the public library service, due, at least in part, to the fact that the service was 'trying to recruit and retain good quality staff in adequate numbers at salary levels more than £200 a year less than their competitors', argued Haslam. The Deputy Secretary of the LA stressed that the lack of good quality non-professional staff was a problem common to all types of library in the UK, however. Corbett provided some statistics:

> Recruitment of non-professionals will be difficult; in fact all categories of junior staff will be in short supply for some years. The existing turnover of junior staff is extravagant in the extreme. Figures produced last year by the Metropolitan Boroughs showed that the annual wastage was 42% of the establishment. In one library the figure was 85%, in others 76%, 60%, 59% and 51%, and in 3 it was 50%, and this in an era when every new recruit was thought to have a Chief Librarian's baton in his knapsack![71]

The 'personnel shortage' was a common phenomenon throughout much of the (Western) library world. In the United States in particular, a massive shortfall in the number of professional staff required by the 1970s was forecast. Garloch, for instance, quotes a figure of 100,000 professional vacancies, in addition to 54,000 non-professional ones.[72].

The British and the North American responses to this problem were very different. Already a graduate profession, librarianship in the United States set about de-professionalising certain aspects of library work. For, despite the work of the previous twenty years, Hart could

still produce a survey in 1961 showing that professionals were doing far too much non-professional work.[73]

As a result, during the 1960s, the concept of the para-professional - McDiarmid's library technician - took root. Indeed, for much of the decade, the development of education at sub-professional level outstripped growth at the professional level. It is interesting to note that the most 'forward-looking' state in this respect was California, where so much of the early work on professional and non-professional duties had originated.[74]

In general, the 'library technician movement', as it became known, was generally welcomed by professional librarians who, in an expanding economy and with a much longer tradition of division of labour than in the UK, did not feel so seriously threatened by the creation of a middle tier of library worker. There were sceptics, however. Most notable of these was Samuel Sass, who saw these 'instant librarians' as a potential rod for the back of the American library profession, not just in terms of a threat to professional status, but as a likely long-term management problem.[75] The fear was that employing authorities who would not know the difference between a librarian and a library technician would appoint the latter, simply because they could be paid less.

There were, however, social and political reasons why the library technician was acceptable to the profession. The anti-poverty campaign of the Kennedy-Johnson years virtually forced libraries to ensure 'maximum feasible participation' of unqualified personnel. In certain professions - notably social work - it became fashionable to use indigenous workers as the link between professional worker and client. The emphasis was on 'new careers' for the disadvantaged, on the creation of worthwhile career ladders even at sub-professional level.[76] The appearance of junior community colleges as part of this process led to the introduction of numerous library technician courses - well over 100 were in operation at one stage.[77]

For American librarianship, the 1960s was nevertheless a period of 'instability, inconsistency, controversy and misunderstanding'.[78]

Though as early as 1960 the American Library Association had, with a grant from the Council on Library Resources, begun the 'preparation of a series of pamphlets which will constitute a general manual of small library practice and in particular will provide guides for librarians without professional training',[79] official reaction to the introduction of library technician courses was hostile. Only as the decade drew to a close was the para-professional - and formal para-professional training and education - accepted by the ALA, largely thanks to the work and energy of Lester Asheim. Commencing in 1968, Asheim introduced, and won approval for, an education and manpower policy which gave the technician a job classification and a career structure.[80]

British librarianship was still at the 'apprenticeship' stage in comparison with the United States, though the partial introduction of full-time education in the shape of the two-year library school course had drawn the two branches of the profession closer together.

The Library Association was keen to keep abreast of the times, however, and planned the introduction of the 'syllabus suitable for modern needs' referred to in the preface to the list of Professional and non-professional duties. The link between the two implied, of course, that in future intending librarians would only be educated and examined in those duties deemed to be professional.

The 1964 revision of the Association's syllabus resulted in significant changes in the non-graduate examinations and new postgraduate ones, while in future Fellowship of the Library Association would be awarded on submission of a thesis rather than successful sitting of written papers. The assumption behind the new arrangements was that most intending ALAs would attend a full-time course at library school. 'Local part-time courses and correspondence courses would diminish in importance and probably disappear, and the First Professional and Entrance examinations connected with the older syllabus would in due course cease to be available to give rudimentary training of a sort to young people recruited to posts not requiring professional qualifications proper'.[81,82]

Direct entry to library school was now the norm and 'the switch to full-time education for librarianship was dramatic in its speed and in its consequences'[83]. Already in 1964, degree courses in library studies were being planned,[84] thanks to the creation of the Council for National Academic Awards (CNAA); librarianship was well on its way to becoming a graduate profession. When eventually introduced, the Library Assistant's certificate was promulgated not by the Association but by the City and Guilds of London Institute.

Somehow the non-professional was lost in the rush. The Association's Working Party on In-Service Training had stressed in its 1962 report that all staff 'whether or not they are ultimately to become professional librarians, require training' and had suggested not only that there was 'room in some libraries for an intermediate type of assistant with training and experience though not necessarily with a formal professional qualification', but also that 'there is a considerable amount of work which is sub-professional rather than non-professional'.[85] Here we see one of the first hints of a British 'library technician'.

The working party was considering internal training, of course; there was no suggestion that library assistants might be sent on day-release schemes, though this was the normal pattern when the certificate courses were introduced. Despite pleas[86] to maintain an educational bridge between professional and non-professional as a way of preventing isolation of professionals from the rest of the workforce, the process of total division which had begun with McColvin, if not before, was now virtually complete. Speaking at the Aslib Annual Conference in 1965, T.E. Callender, Borough Librarian of Croydon, could write

> There are two main classes into which we can divide our raw material. They are, basically, those who come to be processed with a view to becoming the librarians or managers and those who will, with suitable training, fill the non-professional posts in our organisations. **I believe that these are two separate classes and that progression from non-professional to professional is likely to be rare and fortuitous.** (my emphasis)

There remained only the question of non-professional membership of the Association. An internal memorandum of January, 1966[88] written by the Association's Secretary, Deputy Secretary and Education Officer summed up the situation. It was noted that, although there would undoubtedly be an additional number of qualified librarians, 'assessable at an economic rate of subscription from which the Association can expect to draw members', the change in the system of education would mean 'a permanent loss of subscriptions from the class of member who joined in the hope of qualifying but gave up before reaching the Register'. 1,000 members earning less than £1,000 p.a. were 'marked off' in 1965 alone, though the fall in membership was seen as a temporary problem, for 'the new member who does qualify will, under the new system, reach the Register and a profitable rate of subscription much earlier in his professional life, and this will go some way towards off-setting the loss'.

The memorandum argued that there was no way in which library assistants could continue to be effective members of the Association. Candidates for the doomed Entrance Examination did not have to join the Association, which was committed to admitting only chartered librarians into full voting membership from 1967 onwards. With non-voting status only on offer, it seemed unlikely that many assistants would wish to be associated with the LA. The memorandum concluded with the following statement:

> We do not know of any profession where the qualified and the permanently unqualified are represented by one body and we think it would be unwise to build any financial hopes for the 27 Association on the foundation of a large membership of library assistants.

It is interesting to note that the loss of income from potential non-professional members of the Association was still being lamented fifteen years later.[89]

THE DEVELOPMENT OF A LIBRARY ASSISTANT'S CERTIFICATE IN BRITAIN

1

1960 - 1963

These, then, were some of the broad issues which concerned librarians in the late 1950s and early 1960s. Professional - and non-professional education - was at the centre of the debate. As E.I. Baker, an H.M.I. invited to speak to the 1961 Weekend Conference of the LA's London and Home Counties Branch stressed;

> the decisions you are about to take on your training and educational needs can have the most far reaching influence on your future professional status. You have to make up your minds whether yours is a real profession or not, and then plan accordingly.[1]

Baker reminded the delegates that events in the field of vocational education were now moving 'very fast' and drew attention to four recently-published documents on the subject. These were the Ministry of Education Circular 323, concerned with Liberal Studies, the McMeeking Report on Higher Commercial Education, the Crowther Report[2], and the Government White Paper on Better Opportunities in Technical Education.[3] They embodied 'the results of thinking during the past four years about the pattern of vocational education in this country'.[4]

The White Paper built on the recommendations of the Norwood Report of 1943 and the concept of 'three types of mind'. The later document suggested that there were at least four routes leading into technical education - those of operative, craftsman, technician and technologist. As Baker explained:

> Each route may lead into another, but it is envisaged that the majority of students will stay on one route, the one suited to their ability and aptitude. The need for this clear demarcation of routes has arisen partly because of the wastage among part-time students and partly because of the need to make the best possible use of our total labour force. Too many boys in the past have tried to climb slopes which were too steep and stony for them and have, in consequence, fallen by the wayside. Now we can no longer tolerate a system of education which resembles a jungle full of traps and obstacles in which only the fittest survive. On the contrary, if we are to make the best possible use of our human material we must organise for success by creating opportunities to suit all talents.[5]

The 'system of education' which Baker was describing could easily have been the LA's pre-1964 examination structure, with its high failure rates and large numbers who could only manage, at most, the First Professional Examination.

The McMeeking Report, from which Baker also drew in his paper, cast doubts on the adequacy of correspondence courses for professional-level syllabii and for 'systematic practical training as well as academic study'. Its main provisions were that 'apprentices' should 'follow a planned course of training' and that they should 'be given good experience in at least three departments of the organisation where [they are] being trained'.

The Crowther Report was less immediately concerned with purely vocational education than the two previous documents. However, the 'fundamental thesis of the Report' was 'a plea for better and more extended education for all, and especially for what one might call the second quartile of the intelligence range of our population. In other words, it is saying.... that we must make full use of our future technicians as well as of our future technologists'[6]. Circular 323 emphasised the need for a liberal arts element in any and every technical course - something to which we shall return later in the history of the library assistant's certificate.

As Baker recognised, librarians of the 1960s were living in 'a welter of ideas'. The H.M.I. summed up the major implications for librarianship of the four reports as follows:

> The importance of the White Paper for librarians seems to be clear enough. For years you have been discussing among yourselves the difference between professional and non-professional grades. Everyone agrees that not every junior library assistant can hope to attain full professional status. Yet there seems to be a curious reluctance, for reasons which I confess escape me, to face up to this situation in your examination structure. At present the student has only one route open to him, for there is no certificate of librarianship corresponding to, say, one of the technician's certificates of the City and Guilds of London Institute. In reality your First Professional Examination has served the purpose. Whether it is wholly suited to meet the needs of the technician or whether it is better suited as a first step towards qualified status, I am not competent to judge. Certainly my experience in inspecting courses leading to the First Professional leads me to believe that, when the examination is taken at the end of two years' part-time day course under the guidance of a successful tutor, it gives a real incentive to the junior library assistant to become well acquainted with the essentials of his or her profession. I should therefore be sorry to see it disappear if it is not to be replaced by something better. In other words, you should provide at least two roads, the one leading to the grade of technician (and may I say here in parenthesis that I dislike the term 'sub-professional', a term which seems to relegate the majority of your colleagues to a sub-normal existence), the other road leading to the grade of qualified librarian. There would be no sense in creating a complete blockage between the two roads and the door should be left open for anyone to proceed to fully qualified status if the will and the ability are there as can happen in, say, the realm of engineering.
>
> The Roberts Report last year suggested that about 40% of the total staff should be qualified librarians. It also suggested that an increase from 11,600 to at least 15,000 in the total number of non-manual staff, of whom 6,000 should be qualified librarians. If this is to come about, strenuous efforts will be needed to attract recruits not only from the universities and sixth

> forms of grammar schools but also from all types of secondary schools, and by broader education and training schemes to get the best out of the material that presents itself. If 60% of your non-manual workers are other than fully qualified librarians, attention must be paid to them just as it is to young apprentices in other professions.[7]

Baker was critical of the profession's attitude towards training. The Report of the Working Party on In-Service Training had yet to be published, otherwise the comment that the 'question of training is one that has never seriously engaged the attention of your profession (i.e. librarianship) as a whole, in the same way as it engages the attention of some of the other professions'[8] might not have been made. To a certain extent, the Report answered Baker's plea for 'minimum standards of training' for all 'junior staff'.

But Baker urged librarians to go further than this. Before concluding his paper, he returned to the question of a technician's certificate. Librarianship had to attract as many good sixth formers as possible in order to ensure a supply of good quality young people who would not be going on to university. He warned of the implications which the 1964 examination syllabus would have for potential 'library technicians':

> To begin with, I certainly agree with the view that you must attract as many good Sixth Formers as you can. The extract I quoted a moment ago from the Crowther Report supports this decision for there is going to be in the foreseeable future a supply of first-rate young people who, for one reason or another, do not proceed to university. If, however, you do eventually decide to insist on two passes at 'A' level of the G.C.E. as a minimum entrance requirement to the Registration examination, please do not forget the remaining 2.4 sixty per cent of your colleagues who will require, or so it seems to me, some sort of non-professional qualification. The best of these 'technicians' should be allowed to proceed direct to the Registration without having to go over the hurdle to the Advanced level of the G.C.E.[9]

The Library Association was indeed already concerned about the issues which Baker had raised in his paper. In a memorandum dated 2nd March 1960 to the Library Association's Education Committee, Douglas Foskett described the impact of the proposed professional syllabii and the division of librarianship into professional and non-professional levels:

> It will be clear that all this change implies a division of labour into professional and technician staff. I would advocate working out a means whereby the ablest technicians would become professionally qualified, and I would also support the introduction of a technician's certificate - a sort of Higher National - which would give counter hands and other NCOs the chance to obtain a qualification which would be more appropriate to their daily work, and which would give them the self-esteem to which they are also entitled.[10]

Foskett was asked to elaborate his proposals in a fuller paper, headed Memorandum on Professional Education and dated 25th August 1960.[11] The first four sections deal with the changes in professional education then being proposed. In the fifth and last section, Foskett reiterated his conviction that lower-level staff should also have an opportunity to study for qualifications:

> I believe that these proposals imply that not only those librarians who aim at the higher levels of the profession will become qualified ... I believe also that those who remain in the lower ranks are entitled to some form of professional certification.

Foskett's answer was to devise a separate examination for non-professional staff. This should consist of:

> Papers on the details of day-to-day routine (loans methods, reservations, overdue notices, periodicals records, etc.), elementary questions on the use of catalogues and classification schemes, and specific questions about books, reference books and well-known bibliographical tools. There might also be a paper on the Library and the Community.

Foskett recognised the different position of library assistants outside the public sector, saying that such staff sitting his certificate examinations would be able to answer alternative questions more appropriate to their particular experience.

The syllabus was to be based on the Entrance and First Professional Examinations, though Foskett was at pains to stress that the new certificate was different in concept if not content:

> The main point of difference is that they were intended as preliminary canters for the Registration, in which role they were not particularly successful, whereas my proposal is for what would be the first and last examination for those who were satisfied to remain non-professionals but who, in my view are entitled to a qualification appropriate to their daily work ... This examination is intended to be at a different level, and concerns itself only with practice and not principles.[12]

Foskett was concerned that the Library Association should not lose sight of the desire of the Secondary Modern Schools (there were few Comprehensives at that time) to be able to offer their brightest pupils a way of entering what they saw as an 'academic' profession. Few of their students took 'O' levels, and there was then no CSE qualification as an alternative:

> Having this purpose in mind, I should require no more pre-entry qualification than, at most, two 'O' level passes. This would open the door to good quality Secondary Modern pupils who would probably make far better routine workers, counter assistants, etc. than professionals eager to do more demanding work.[13]

Foskett also felt that it was the Association's duty to continue to provide a ladder so that the most ambitious assistants could still

become professionally qualified:

> I should favour some means of transfer from the non-professional grade by giving some recognition to this examination vis-a-vis the new professional syllabus. I do not think this transfer should be made either easy or impossible. The only solution I have to offer is that the technician certificate should be equated to two passes at 'O' level and one pass at 'A' level. This would mean that the student would have to begin his course of transfer by taking his second 'A' level subject. This seems to be sufficient to deter all but the most enthusiastic, but not to raise an insuperable barrier.

Foskett's views were quickly echoed by John H. Jones, of Hertfordshire County Library and by Mallaber himself,[14] while the proposed certificate seems to have received at least some public support. At the same time, many librarians deplored the proposed abandonment of the First Professional Examination, 'which had given their juniors a good grounding in library work, whether or not they have ever proceeded to qualify professionally'[15]. 'It must be clearly recognised' wrote Jones[16], 'that many who benefit from study of the FPE will lack either the ability or the desire to work for further qualifications'.

By early 1961, Foskett had produced a draft syllabus. This 'Library Auxiliary's or 'Library Technician's Certificate'[17] included both explanatory notes and sample questions. There were to be four 1ç-hour papers: 'The National Library Service' (including questions on different kinds of library, library association and co-operation); 'Library Organisation' (dealing with administrative matters such as circulation/stationery control and collection of statistics); 'Provision of library materials' (covering stock selection and acquisition, book repair and maintenance and selected reference books); 'Arrangement of library materials' (relating to cataloguing and classification, forms of catalogue and shelf arrangement). Both syllabus and draft examination papers - discussed in detail in Chapter 4 - were closely akin to those of the First Professional Examination, as their author had intended them to be.

Despite Foskett's enthusiasm, however, the question of a Technician's Certificate was not fully resolved at this time. The supplement to the Library Association Record for May 1961 carried the following note:

> One interesting principle which the R.E.E.C. (Register and Examinations Executive Committee (of the Library Association)) has approved in principle is to be the subject of further discussion. It is that, quite separately from the professional syllabus, there shall be a Library Assistant's Certificate... This would be designed to help them in their work and give them appropriate status. The Membership Committee has a Sub-Committee at present considering the question of professional and non-professional duties, and when their report appears, the idea of the Library Assistant's Certificate will be discussed in the light of it.[18]

Though discussion relating specifically to the technician's certificate was now in abeyance, the general question of library assistant training was still under active consideration by another of the Library Association's committees. Two months after Foskett's first memorandum, a sub-committee had been set up by the REEC to look at in-service training in libraries. The group eventually submitted its recommendations in early 1962[19], the final report being published in the Library Association Record for May of that year.

The division of library work into professional and non-professional components was clearly evident. The preamble to the report stated that the object of the sub-committee's deliberations was to provide 'some guidance to those members [of the Library Association] who were considering the provision of in-service training to non-professional as well as intending professional staff'.[20]

Not surprisingly, the training checklist produced as an appendix to this report had much in common with Foskett's draft syllabus, as well as later attempts to design a certificate course for non-professionals. Twenty-two 'specific tasks' were listed, each being indexed under two other headings: local knowledge (i.e. specific to the organisation in which the assistant was working - staff structure, for instance) and general knowledge (i.e. background information which would make a junior 'a more useful member of any library staff'[21] - such as a

familiarity with basic reference works). The Report is discussed in detail in Chapter 4.

With the publication of the descriptive list of professional and non-professional duties in British libraries, the Syllabus Sub-Committee of the Education Committee now felt able to take up the matter of a non-professional certificate. On 25th July 1962, the members met 'to consider what proposals they should make to implement the Council's earlier approval in principle of the provision of a non-professional library assistant's certificate'.[22]

Foskett's proposals had been put forward at a time when it was assumed that the old-style First Professional Examination would cease to be administered. However, a 'subsequent modification of the situation'[23] in order that 'junior librarians who had joined a library service at the age of sixteen before the new entry requirements for the examinations had been introduced'[24] could qualify, meant that the 'FPE' was to be retained after 1st January 1964 under its pre-1951 name of 'Entrance Examination'.

The December 1961 issue of the LAR was nevertheless at pains to point out that it was the intention of the Council that in due course recruitment to the profession shall be entirely from graduates and from candidates who have successfully completed a two-year sixth-form course at a good standard, with at least two passes at 'A' level in the GCE until such time as an adequate supply of such candidates was likely to be forthcoming. However, the Council would 'hold an examination of a standard comparable with 'A' level in the [GCE], in library subjects'. The examination was based 'on the assumptions that candidates for it will be 18 years of age or more, although no age limit will be prescribed, and that they have completed at least one year's service in a library at the time of sitting the examination'. The Register and Examinations Executive, which disbanded in October 1961 once the regulations governing the 1964 syllabus had finally been approved, also stressed that the new Entrance Examination would 'not be part of the professional examinations, the first of which [was] the Intermediate Examination'.[25]

It was argued that this made it undesirable to introduce a completely new syllabus.

> We should find ourselves with three examinations having quite a lot in common: the Library Assistant's Certificate Examination, the re-named Entrance Examination, and the new Intermediate Examination, and it would be hard for all concerned to maintain the lines of demarcation between one syllabus and the other.[25]

The Education Officer suggested, therefore, that the new Entrance Examination be used 'as the basis both of the issue of a Library Assistant's Certificate and the admission of candidates to the Professional Examination, according to the standard of achievement'.[26] It was proposed that

> from 1st January 1964, the Library Assistant's Certificate be issued to those candidates for the Entrance Examination who reach a certain standard of marks (say 45%?) in the papers overall, but that an endorsed Library Assistant's Certificate be issued to any candidate who attains a certain standard of marks (say 55%) in each of the papers.[27]

The Education Officer was at pains to point out the advantages of the scheme. Library assistants would receive a 'minor qualification' for their efforts - the certificate of competence for Foskett's 'NCOs' - while there would still be a ladder to professional status for the more intelligent and ambitious. Though not specified in the memorandum, such a proposal might well have reduced the significant percentage of examination failures at the higher levels caused by 'a tendency in the library profession to feel that if an assistant benefits from a little training, then he must benefit more from further training'.[28]

The administration of the dual-purpose entrance examination would have been simple, though it was noted that 'steps [should] be taken to shape [it] more closely to local practices'.[29]

The Syllabus Sub-Committee meeting seems to have been a heated one. J.H. Jones (one of the members of the Working Party on In-Service Training) and J.S. Davey opposed in principle the provision of a

Library Assistant's Certificate,

> because they felt that the non-professional duties to be performed in libraries were those for which other bodies might reasonably be examiners (e.g. typing, accounting and the like) ... they felt, too, that there was a danger in a professional association offering a non-professional certificate, and that local in-service training schemes could be sufficient.[30]

Foskett defended his proposals by drawing a comparison 'with the situation in the Science world', where laboratory technicians had a recognised status which was nevertheless not that of the scientist. Libraries also had technicians - the kind of assistants (as described by Jones) who had taken the FPE and were happy to go no further. Librarianship needed senior non-professionals as a way of enhancing the profession; a certificate of competence would help to motivate the more able ones.

A motion resolving to recommend:

> that consideration of the need for a library assistant's certificate be deferred until the new Entrance Examination comes up for review in the light of experience in recruiting candidates with a General Certificate of Education containing two passes at 'A' level.[31]

was proposed and carried by three votes to two. Since no candidate at Entrance level would be eligible to sit any 'Professional' examinations until this first rung of the ladder had been successfully negotiated, and bearing in mind the possible dual purpose of the first level qualification, it was also agreed that candidates for admission to it need not be members of the Library Association.

The recommendations of the Syllabus Sub-Committee were eventually considered, along with the various proposals for a non-professional certificate, at a meeting of the Education Committee held in January 1963 (LA ref. ED 115/2). It was resolved to recommend that no further action was to be taken 'in respect of a Library Assistant's Certificate until the review which is to be made of the Entrance Examination in the

light of the supply of 'A[ssistant] L[ibrarian]' candidates'. However, 'in order to give some recognition of the attainment of library assistants who may not intend to go on to the professional examinations', it was also proposed that 'a certificate be issued to all those who passed the Entrance Examination'. While the resolution proposing a deferment of the introduction of Foskett's non-professional qualification was approved by Council, this latter suggestion was referred back to the Education Committee for further consideration.

This course of inaction provoked a stern response from the Special Libraries Committee (SLC) of Council at its meeting on 28th March, 1963 (Minute 3):

> We have noted with the utmost regret that at their meeting in January the Council agreed to defer, for an indefinite period, arrangements for the issue of a library assistant's certificate. We are unanimously agreed that there is an urgent need for a certificate of this kind, for award to assistants in all types of special library.

At its meeting on 2nd April 1963, the Education Committee deferred consideration of this statement until it had been discussed by Council on 26th April. The latter meeting approved the original SLC minute and referred it back to the Education Committee as a matter of some urgency. In the meantime, other letters of support for the certificate had been received and, at the Special and Information Section's Conference in Oxford that year, a resolution was passed deploring 'the fact that the Library Association has not at this time decided to implement the certificate'.[32]

All the points raised were discussed at a meeting of the Education Committee held on 29th May 1963. As a result of these deliberations, the Education Officer was 'instructed to prepare, in consultation with the President of the A[ssociation] of B[ritish] L[ibrary] S[chools] a memorandum on the possibility of the encouragement of training courses for library assistants being provided by schools of librarianship and endorsed by the Library Association'. [33]

The supplement to the LAR for May 1963 announced Council's change of mind and reported the most recent debates on the matter. It was

recognised that there was great interest in the training of non-professional staff. The sort of people for whom the certificate would be devised 'would be those with only two or three 'O' levels'; 'it would suit secondary modern people who could do a technician's job in a library and would give them a certificate of qualification on which more money could be got for them'. [34] Difficulties remained in many people's eyes, however, especially while the FPE continued to be offered. Moreover, some opponents of the scheme felt that non-professinal staff training was essentially of a local nature and that professional qualifications might be diluted by the introduction of such an elementary certificate.

The debate continued at the Association's Annual Conference in July. Under the heading 'Education for Librarianship - Looking Ahead', Lorna Paulin chaired three papers, all of which made reference to the 'problem' of non-professionals in library work and their training and education. The first address was by W. Tynemouth, then Deputy City Librarian of Newcastle-upon-Tyne and author of an early in-service training scheme subsequently adopted by the 1962 LA working party. Of non-professional certification, he says:

> Within five years the number of 'O' level entries as potential professional assistants should have been considerably reduced but there will still be a need for a bridge which the best can cross. I am not certain that taking two 'A' levels by part-time study should be recommended: this is no substitute for full-time study - available at a College of Further Education if the ties with school have been severed.
>
> Though not strictly an educational question I am sure that the professional/non-professional problem must be tackled before 1968, and a solution found to the difficult question of a 'Technician's Certificate'. There is as genuine a desire for such a certificate in special and academic libraries as there is a fear of the consequences in public libraries, where some employing authorities would mis-use anything which could be taken as an inferior qualification.

> It is agreed that this must not be another First Professional Examination, but must be rooted in practice; but it is difficult to see how such an examination could be carried out. [Could the candidate be asked to drive a 21" book trolley between bookcases 22" apart; or alternatively, give the correct hand signals to a departing chief librarian?][35]

W.S. Haugh, City Librarian of Bristol, continued by stressing that the high failure rate in the profession's examinations could no longer be tolerated, not least because full-time education at library school was so expensive. He argued in favour of a complete withdrawal from external examinations.

> It would follow from a policy of direct entry to library schools that employing authorities would recruit to their non-professional staff at the highest level possible academically and otherwise according to local conditions, but would recruit their junior qualified staff as required from the professional pool created by the library schools.[36]

Finally, Roy Stokes, then Head of the School of Librarianship at Loughborough, referred to the inter-relationship between the old FPE and the proposed technician's certificate.

> The first and most important problem which the profession has to face is as to exactly who the people are who will be subjected to any programme of professional education. In the past the habit has been to allow, and in many libraries even to encourage, every entrant into the library service to start studying for the Association's examinations. The low entry requirement enabled this to be done with ease. This has meant that throughout practically the whole period during which the Association has been conducting examinations they have served quite as much as a filter as a method of assessing the qualities of those who qualify. The filter has worked in that a student who was either never successful in passing the Association's examinations or who

> passed them at such an extremely slow rate as to be way behind his contemporaries, came to regard himself virtually as a non-professional worker. Our profession is full of these at the present moment; those who are either unqualified or have minimum qualifications and so have slowly retired into jobs which make no professional demands upon them. This has been an expensive process in both time and money and it has also led to an astonishing amount of frustration. There can be very little satisfaction in realizing that librarianship holds out no golden hopes, simply because one has failed consistently in the Association's examinations.
>
> ... We must recruit our staff on the clear basis of professional and non-professional librarians and it is only the former category who should be encouraged to proceed to professional qualifications. In this way we can formulate an educational programme which is suited to the needs of professional librarians and this is something which has not happened in the past. We shall increasingly be able to ensure that only those who have a reasonable chance of success will embark on the venture at all. This does not mean that we leave the non-professional worker completely alone. They are the people for whom first-class in-service training programmes in libraries would really pay dividends and for whom the Association will undoubtedly need to have, in course of time, some kind of certification of a non-professional worker similar in general outline and complexity to our present First Professional or Entrance Examination. This would seem to fit in well with the future staffing of our libraries since in practically all types of library, non-professional workers will be in a majority and, as we see proved twice a year now, the First Professional Examination is virtually the academic limit of many people who are now being recruited into the profession.[37]

At about the same time, the correspondence columns of the LAR were regularly filled with comments on library education in general and training of non-professional staff in particular. One writer complained of the lack of forethought given to 'middle-level' staffing: 'let us have assistants with something in their own right and with the

good attitude towards their work which this is likely to bring. Until some thought is given to those assistants in the middle on whom so much depends, it is useless to talk of standards'.[38]

These criticisms were echoed by Joyce Spurr, Librarian of the United Steel Companies. In a letter published in the December 1963 issue of the LAR she wrote:

> Why must the LA produce only top people or bottom people?
>
> ... In the last few years ... firms have begun to realize that bringing some order and system into their library through a qualified librarian plus good quality trainee librarians (or semi-professional staff) might bring them benefits.
>
> Semi-professional staff were those who had a moderately good grammar school education and intellectual awareness, some acquaintance with foreign languages (if only sufficient to identify them and cope with titles or indexes), and were acquiring through evening classes or correspondence courses (parallel to their practical training on the job), a background knowledge of basic librarianship, e.g. the logical principles behind the practical skills of cataloguing, classification, filing and indexing (given far more importance in special libraries than in public libraries), techniques of literature searching, types of reference books, structure of inter-library loan co-operation, etc. - but they would not necessarily expect to become administrators.
>
> It now seems that these semi-professionals are to disappear (banished by the LA) and we are confronted with a choice either of administrators (i.e. full ALAs for whom there is, in most special libraries, only room for one at the top) or with library technicians (or non-professionals) at the bottom end of the scale (i.e. those who are mainly occupied with mechanical routine).
>
> This binary pattern probably fits well into the public lending library structure but not into libraries which exist primarily for the exploitation of literature for information where the more 'difficult' nature of the material

> handled, as well as the enquiries for information, put them into a different world, where a ternary pattern of professional, semi-professional and non-professional staff is required.
>
> It is therefore distressing to foresee a downward trend in the quality of intermediate staff in special libraries and this will be damaging to the status of librarianship. If we accept the facts that the only possible way to become an ALA is by full-time courses and that special libraries can no longer use, for their semi-professional staff, prospective ALAs who are 'passing through' whilst studying part-time, and that the proposed Library Technician's certificate will be based on the list of non-professional duties already drawn up by the LA - then there is a need for another syllabus for semi-professional, or 'sub-librarians'. Such a syllabus should be aimed at candidates of suitable "O level" and concentrate on "basic" librarianship (as defined above), omitting much of the administrative and public library practice of the old Registration Syllabus. Most important, it should be possible to study part-time through classes or correspondence courses whilst employed in a library (in the same way as most National and Higher National Certificates are acquired in industry).
>
> Whilst advocating the urgent necessity of this semi-professional or sub-librarian category for special libraries' intermediate staffs, I would question the need at all for a Library Technician's certificate. Non-professional mechanical routine is often peculiar to one particular establishment and can easily be taught on the job to the average secondary-modern recruit.

However, the October 1963 supplement to the LAR confirmed that LA Council had accepted a recommendation that a local certificate, endorsed by the Association, should be introduced for library assistants. It was reported that there had been 'a lot of discussion in the country' and that the Council had been 'under pressure from some quarters' for the introduction of a certificate, 'while others have reservations about its value'.[39]

According to this note, the Education Officer was preparing the memorandum requested at the May meeting of the Education Committee. A paper entitled The Library Assistant's Certificate and written by Bernard Palmer (Education Officer) in consultation with R. Staveley (President of the ABLS) had already been circulated the previous July.[40]

Many of the general comments in this document repeat earlier proposals and assertions. Palmer reiterates the need to keep a distinction between professional and non-professional qualifications and cautions against the introduction of a library assistant's certificate while the FPE is still being used. At the same time, he accepts that many unqualified staff are successfully performing routine tasks in libraries and are likely to continue doing so on a 'permanent' basis. The provision of an appropriate qualification would not only 'provide a modicum of advancement' for such people but should also help to prevent the creation of 'blind-alley jobs' left well alone by intending professionals and filled only by the new breed of non-professional.

Moreover, the new certificate would be a more appropriate qualification for the 55% of candidates who were sitting and failing the FPE. Like J.H. Jones before him, Palmer pointed out that 'with only the professional series of examinations before them, many good assistants who will never become professional librarians are continually frustrated by attempting examinations which, for one reason or another, are too hard for them'. The new certificate would almost certainly reduce the number of entries for the new Entrance Examination, according to Palmer, though the previous high failure rate at this level must have made the Education Committee wonder what the success rate for the proposed non-professional qualification was likely to be.

Palmer stressed that it was essential that any certificate be issued by the LA or at least endorsed by it. 'Only in this way can the standard be controlled, and the status of the certificate in relation to the professional qualifications unequivocally defined' he added. Because of this, and presumably as a way of appeasing some of

the certificate's critics, he recommended that local training schemes should be encouraged; courses could be offered by Colleges of Further Education under the aegis of the nearest library school and/or steering committees formed from representatives of the relevant LA branch. Courses would be approved by the Education Committee (or a special sub-committee thereof), which would lay down their minimum requirements for the issue of a certificate; a large library system 'with a number of non-professional staff would be free to submit its own training scheme direct to the Education Committee'. These ideas foreshadow the suggestion of the 1982 Working Party on Non-Professional Education, Training and Membership that local courses and in-service training schemes might be 'accredited' by the Association and successful candidates designated 'certificated library assistants'. [41]

Palmer also suggested that entry requirements for such courses should be kept to a minimum. This could be three 'O' levels in local government circles, though holders of the new 'Regional Examination Board certificates' (CSEs) should also be accepted. 'Since practical work is of the essence'[42] in the library assistant's certificate, the Education Officer also regarded it as essential that candidates should work in a library for a minimum period before following the course. 'I would suggest not less than nine months' service before becoming eligible for a certificate; but would prefer it to be nearer two years' he wrote. In addition, Palmer was not confident of a likely candidate's ability to assimilate an intensive course of study, arguing that it was better to spread out the instruction over a long period, possibly as 'an academic year of day release, if done at a college of further education, or of interne-lectures if done in a large library system. One cannot count on such assistants doing private study: one must plan to impart all they are to learn'.

Finally, Palmer felt that the proposed certificate should be entirely separate from the professional qualifications. Having said this, he reported that he was 'in favour of leaving the door a little ajar, not so that a considerable number could pass through, but certainly so that the late-developer, able and determined, could.'

Palmer's memorandum was accompanied by a paper headed 'Notes on a

suggested course at North-Western Polytechnic, 13th May 1963' and written by F.J. Bungay. Although 'only a skeleton outline', this draft syllabus built on both Foskett's original proposals and the report of the Working Party on In-Service training, as well as the suggestion that 'a short practical course at Library School and the issue of a document to the effect that the assistant had pursued this course might be the answer to the question of non-professionalism.[43] The course is discussed in Chapter 4.

Palmer's proposals and Bungay's course represent an advanced stage in the development of a qualification for non-professionals - and one that was closely akin to the certificate eventually adopted, though it was to be nearly four years before this actually happened.

1964 - 1967

The submission of Palmer and Bungay's papers to the October 1963 meeting of the Education Committee[43] provoked little reaction, apart from a request that the ABLS report on the possibility of their group's assuming responsibility for issuing a certificate. At the December discussions, however, members received resolutions from several branches as well as ASLIB's Education Committee. A report from the ABLS was read, in which it was stated that the Association was willing to sponsor a library assistant's certificate and proposed to arrange consultations with all sections concerned. [44]

As a result, the February 1964 supplement to the LAR carried a note asking representatives of groups and sections with an interest in the certificate to attend a meeting on 4th March at Chaucer House so that ABLS could hear their views. Individuals were asked to submit their comments to Peter New, then Secretary of the Association. ABLS set up a small committee (whose members included F.J. Bungay) to oversee arrangements. [45]

The chairman's aide memoire for the March meeting still survives. The purpose of the gathering was 'to gather information about the need for a certificate course and ways in which the teaching, examining and certification could best be organised'. The ABLS Executive Committee hoped 'to make recommendations to the Library Association, and to state whether, and to what extent, the ABLS is willing to participate if requested'. The notes summarised 'majority views from discussions to date' and were broadly in accordance with the submission by Palmer and Bungay.

Staveley and New, President and Secretary of ABLS respectively, produced a short report of the Chaucer House meeting for their Executive Committee. 48 people - representing a wide range of branches and sections of the LA as well as other related interest groups - were present. There was 'a strong and widely-supported

demand for training courses to be held in local colleges, for non-professional staff'. The North Western Polytechnic's draft syllabus was thought generally suitable 'provided that its courses were slanted to meet the special needs of the libraries being serviced', while there was general agreement 'that the courses should be examined and approved by a recognised professional body, to maintain consistent standards of instruction'. Apart from one dissenter, all the participants felt that the 'professional body' should be the Library Association itself, with appropriate co-operation from ABLS, ASLIB, SCONUL, etc. A small majority opposed endorsement at a national level, 'preferring the view that the only signature on a student's certificate should be that of the Principal or other representative of the college'. Many delegates stressed the need to ensure that the certificate was recognised as a non-professional qualification only; practical, rather than theoretical study was advocated.

The Education Committee meeting held on 8th April 1964 received this report and resolved to recommend to Council that there was a case for courses of lectures relevant to non-professional duties in libraries being available in local centres of further education and for the Library Association to act in a consulting and approving capacity in relation to such courses. 'Any certificates of attendance at such courses would not bear the name of the LA and might be signed by the Principal of the College providing them, and such certificates would not provide any route to the Professional Examinations'.[46] A guiding committee, consisting of Ken Stockham and representatives of the ABLS, ASLIB and SCONUL was to be set up 'to give advice and approve courses for the Education Committee, bearing in mind the extent to which programmes for such courses can have a common content'. This last proposal was not approved by Council, despite ASLIB's wish that courses should be endorsed.[47]

Not all the comments regarding the proposed certificate were favourable. The April meeting of the ABLS Executive Committee noted that 'opposition on the grounds of likely dilution of standards'[48] had been expressed in correspondence and by members. The April, 1964 issue of the LAR contained a letter pointing out that Council had made a complete volte-face, first disowning and then approving the idea of a

library assistant's certificate.[49]

'A quiet announcement in the Record that the Entrance Examination was to cease in 1967'[50] prompted a good deal of correspondence over the ensuing months in that journal. As yet, no definite decision had been taken to introduce the new certificate. It has already been seen that the old FPE was widely regarded as a useful training ground for 'grass roots' library staff, many of whom worked on service points. Lack of a suitable substitute qualification would lead to a deterioration in calibre of non-professional staff in some people's eyes. Moreover, many local authorities were now obliged by law to send staff on day-release training and, while courses in shorthand and typing existed, there was no equivalent for library work.

Some of the correspondents felt that the LA was 'washing its hands of ... "semi-professionals"' [51] by not wishing to endorse courses set up at a local level. One writer suggested, as Collett was also to do that 'those who do not wish to take up librarianship as a career [i.e. study for LA qualifications], should be allowed to join the Association of Assistant Librarians without being in membership of the parent body, thus providing for those who wanted 'a reasonably good middle course career'. [52] This proposal is almost identical to that put forward by the Working Party on Non-Professional Education, etc. in its 1982 report.[53]

The March 1965 issue of the LAR[54] contained a particularly interesting letter, which describes what must have been one of the first library assistant's certificate courses in the country. Written by Don Kennington, then Tutor Librarian of North Lindsey Technical College, it publicised a pilot scheme offered there that year. The one-session course involved a total of 144 hours attendance at college. Three hours per week were devoted to librarianship, the remaining 1ç hours being given over to 'liberal studies'. A very mixed group of 14 students enrolled - including two people awaiting library school entrance and one, significantly, also sitting the Entrance Examination - though the majority were non-professional staff from the local public libraries. The course was well received by employers and employees alike - a little training was possible on site - and the College

awarded a certificate at the end of the year. No further courses were run, however, owing to Mr. Kennington's appointment to another post.

The June, 1965 issue of the LAR contained a contentious letter from a library school student at North Western Polytechnic, in which it was argued that all librarians should be professionals; those not capable of becoming chartered were to be 'forked out'.[55] This provoked a flood of correspondence in subsequent months. Those who disagreed with the original assertion drew attention to the 'plight' of the unqualified assistant and reiterated the important part which non-professionals played in libraries. Others were unconvinced by the certificate and concerned to maintain professional status and a separation from unqualified assistants. Correspondents from special libraries, on the other hand, all warmly supported a qualification for non-professionals.

The discussion was capped by an article in the December, 1965 issue of the LAR Writing of his experiences as Librarian of the then University College, Nairobi, Kenya, D.A.R. Kemp saw dangers in a search for status which, especially in developing countries, meant the possible exclusion of some 'very useful members of the profession ... As long as it is educationally reasonable ... it [should] be possible to enter the library profession from any rung of the educational ladder'.[56]

This last point was taken up by Douglas Foskett the following May, when he wrote about his original memorandum to the Education Committee and the need to allow the best non-professional staff to qualify. Foskett reiterated his proposal that, in order to 'keep the door open' for ambitious library assistants, the certificate should be accepted in lieu of one 'A' level.[57] A later correspondent challenged the assumption that there were in fact 'exceptional children' who would leave school at 16, study for the certificate and then take an 'A' level, prior to going to Library school and/or sitting the Professional Examinations. In addition, since the vast majority following the certificate course would have few, if any, GCE passes and because the library assistant's qualification was practically based, it would be dangerous to equate it with an 'A' level pass.[58]

While the pages of the LAR were buzzing with controversy, the Education Committee was giving little thought to the certificate proposals. However, in the report of a meeting held on 4th June 1964, it was noted that permission had been obtained from Council (at its meeting on 1st May) to take back the original recommendation concerning the library assistant's certificate pending discussions with the City and Guilds of London Institute (CGLI) - the other 'more suitable agency' referred to, though not named, in official statements at this time. T.E. Callander, Chairman of the Education Committee and Borough Librarian of Croydon, said that he was 'awaiting the proposal of a date for such discussion'.[59]

Apart from noting observations (none of which have survived in the archives) on the proposed certificate made by the West and North Midlands Branches of the Association, the Medical Section and others, the January 1965 meeting of the Education Committee again deferred the issue 'in the light of a report from the Chairman that the City and Guilds of London Institute was considering a paper sent by him'. [60] Callander informed his Committee that April that the CGLI was interested in offering a certificate for library assistants, 'but felt it incumbent upon them owing to a gentlemen's agreement to consult first with the Royal Society of Arts (RSA) as to which body should handle this'. [61] The Committee unanimously agreed that they would not wish the certificate to be promulgated by the latter organisation, since the result might be a more 'academic' qualification which some people might wish to equate with parts of the professional syllabus.

The following month, Callander reported that discussions with the CGLI had progressed to a stage where it was deemed appropriate to set up a joint syllabus-drafting committee. Callander and Edward Dudley were mandated to meet Institute representatives for this purpose.

However, it quickly became apparent that the City and Guilds Institute was still intent upon involving the RSA This left the Education Committee in something of a quandary. Because the LA did not regard the library assistant's certificate as a professional qualification, there was a considerable body of opinion which concluded that it was therefore inappropriate for the Association to offer it.

The Education Committee recognised that both the CGLI and the RSA existed to conduct examinations at the kind of level required. Yet if either body took over the running of the assistant's certificate, there was still a 'real danger' of it becoming a rival qualification - of lower level and with a lower remuneration attached - than the LA's own certificates. Moreover, 'the implication of the CGLI and the RSA deciding between them who should offer it is a lack of control by the LA.'[62] In consequence, the Committee resolved that 'no drafting of a syllabus should take place until the Council could be assured that the LA would have continuous representation on any committee charged with the conduct of any examination for library assistants'.

Chairman Callander saw this proposal as an acceptable compromise. Speaking at the ASLIB annual conference [that October], he said that the outcome of the negotiations would be a certificate 'which will ... be useful to the nonprofessional staff of special libraries, university libraries and information bureaux, without jeopardizing the hard-won acceptance by local authorities of the qualification of Chartered Librarian'.[63] This view was not shared by all sections of the library community, however. The Education Committee meeting held during the same month received several submissions opposing liaison with any other body. These stressed the view that the LA itself was the most appropriate body to promulgate this new certificate.

The supporters of a certificate for library assistants must have been growing increasingly frustrated. At the same conference, F.J. Liebesny, Chairman of the Association's Education Committee, referred to the 'rather trivial discussions on the authority of the certificate [which] have caused considerable delay in the implementation of plans which were formulated about eight years ago [sic] by Mr D.J. Foskett'.[64] Liebesny reported that the North-Western Polytechnic had 'decided to wait no longer' and was to start a library assistant's course. Classes began on 26th October 1965.

Despite such objections, Council noted with approval at a meeting on 29th October 1965 the fact that the CGLI had agreed to set up a sub-committee (chaired by K.A. Mallaber) to consider the establishment of the library assistant's certificate. As a concession to those who

objected to this course of action, however, the LA representatives were instructed to 'disengage the Association from any action in conjunction with the CGLI and RSA if they were not completely satisfied with the progress of events'.[65]

Mallaber's sub-committee first met on 25th November 1965 and appointed a further group to draft a syllabus. In a memorandum to the Education Committee dated 5th January 1966, Callander said that the draft syllabus would be finalised at a further gathering of the special sub-committee on 20th January, in time for the next meeting of the Education Committee. The administration of courses would be overseen by an executive board of the CGLI, upon which the LA would have representation. It was agreed that it was 'essential that librarianship teachers and librarians should be used as teachers'.[66]

By January 1966, it seemed as though the RSA was 'not likely to claim that the proposed certificate should be within its spheres'.[67] In March, however, the Education Committee received a report from Chairman Callander, together with correspondence from the Society, suggesting that its Certificate in Office Studies with 'appropriate alternatives' would be suitable for 'library clerks' instead of the assistant's certificate.

It was agreed that details of the RSA qualification would be circulated along with the CGLI draft syllabus, when available. Both certificates were eventually discussed at a meeting of the Education Committee held on 15th June 1966. As background to the meeting, extracts from the report of a staffing survey of industrial libraries[68] prepared by the Deputy Secretary were read. This stressed that there was an undoubted need for training and certification of non-professional staff working in this kind of institution. This need had 'become more pressing since 1964, when part-time training for LA qualifications virtually dried up ... The supply of suitable junior staff to special libraries has almost dried up with it'. The Deputy Secretary had been embarrassed on his earlier visits to a selection of such organisations in view of the fact that the LA seemed to be doing so little to improve matters, though 'during the latter half of 1965' he was 'able to say that such training was definitely planned'.

Compared with the detailed proposals submitted by the CGLI regarding its certificate, the RSA's summary of its certificate in Office Studies must have seemed disappointingly brief. Introduced in 1963 as a 'national award for young office workers who wish to pursue courses of further education but do not possess the educational qualifications required for entry to [higher courses]'[69], the latter qualification had much to commend it. The more able students would be accepted on Ordinary National Certificate courses in Business Studies, while, with its four-part approach, with common core studies in business and clerical routines, with Librarianship as a possible option, the Certificate foreshadowed the BEC National Modules favoured by the LA some fourteen years later. No formal academic standard was required for entry; courses were to be of two years' duration with a minimum of 360 hours of 'directed study'.

The CGLI syllabus put forward was almost identical to that still being promulgated as recently as 1981.[70] There were obvious similarities with Foskett's proposals, the ABLS draft course and the report of the Working Party on In-service Training. Although the length of the examinations was shorter than envisaged in Foskett's original memorandum and the number of contact hours likely to be greater than in Bungay's North Western Polytechnic course, the mixture of basic theory and practice was common to all the schemes. The CGLI proposals took account of the need to relate the course of instruction to actual practice by including a third means of assessment in addition to the two written papers - practical work undertaken at either the college or the student's own library, or both. 'General studies' - a feature common to most qualifications of this type - were also to be included, as in Kennington's pilot scheme of 1965. The syllabus is analysed in detail in Chapter 4.

Having discussed the various options, the Committee elected to choose the CGLI proposals, subject to certain modifications and a guarantee that LA representation on the steering committee set up to administer the qualification was 'manifest'.

Their decision had still to be steered through the higher decision-making bodies of the LA. At the end of June, Callander attended an

emergency meeting of the Public Libraries Committee (PLC)[71] to defend the final certificate proposals. The PLC agreed to support Callander on the understanding that the title be changed 'so as to make it clear that the Certificate is primarily designed for the staff of non-public libraries' and that the level of entry should be raised. The next Council meeting, at which the whole matter was discussed, was fully reported in the August 1966 issue of Liaison. The certificate was supported by the special librarians and opposed by their opposite numbers in the public sector. Fears of dilution of professional standards were again expressed: one commentator described the proposal as 'one of the most dangerous documents ever to come before this Council'.[72] Callander's view that 'this modest little certificate' was hardly 'a menace to the grading of public librarians' prevailed, however, and amendments proposing a renaming of the certificate to exclude public libraries and a referral of the whole matter were defeated. So too was a motion from Douglas Foskett suggesting the introduction of a higher level 'technician' certificate more closely akin to Part I of the Professional Examinations.

Despite the debate and the various public announcements, the question of who was to offer the certificate had still not been resolved by Christmas 1966. At a meeting of the CGLI Examinations Board on 2nd December 1966, it was noted that the RSA was still of the opinion that 'the broader approach' should be followed. This was echoed by many public librarians, who felt that until NJC Circular 194 - which concerned salaries and grading of general/clerical division assistants - appeared, they would have to encourage their junior staffs to take the clerical certificate or GCE examinations.

In addition, the Department of Education and Science was beginning to express doubts about the CGLI proposals. At a meeting of the 'Exploratory Committee' (originally set up to draft the certificate syllabus) on 24th January 1967, the DES representative said that, being of one-year's duration only, the certificate was not appropriate for school-leavers. It was a 'blind-alley' qualification which did not provide sufficient incentive for young people. Finally, in the light of the Pilkington Report,[73] it would not be possible to run courses for small numbers of students - such as were expected to sit the CGLI

examination.

Representing the LA. Mallaber and Callander both refused to accept a proposal whereby the RSA and CGLI certificates were rolled into one to make a two-year course. There seemed to be no doubt about the viability of the original proposal: over 70 enquiries from colleges wishing to teach the certificate course had by now been received by the Institute. These institutions were what remained of the 'extensive network of evening institutes and colleges offering [courses of study leading to the First Professional/Entrance Examination] which did not offer preparation for any parts of the rest of the Library Association's examinations'.[74] As a palliative to the DES, however, and in order to ensure that a scheme was initiated, it was agreed that the certificate should be available for 'more mature students' only. The preamble to the syllabus was thus amended 'to suggest that entry to the course should normally be restricted to candidates over 19 years of age, who had usually had at least two years' experience in libraries and/or information bureaux'[75] much as Palmer had suggested back in 1963.

The final difficulties had now been overcome. The question of the certificate was eventually resolved by Council towards the end of 1966, despite continued murmurings from the public libraries lobby. The syllabus was, in fact, welcomed in many quarters, and not least by special libraries, many of which found 'difficulty in giving their junior staff adequate training and in placing them in the staff structure of their parent organizations'.[76]

At its meeting on 13th June 1967,[77] the Education Committee received a report that the CGLI had now finally approved the institution of a certificate and had published regulations and a syllabus. The 'NCOs' now had their own ladder to aim at, even if it only had one rung and was often disowned by the Library Association and their membership of the professional body spurned. A qualification for non-professional staff was now a reality, even if there were disadvantages to the scheme. Foskett's technician's certificate was at last on offer - just seven years after it was first suggested.

3

1968 - 1972

The publication of the newly-approved syllabus for the Library Assistant's Certificate by the City and Guilds Institute provoked further criticism. S. Robinson, Librarian of Somerby Bridge Public Library wrote to the Editor of the LAR as follows:

> Para.2 of the Library Assistant's Certificate Syllabus reads 'It is strongly recommended that entry to a course of study in preparation for this examination should be restricted to students aged at least 19, who have already been employed in libraries and information bureaux for a period of not less than two years'.
>
> I never read anything so idiotic. By the age of 19 all my staff (female) have invariably passed the LA Part I Examination, thanks to the Entrance Examination and Bradford Technical College. Unfortunately, with the withdrawal of the Entrance Examination, the end of this era is in sight. It is not too late even now for the LA Education Committee to think again. What is even more galling to me is that an assistant who failed the Entrance Examination last year, and who has no 'A' Levels, was accepted as a student teacher and this September, still without 'A' Levels, is commencing a three year course at a Teachers Training College.
>
> At the present moment I have three out of a staff of five with L.A. Part I 'up their sleeves'. In a few years time I can see that this will be reduced to perhaps one. I am all in favour of full-time courses of study, if possible. At least three former members of my staff went to full-time schools of librarianship. There has been a lot of talk about raising standards, but is this what we are actually doing? If things go on as they are we may well have a glut of chartered librarians, a much much lower standard of clerical grade staff, and there will be a desperate shortage of part-qualified middle-grade staff who are the backbone of any library service, big or little.
>
> A final thought for the LA Finance Committee. At present Sowerby Bridge staff membership of the LA is usually five or six. In the not too distant future it is likely to be no more than two.[78]

Robinson's prophesy regarding the shortage of middle-level staff and the over-supply of qualified librarians may have come all too true in recent years, but his letter reminds the reader also of Foskett's criticism of those librarians who used the earlier parts of the Association's examinations as an alternative to a properly constituted paraprofessional qualification. It is, however, interesting to note that Robinson also warned of the loss of membership income, already referred to in Chapter 1.

The LAR carried an article by Kristen Krogh of the Danish School of Librarianship, describing training programmes for non-professional assistants in Denmark; the 'report on the Danish approach to the problem.... [was] published in view of the discussions which have taken place in this country and the recent promulgation ... of a library assistant's certificate'[79]. The article took as its main source the report Rationalising i danske folke biblioteker (Rationalization in Danish public libraries, Copenhagen, 1964) in which it was proposed that staff should be divided into four categories: librarians library assistants, clerical staff and other staff. As a result of the report, the Danish School of Librarianship began to hold courses for library assistants (biblioteks-assistenter). The Library Association must have been reassured to discover that the syllabus of this eight-week scheme of study was similar to that proposed by Foskett and promulgated by the City and Guilds Institute.

Despite the hostility shown towards the Library Assistant's Certificate by public library chiefs in particular, when the syllabus was eventually introduced, there seems to have been a fair measure of acceptance from most quarters. As J.W. Cockburn, Deputy City Librarian of Edinburgh, pointed out, while the official response to the introduction of a non-professional qualifification was 'critical and unenthusiastic' for the most part, the unofficial response was 'generally sympathetic'.[80] The Scottish Library Association, for instance, noted the introduction of the certificate, commending it 'to employing authorities as a means of encouraging and giving incentive to non-professional library staffs, with appropriate financial recognition in suitable cases'.[81] A tutors' discussion group had also by now been set up.

All was not well, however. That same year Eileen Collett warned of the growing gulf between professional and non-professional staff:

> Looking back over the professional library scene, it strikes me that ten years ago the examination system seemed sensible and humane. The bright ones went to Library School, the not-so-bright, or financially embarrassed, could still qualify 'part-time' and ascend the ladder rung by laborious rung (as quite a few Chartered Librarians could testify). The 1964 syllabus ushered in an era of brutal and ruthless purging, the like of which has not been seen since Stalin died. What happens now to the partly-qualified 'experienced' assistants, or would be entrants with five 'O' levels? Only graduates and 'A' levels need apply read the advertisements (between the lines) and, unless you are satisfied with a life of unending counter work or a gruelling part-time course to get first 'A' levels and then Part I, ... you may as well look for another job. The LA certainly doesn't want you.[82]

Collett continued by suggesting that the Association of Assistant Librarians should secede from the LA, which she urged to bring back both part-time study through correspondence courses and the entrance examination as a way of allowing assistants to qualify professionally. Collett concluded:

> Whatever the LA may think, libraries of the future will need more than graduates and 'A' level students to improve the service. The man-in-the-street's impression of libraries usually begins and 3 ends at the counter ... and how many graduates will be willing to give <u>this</u> service ... or even be able to? It isn't as easy as it looks. Yet the keen junior will be hard to recruit if he or she is rewarded with nothing except 'non-professional' status.[83]

The keen junior was already hard to recruit, judging by the comments of Corbett, Haslam and others. Though a 1967 survey <u>Working conditions in Libraries</u>, edited by Peter Jordan and published by the AAL suggested otherwise. Not surprisingly, there was no reference to the new certificate but, in addition, it was reported that the question of promotion prospects for the non-professional was:

> a little ahead of its time as it pre-supposed the division of staff into professional and non-professional grades which is far from being the case in many libraries at the present time. Indeed, one librarian evidently driven to desperation by staff shortages replied to this question. 'Yes, there are promotion prospects for the non-professionals because we can't get any professionals!'[84]

However, the appearance of National Joint Council circular 194, with a change of categorisation of library assistants from General Division to Clerical Division, was felt to be of assistance to public library authorities who would be able to use grade 2 and 3 for non-professional supervisory posts. In the past, it had been 'rather difficult to appoint staff in the Clerical Grades unless their work was purely clerical in character'.[85] The survey noted that NJC/ 194 stressed that 'local authorities are to make the fullest possible use of library assistants, clerical and other staff on work which need not be performed by fully qualified librarians.'[86]

The position of non-professional staff was much poorer outside the public library system. University libraries participating in the survey paid assistants less well than public libraries and career scales were almost entirely for graduate staff only. The section on academic libraries concluded with a sad note:

> The picture that emerges ... is the very low regard that these libraries have for professional qualifications as distinct from degrees. That eleven of this type of library regard a salary under £950 p.a. (in some cases well under) as being reasonable remuneration for a Chartered Librarian occupying an appropriate post reflects a complete failure on the part of the Library Association to get its qualifications recognized in the academic world.[87]

The prospects for non-professionals in college libraries were 'virtually nil', while staff of all levels in special libraries were paid the 'rate for the job'.

There was certainly a good deal of ill-feeling towards the Library Association from certain sectors of the profession with regard to the new syllabus. Collett's proposals regarding secession of the AAL from the LA were not taken further, though moves were made to instigate a special category of LA membership for non-professionals, but little support was gained for them. Peter Pocklington, then City Librarian, Chester Public Library, commented:

> I do not know what arguments [were] put forward in support of [the] proposition, nor indeed the exact terms of the resolution, but what I do know is that the events of recent years, whilst doing much to improve the status of the library profession have led to the creation of an 'us and them' situation in most libraries. Those of us who are fortunate enough to be on the professional side of the fence would do well to consider ways of bridging the gap that is gradually being opened up between librarians and those who merely work in libraries.
>
> There are an awful lot of these people. From the statistics published in the Record of May 1968, it is evident that there are well over 10,000 non-professionals in the public library field alone. I know that the majority of those falling into this category only stay in library work for a short time, but there remains a substantial minority who are with us for many years, who acquire a certain seniority (the senior-juniors or NCOs of the service) and who acquire a genuine interest in librarianship beyond the requirements of their day to day work. Mallaby recognised that such people have an important role to play in the local government service and urged the creation of career structures below the professional level: surely we ought also to recognise their value to the library service and give every encouragement to those interested to join the Library Assocation?[88]

It was the LA itself which eventually returned to the question of non-professional membership of the Association when, in 1982, the Report of the Working Party on Non-professional Education, Training and membership was published. The Working Party was peculiarly reticent about membership of the Association, though a tentative suggestion that the AAL should look after the interests of non-professionals was put

forward; this particular wheel had come full circle, having been suggested as early as 1965.[89] The Report was subsumed by the 'Futures' Report, which made little reference to the subject.

Back in 1968, however, the Association was planning a different kind of future. At the Annual Conference of that year - and in a similar fashion to 1963 - four speakers were asked to comment on the development of the profession as they saw it. H.D. Barry, Secretary of the Association, concentrated on membership, regretting the fact that the Association had withdrawn voting rights from all but chartered librarians too soon, not least because there were a great many unqualified, yet senior, staff in academic and special libraries for whom the Association held little attraction, especially since voting rights were not on offer to these people. Barry concluded:

> Under our Charter our first purpose is 'to unite all persons engaged or interested in library work'. We are not being wholly successful in this at the moment.[90]

Philip Plumb, Chairman of the Library Association's Research Committee, concentrated on librarianship's continued lowly status and the role of the AAL; he criticised the AAL for its 'Luddite' position, no doubt partly for its views on the 1964 syllabus and the 1967 proposals for mature entry to the register of Chartered Librarians.

G. Hare, Regional Librarian, Notts County Library, echoed Plumb's views on the status of librarians and their professional association, though he did at least refer to the question of non-professional qualifications:

> Although much of this session has been concerned with professional membership, I feel strongly that we should not forget our interest in non-professional library workers. I regret the apparent fate of the Library Assistant's Certificate which was promoted in the interests of one section of the profession and manoeuvred into futility by another. It would be my hope that an enlightened Library Association could feel able to emulate, for instance, the Institution of Metallurgists, and launch a non-professional Library Technician's Certificate without those fears which have argued so little confidence in its own professional qualifications.[91]

As far as the Library Assistant's Certificate was concerned, however, the Library Association clearly felt that its work was complete and the interest passed to those most closely concerned with the actual teaching of the syllabus. It is perhaps significant that the five-year summary of library work in this country for the period in question made no reference at all to non-professional qualifications,[92] while Foskett himself could write in the fourth of the 1968 conference papers:

> I have been persuaded to change my mind over the Library Assistant's Certificate, and to accept that it should not be run by the Library Association. I am very glad, though, that the City and Guilds Institute has maintained close liaison with the Library Association, and several Chartered Librarians sit on the City and Guilds Advisory Committee. It is, of course, of the utmost importance that the advice of the Library Association should be sought by such bodies; it shows that they recognize us as a body which sets standards even for non-professionals; that is to say, we are recognised as defining a content of professional studies, and our publication on professional and non-professional duties will remain a basic document.[93]

Meetings of the Library Assistant's Certificate Advisory Committee were held from time to time and Education Secretary, Palmer, provided reports for the Association's Education Committee. In reviewing the examination results for 1968, Palmer noted that the Advisory Committee had discussed the possibility of allowing successful candidates to go on to more advanced courses leading to an Ordinary National Certificate in 'some subjects which are normally regarded as part of librarianship'[94] (which could then lead on to the Association's Part I examinations) or the possibility of the Associated Examining Board offering an 'A' level GCE in subjects relating to library work such as the development of book production or the history of English literature. 'The library interest of candidates might lead them to tackle 'A' levels in these subjects, whereas the traditional GCE subjects would not appeal to them'[95]. Neither suggestion was taken further by the Association at this stage, though it is interesting to note that, by

the mid-1970s, a number of schools were offering CSE mode III courses in library studies.[96]

Of greater concern to the Education Committee was the fact that the City and Guilds secretariat had intimated that six of their regional bodies offered certification in further education and, by an early agreement known as the 'Concordat', any 'new low-level certificate pioneered by any one of them', could be offered by the others at the expiry of a three-year period. This meant that after 1970 any or all of the six regional bodies could, if they so wished, offer their own syllabii and regional certificates for library assistants.

In reporting back to the Committee, Palmer stressed that 'this was the first time this had been brought to the notice of members of [the] Advisory Body, either in their former capacity as members of the Steering Committee or in their present capacity'.[97] Aware that the loss of control which had been predicted when the proposal to hand over the responsibility for the examining of library assistants to another organisation was first mooted had now become a distinct possibility, the Education Committee became more than a little alarmed. In a report to LA Council dated 2 April 1969, the Committee noted that Education Secretary Palmer had been instructed to inform the Institute that, in the event of any regional body offering such a certificate after 1970, in the terms of the 'Concordat' ... the Library Association would wish to insist on representation in any discussions leading to regional certificates'.[98]

The Association's fears proved groundless and, though the Advisory Committee continued to meet from time to time, there was little cause for concern - or indeed debate - at any of the discussions. Once again, the development of non-professional library staff's training and education was greatly overshadowed by that for professional staff. Much time and energy had already been devoted to the mature registration scheme, while there were now fears that the library school degree courses then being set up[99] would obviate the need for any Association examinations whatsoever. While this was to a large extent accepted as the inevitable consequence of a move towards an all-

graduate profession, concern was expressed that, as might have been the case with the assistant's certificate, the Association lost control completely. Certainly, the announcement by the Department of Education and Science (DES) that 'the recent shortfall in the output of librarians' would soon be eliminated and that 'henceforth the schools of librarianship, without further significant expansion, [were] likely to be able to meet the anticipated demand'[100] was a major turning point in the Association's history. The mature registration scheme had already shown that the LA could be an accrediting rather than an examining body and the DES reports virtually decided the matter.

Worried that shortage would turn into oversupply, and mindful of the Department's projections of the need for librarians in the coming years, the Council of the Association resolved that there should be no further expansion of the part-time courses 'to meet demands for tuition from those who are disappointed in getting a place at a School of Librarianship at the moment when they want it'[101]. The Association therefore wrote to the principals of all colleges where such part-time courses were being offered with the aim of preventing any further developments. The circular letter poured a good deal of scorn on part-time education, which was described as a pis-aller. Given that 90 per cent of students were now qualifying via full-time courses, there seemed little future in part-time education for librarianship, except perhaps at non-professional level.

The move towards an all-graduate profession had an inevitable effect on the Association's view of the Library Assistant's Certificate. Foskett himself wrote in 1969 of a three-tier qualification structure of non-graduate ALA, first degree in librarianship and first degree in another subject, together with a postgraduate librarianship qualification, 'Leaving aside the Library Assistant's Certificate'[102] (my emphasis). But already even the two-year course was under a cloud, with better students being 'siphoned off' onto the degree courses. John Cowley,[103] then Assistant County Technical Librarian at Hatfield Polytechnic, feared that the non-graduate ALA route to qualification would be as much of a dead-end as the City and Guilds certificate. He argued for a new kind of library worker - the technician:

> At the same time libraries need a steady supply of adequately trained young people at what might be called technician level. What has yet to be considered is the likely demand for such people and who could best train them. It is already known that, by the mid-70s, the output of post graduate and first degree librarians will be at the rate of 700 - 800 per year. Would it be too much to ask that libraries analyse their professional requirements before then so that this group of young professionals be efficiently absorbed and utilized and that they are supported by well trained technicians whose courses have been short, intensive and largely library-based?[103]

No doubt influenced by the North American concept of 'career lattices', Cowley argued for the:

> ending of the situation whereby our profession concentrates on educating the school-leaver. The intake of young people must continue at about the present level given existing economic conditions but, in addition, I should like to see the creation of a very flexible professional education system under the auspices of CNAA which would encourage and allow a practising librarian to improve his knowledge and qualifications at various times in his career, probably by means of part-time 11 degree studies with short periods of secondment for the preparation of Final examinations. There should be a series of interlocking educational boxes, a matrix of opportunity available to all in our profession. The matrix might include a Technician's Certificate, a non-graduate Diploma, a first degree, a post-graduate diploma and, of course, Higher Degree qualifications. With CNAA controlling aims and standards, it should be possible to relate one qualification to the next, for candidates to enter the field at any chosen and suitable level, and for there to be an understood relationship between the various parts. Success at one level would encourage progression to the next. This system could help the bemused eighteen-year old take a relatively calm view of 11 his future prospects and avoid the feeling that a contd. bad choice at eighteen will necessarily blight his career. The translation of the present A.L.A. into a degree qualification is not exactly an easy or short-term operation. How many of the present ALAs could cope with, say Hons. degree studies is difficult to say. My own guess would be 10 - 15%, but the important thing is that the opportunity should be there. It would be foolish to ignore the financial and other problems

> associated with the mature study, but the new Polytechnics are successfully recruiting among the ranks of the mature by offering part-time and sandwich degree courses. The student continues to earn his salary while studying and attendance at College on one afternoon and two evenings each week is not an impossible burden for the keenly motivated to carry.
> The incidental feedback through these students to the Schools could be most valuable, but primarily the value of such a structure to the individuals involved would be enormous. We should witness the return of old students to their Schools not only for the reunion dinner but also for further periods of study. Such a picture is not unrealistic if one considers the rapid changes facing all professions. The necessity for constant re-training, short courses and further education is freely acknowledged throughout our society. Librarians, too, require these opportunities and facilities.[104]

At the time, little heed seems to have been paid to Cowley's ideas, though they re-appear in many of the developments of the later 1970s and hint at the North American 'career-lattice concept. The general issue of part-time study in an era of full-time education had, in any case, already been tackled by Albert Standley, course tutor in librarianship at West London College. Standley stressed that there was a continuing need for part-time education and training, particularly in non-public libraries. He proposed that part-time library education centres, supported by the DES library schools and library systems, to provide part-time and short courses in a planned, systematic way. The centres were to be situated at the most central point possible in a limited number of very high population areas. Though this proposal echoed the Jessup Report's (1968) concept of area training officers for libraries, it was not taken further.

What was developed further, by Standley himself amongst others, was that, not only should there be day-release courses for the library assistant's certificate, but also for 'any higher, mainly technical, non-professional qualification which, it is earnestly hoped, may eventually be instituted'.[105]

As early as 1966, there was 'talk of the possibility of a higher certificate', it being seen as logical by at least one writer to 'provide a separate career structure for sub-professional staff who cannot now proceed to the Professional Examination', though, 'in view of the high turnover of this level of staff due to marriage', it was doubted if the numbers likely to proceed to a higher certificate will be sufficient to make the holding of an examination a practical proposition'.[106]

Nevertheless, on 21 February 1972, an 'exploratory meeting' was held at West London College to discuss a proposal (by the College and its tutor in librarianship, Albert Standley) that it should institute a course leading to its own diploma in library practice. Led by Standley himself, the meeting was attended by representatives from a wide variety of libraries as well as from colleges which prepared candidates for the Library Assistant's Certificate examinations. Jack Bird, Education Officer of Aslib and the author of the 1966 comments noted in the previous paragraph, was also present.

West London College had been running courses for the City and Guilds Certificate successfully since 1968 and comments received from employers had led Standley to suggest that a higher level qualification was required. But this was not the only reason; though the existing certificate courses were 'useful and attractive to good calibre assistants ... [they] had a necessarily broad, general and rather superficial syllabus'. Standley proposed a more advanced course which would 'provide more practice and go into more detail ... it would also add certain things to that syllabus and would give the students and their employers some opportunity to investigate at least one topic which was of direct concern to their own individual service'.[107]

While conceived as an extension of their assistant's certificate, the City and Guilds Institute did not feel that the time was ripe for the introduction of a higher qualification; nevertheless, the CGLI wished to be kept informed of any further developments. Standley certainly assumed that possession of the existing certificate would be the usual entry requirement, though

> the college might also accept students who had other librarianship qualificiations, or no qualifications at all, but say were 21 years old or over, had worked in libraries or information services for not less than 3 years and had their employers' firm sponsorship. The course might appeal to anyone, at whatever level, in any type of library and could fill the gap which lay between the general, mainly full-time, professional education and the occasional short courses of Aslib and others. It was intended, however, for the more senior, longer-serving, non-professionals.[108]

Judging by the summary notes of the exploratory meeting, discussion was wide ranging. Use of the word 'diploma' was not much liked:

> The Library Association, it was said, would probably not be opposed to the running of the course, as long as it was part-time only, and to the issue of a certificate of satisfactory completion. The use of the term 'Diploma', however, might be seen as an attempt to challenge the professional examinations, might be confused with the professional qualifications and so might be very unwelcome to the Association. It was generally thought that to introduce yet another diploma would be confusing. It was finally agreed that the term 'Higher Certificate' might find most ready acceptance.[109]

Clearly, fear of nonprofessional qualifications as a threat to professional status was still very much a live issue. In addition, however, the DES was in the process of completing its first largescale survey of library staffing which it was thought would isolate the various types of personnel and qualifications required in libraries. In any case, a syllabus was already being drafted elsewhere for a library studies optional paper to be included in the Ordinary National Certificate syllabus in Public Administration. It was suggested that the ONC would serve both as a higher certificate for library assistants and as an entrance qualification for those wishing to study at library school. Bernard Palmer pointed out that the ONC, if backed by three 'O' level passes, was already acceptable as fulfilling minimum entrance requirements. On the other hand:

> He did not think that inclusion of a Library Studies option would make much difference, or would indeed be welcomed. Neither the Library Assistant's Certificate, nor such a qualification as that proposed by West London, was likely to be 14 regarded by the LA as giving an exemption from the entrance requirements to its examinations. The general feeling of the meeting was that there was no harm in making library studies a new ONC option but that it would not be particularly attractive to either employers or library workers. The chances of a person with this variety of ONC finding himself in a position where he wished to embark upon the professional examinations were remote.[110]

The diploma syllabus itself was commended, particularly for the way in which it attempted to associate employers closely with the course and for its general usefulness. However, since the college could not guarantee any financial reward upon completion of the course, takeup was likely to be small. The syllabus is discussed further in Chapter 4, Section 4.

The report of the West London meeting was received by the LA's Education Committee on 19 April 1972.[111] It was agreed - no doubt partly because of the dispute with the CGLI over the 'Concordat' - that the West London qualification should not be a local certificate but should be under the aegis of City and Guilds. Since the Institute was not prepared to contemplate such a development, Standley's scheme was, by implication, not supported by the LA and, indeed, nothing further happened in this respect.

Later that same year, however, the Education Committee received and approved a report that the Joint Committee for National Awards in Business Studies and Public Administration had agreed to the introduction of an optional subject 'The use of libraries and information' into the ONC in public administration. Drawn up largely by K.A. Mallaber, the aim of the syllabus was 'to familiarise students with aspects of the production, publication and dissemination of specialist information and with its role and importance in management; techniques of storing and retrieval; methods of presentation to the various levels of management'.[112] The course aimed to cover topics such as the need

for information, information storage, sources of information and their organisation, use of libraries and presentation of information. 'Almost all' the topics in the syllabus were 'to be associated with practical work, or with visits to libraries and other sources of information'.[113]

The DES census, referred to earlier, must have come as something of a disappointment to those librarians who hoped that the survey would identify the various levels of qualification required in library work. What it did show, inter alia, was that in 'fulltime equivalent' terms, 53.4% of personnnel working in U.K. libraries were working at non-professional level yet not 'undergoing training as librarians or information scientists prior to fulltime attendance at a school of librarianship'. While the Library Association must have been pleased with the low percentage (0.9) of 'staff holding formal qualifications in librarianship or information science but not occupying posts for trained librarians or information scientists', the fact is that 7.5% of fulltime equivalent staff occupied posts for trained librarians had neither degree nor formal qualifications in librarianship.[115] When the number of professional posts vacant was added to those occupied by unqualified staff, it could be demonstrated that, in the U.K. as a whole, there was a 37.3% 'shortfall' in the number of qualified staff required.

These statistics were hardly likely to induce either the Library Association or chief librarians to spend much time or effort thinking about training for nonprofessional staff. In any case, public librarians would soon be enmeshed in local government reorganisation, while academic librarians were to be faced with the first major round of cuts in higher education since the Robbins Report of 1963. By 1973, progress reports on the LAMSAC (Local Authorities Management Services and Computer Committee) research project on the staffing of public libraries were appearing.[116]

These studies, rather than the DES 1972 census, might have pointed the way forward as far as nonprofessional education and training was concerned. But there is little evidence of any real degree of concern for this group of staff. The DES report The public library service :

reorganisation and after stressed the need for 'new staff structures' and referred to the need for 'the reorientation of staff at all levels, to introduce them to the objectives and organisation of the new authority and to lay the foundation for good staff relations and successful teamwork in the future'.[117] No specific proposals were made.

Asked to comment on their post-1974 staff structures, most chief public librarians concentrated on the organisation of their professionally qualified staff and the recommendation that 40% of personnel were chartered librarians. Some did take the opportunity to devolve supervisory duties to support staff, who thereby gained a career structure of sorts and one or two authorities reported that they either used the City and Guilds Certificate as a qualifying examination and/or were using the syllabus as the basis for an inhouse training programme for library assistants. Not all the chief librarians were intent upon achieving the 40:60 professional:nonprofessional ratio. Dean Harrison of Kent wrote:

> The need to staff our libraries economically is as important as the need to staff them well and we do no service to either our readers or our staff themselves if we employ a host of professional staff doing non-professional duties. Considerable thought has therefore been given to employing senior non-professional staff not as cheap labour but to prevent qualified librarians spending time on non-professional duties.[118]

By now, the LAMSAC studies were well under way. The first stage was a study of nonprofessional work in libraries - a subject which occupied the whole of the second volume of the final three-volume report eventually published in 1976. Intended as a way of assisting the DES to forecast the number of professionally-qualified librarians required in public libraries, the report concentrated on the numbers of staff needed at various levels and the use of formulae to determine the correct personnel establishment for any given situation. Considered to be out-of-step with the austere times in which it was published if not researched, the LAMSAC study was not well received[119] though subsequently some of its formulae have been used to good effect to

demonstrate under-staffing.[120] The report did at least draw attention to the need for adequate training - absent in many libraries - and recommended a training allowance based on the training programme 'of one authority known to be progressive in this field'.[121]

In the same year that the LAMSAC report appeared, Sergean and others published the final report of the Sheffield Manpower Project. A number of interesting points emerged. Perhaps most significantly, it was simply not possible to divide work into non-professional and professional activities outside the public library field because the units concerned were far too small. The 1972 DES survey had already shown that nearly half of all library and information workers were employed in units of 50 or less, and a fifth in units of 10 or less. Sergean argued that 'generalists and all-rounders' (descriptions often applied to para-professional staff) rather than specialists were required because of this. Adequate staffing, he continued, meant 'employing staff on tasks, and under conditions, to which they are best suited and in which they can be most effective'.[122] He reported that almost two-thirds of the posts surveyed were 'practitioner' only, while less than 2% of the jobs studied had 'a purely planning and/or supervisory emphasis'. He suggested that the level of expectation of graduates entering librarianship was perhaps too high, though 'almost a quarter of those earning £3,500 and over (at the time of the survey) rated themselves as overpaid for the work they carried out'.[123]

Clearly the changes since 1964 had not been entirely happy ones in their consequences and further reviews of education for librarianship - discussed in the next chapter - were deemed necessary. It was a pity then that, in the ensuing debates, some of the most striking data in the 1972 DES survey was largely ignored. The 'histograms of staff by type..' show the age, sex and qualification distribution of library staff in 1972. From these diagrams one can summarise that non-professional personnel in libraries of all kinds were:

(a) predominantly female

(b) usually under 25 years of age if full-time, though often considerably older if part-time.

(c) often part-time (no histograms for part-time male staff were included since so few posts of this kind were recorded).

In addition, part-time staff occupying professional posts were rare indeed, especially in public libraries. These are important points, which should be borne in mind in the later detailed discussion relating to the City and Guilds Certificate and the support which it received.

THE MOVEMENT TOWARDS A TECHNICIAN QUALIFICATION IN BRITISH LIBRARIANSHIP

1

1973 - 1976

In October 1972, the Library Association set up a working party to consider the future of the Association's qualifications on the assumption that, by January 1981, librarianship in the U.K. would be an all-graduate profession. The members of the working party were the Chairman of the Education Committee (D. Jones), the Chairman of the ABLS (D.Davinson), E.A. Clough, K.C. Harrison, and T. Bell, with S. Lawrence and D. Porter as observers.

The working party met five times, the final report being presented in January 1974. The final draft of this document was discussed at a meeting of the Education Committee on 29 November 1973. Most of the recommendations related to the switch to a graduate profession and to the need to safeguard the position of non-graduates likely still to be in the process of qualifying after 1981. In addition to a critique of the Schur report and a recommendation that fellowships be awarded, inter alia for 'professional attainment', the draft discussed future policy towards non-professional staff.

> The long term effect of our Recommendations on the movement towards a graduate profession is likely to be a sharper division of library staffs into professional and non-professional, and one coming higher up the scale of work than that currently allotted to library assistants. This will undoubtedly result in a demand for better training for non-professionals. It would, in our opinion, be desirable to associate such trained non-professionals with the Library Association in some way but, beyond agreeing on the desirability, we can see no way of doing so except by creating a new category of membership called, perhaps, 'Certificated Library Assistants'. This might help to prevent a dichotomy of interests between those engaged in library duties.
>
> Recommendation IX
>
> that urgent consideration be given, in the light of the foregoing Recommendation on a graduate pre-

> entry qualification, to establishing a further category of membership called 'certificated Library Assistant' for those persons engaged on intermediate duties of a quasi-professional nature under supervision, to come into operation on the effective date for the commencement of a graduate requirement for admission to the professional examinations.[2]

Here was an answer to the criticisms of Collett, Pocklington and others as well as a codification of Cowley's (and indeed Foskett's) library technician. In addition, it was an attempt to fill the gap created not only by the move towards a graduate profession and the demise of the two-year courses, but also by the disappearance of those staff who were part-qualified for some, if not all, of their careers and carried out what were, in effect, para-professional duties. The recommendation did not win wholehearted approval at a meeting of the Executive Committee (at which representatives from the library schools were present) held two weeks later:

> On the question of the 'intermediate' assistant there was sympathy with this training need, but a strong feeling that, to create any kind of special niche for them inside the Association by creating a list of 'certificated assistants' or some such device, could endanger the regard shown for the Register, even though most newcomers to the Register would by then be graduates. It was feared that the position of the non-graduate Chartered Librarian might be eroded in the later years of this century. It was nevertheless noted that one of the effects of becoming a graduate profession was likely to be a smaller Association, with a larger number of library assistants doing work at present done by Chartered Librarians, and for whom at present there was no training provision beyond that provided by the courses for the City and Guilds Certificate. The relationship of such assistants with the Association was seen to be a problem, particularly as any certification could not provide a ladder to professional status.[3]

The result of these discussions was a revised Recommendation IX which was approved in January 1974 and published (as part of the text

of the whole working party report) in the March issue of the LAR Together with its preamble, the later version read as follows:

> 12. The long term effect of our Recommendations on the movement towards a graduate profession is likely to be a sharper division of library staffs into professional librarians and support staff. This will undoubtedly result in a demand for a better training for such staff. It would, in our opinion, be desirable for the Library Association to be associated with such training in some way.
>
> RECOMMENDATION IX
>
> We Recommend that discussions be entered into with the City and Guilds of London Institute with the object of changing the context and enhancing the standard of their Library Assistant's Certificate to meet the requirements of support staff in libraries.[4]

Clearly this was a much weaker recommendation, though one which Chairman Jones agreed to discuss with the Library Assistant's Certificate Advisory Committee.[5] The problems of professional status and the fear of non-professionals were still much in evidence. The situation was summed up by a Rhodesian librarian:

> In Britain the jealous attitude of the Library Association has led to the position where anything requiring any discretion or virtually any mental activity at all is listed as 'professional', and the rest is stretched out finely to make up a syllabus for library assistants. There's no half-way house: graduate and non-graduate courses are still quite similar in content and aim, with a heavy emphasis on practical work, and little is left for anyone at a lower level. (This is a self-defeating approach, by the way, depressing the status of the so-called 'professional'.) There's a little book which spells it all out. I'll give you an example of the kind of distinction it makes: cataloguing is a professional activity, but the non-professional is allowed to order printed cards from BNB. However, the number ordered must be determined by your professional.[6]

'The little book' was already being revised. No doubt as much a response to the surveys[7] suggesting that there were still unqualified staff in posts designed for professionally-qualified librarians. As to the deliberations of the Working Party on the future of professional qualifications, the Library Association set up a working party under the chairmanship of K. A. Mallaber to update the 1962 list of professional and non-professional duties.

The new edition was published in 1974. Though the preface states that the work had 'been revised to bring the various branches of professional work into a closer relationship with the best modern practice and thinking', within eight years the later Working Party on Non-Professional Education etc. was stressing that 'there was an urgent need for a clear general statement by the [LA] Council on the nature and function of professional and non-professional duties'.[8]

The reason for this was perhaps that the 1974 revision saw no great shift of emphasis either towards or away from the professional end of the list of duties. Though every item in the 1962 document had been 'systematically reconsidered' over a period of two years by the Research and Development Committee's Working Party, the overall shape and content of the first edition remained. Some descriptions were 'professionalised' or de-professionalised, and there was a recognition that 'mechanization' would increase the amount of routine work, but there was still a preoccupation with Library work as being primarily professional, with a residue of routine being 'stretched out', as Hartridge put it, to form a list of duties for non-professional staff.

At about the same time, yet another working party reported. On this occasion, the topic was post-qualification training. There had long been concern at the fact that, although library school graduates might have been educated, they had not been trained in librarianship. The report made several valuable suggestions, not least as to the size of the 'training team' in a library - a suggestion echoed by the 1977 Report of the Association's Working Party on Training. 'In all cases, appropriate provision should be made for clerical support staff' said the earlier document though, as was to happen with the pre-licentiate schemes of the 1980s, much of the effort seems to have gone into

professional rather than non-professional training.

It was the Report of the Working Party on the Future of professional qualifications which took the profession by storm. For most of 1974 and much of 1975, the correspondence columns of the LAR were full of letters concerning the Working Party's proposals and in particular its assumption that the profession would eventually be an all-graduate one. As one correspondent put it:

> Taken over all, the profession simply does not have the scope to justify or satisfy a 100 per cent graduate in-take. The day-to-day routine of the vast majority of libraries does not provide sufficient work of an intellectual level to require more than a small proportion of its staff to have a university degree. Perhaps as much as 80 per cent of a library's work-load consists of shelving, filing and clerical work, i.e. the repetition of standard procedures - a fact conveniently ignored or simply not realized by library schools and which frequently leads to disillusionment among non-graduate, let alone graduate recruits.[10]

However, despite many protests, there was an air of inevitability about much of this written debate and an expectation that librarianship would become a graduate profession. But what was meant by a graduate profession? Peter Havard-Williams[11] argued that the Schur Report gave the answer. In his work for the OECD, Schur had outlined the following structure;

advanced professionals
post-graduate qualified professionals
graduate qualified professionals
non-graduate professionals
non-graduate para-professionals
clerical assistants

This was a framework, argued Havard-Williams, already in use in University librarianship which had, in effect, been a graduate profession for many years. He continued:

> I forecast that in the public library service there will happen what has already happened in national and university libraries: as senior staff become more and more expensive, new less expensive grades will be invented which will attract staff adequate for the intermediate professional jobs which have to be done in every library. When Assistant Keepers in National Libraries, and Assistant Librarians in University Libraries got better and better conditions and salaries, new grades of research assistant and senior library assistant respectively were introduced. If you think that all professionals having degrees will make us all equal ('no elitism here') do not kid yourself: there will be masters' degrees for the more ambitious, so that some will be more equal than others![12]

Havard-Williams argued that the intermediate professional post would continue in existence for many years to come and that qualifications such as Loughborough's two-year Diploma in Higher Education (dismissed rather abruptly by the L.A. Report) would produce people capable of filling such vacancies. Those sufficiently motivated could continue for a third year and become graduates. Without this middle level qualification, too many graduates would be undertaking semi-professional work, thus downgrading rather than upgrading the status of librarianship.

'In my view', he continued, 'throwing away the Library Assistant's certificate was unwise [but] proposing to develop it further is compounded foolishness.'[13] The Library Association was encouraging the profession 'to throw away the standards built up over seventy years or so for an untried, and as yet undefined qualification, the nature of which no one has considered. This is not throwing away the baby with the bath water; it's throwing away the bath as well'.[14]

Havard-Williams was here referring to Recommendation IX. In the discussion which followed his paper, there was much support for the development of the Dip. H.E. course, and indeed the introduction of a technician class. 'Fifty per cent of library work could be done by a technician' asserted one member of the audience.

Other correspondents in the LAR at that time were making similar comments. Some echoed the earlier fears of Collett and Pocklington regarding the 'us and them' divide in librarianship. Others agreed that, post-1981, there would be a need for a higher non-professional qualification than the City and Guilds Certificate though one writer hoped:

> that the level is not enhanced too much as this would defeat the objective of the original exercise, which was to provide junior library staff with some idea of the immediate library environment.[15]

While another made much the same point as Sergean was to do in his 1976 report: namely, that library work could not easily be split into professional and non-professional, especially where the total complement of staff was not great.[16]

In July 1974 Derek Jones attempted to reply publicly to some of the criticisms of the Report voiced through the LAR. Of non-professional education, he says:

> It is not the view of the Committee that professional work should be performed by support staff, and the Report does not state this. What it does say is that professional librarians should only do professional work and that work which is sub-professional will be more efficiently performed by properly trained support staff. A problem which exists in many kinds of library is the constant need to recruit, train and retain library assistants. The introduction of a career structure with rewards both in job satisfaction and in financial terms would ease the present recurring training problem.[17]

At a meeting on 28 November 1974 the Education Committee considered these and many other comments relating to the proposed future of professional qualifications. 28 letters had been received from groups and branches of the LA, two from schools of librarianship, nine from other organisations and 65 from individuals.

It was reported that, *à propos* Recommendation IX:

> A number of groups and individuals commented on this recommendation because they clearly felt that, if Recommendation I (graduate status) were accepted there would be a need for an intermediate qualification for support staff. (The Library Association's Industrial Group suggested that such a qualification should still offer the means of becoming an ALA and this view was supported by ASLIB).
>
> Although four letters firmly supported [the] recommendation and the Library Assistant's Certificate Tutors Discussion Group offered their advice and experience in any discussions which might be held, there seemed to be a general feeling of unease.
>
> There was clearly dissatisfaction with the City and Guilds. ONC was suggested as one better alternative and the Yorkshire Branch of the LA set up a working party which suggested a whole structure - C & G., ONC, HNC which in turn would provide entry to degree courses. Several letters, however expressed the hope that the LA itself would become involved in this level of qualification and assume responsibility for it, that it should be a nationally-recognised qualification for non-professional staff and that the LA should press for suitable financial recognition.
>
> Obviously, different groups visualised the possibilities in different ways. While the CTFE section and ASLIB emphasised the need for an improved standard, the Society of County Librarians doubted whether even an enhanced Certificate would be appropriate for the discharge of community orientated duties...[18]

Members of the Tutors' Discussion Group had already met the Education Secretary at a meeting held in March. The Group resolved to form a special sub-committee to monitor the development and implementation of the proposals relating to support staff, which Bernard Palmer 'took to mean the type of person who was taking the Library Assistant's certificate at present'. Palmer also 'mentioned the possibility of an intermediate certificate, somewhere between the LAC and the graduate professional examinations'.[19]

Here were further references to the advanced certificate suggested by Standley and others some years previously; references which summarised the dissatisfaction with the seemingly low level of the City and Guilds qualification. The CTFE took the discussion in the light of Recommendation IX a stage further, however. No doubt because of the fact that the assistant's certificate courses were taught largely by tutor librarians in colleges of further and higher education, CTFE (later CoFHE) was particularly receptive to developments in education at sub-professional level.

The CTFE discussion document Argument and proposal for intermediate qualifications for library staff (1975) was largely the work of one man, Rennie McElroy, Deputy and later Chief Librarian of Napier College, Edinburgh, an institution noted for its work in para-professional library education by the end of the decade.

McElroy had already delivered papers (not published) on the subject of non-professional training and education in the wake of the 1974 Report. He found from his membership of the CTFE National Executive that there were many who looked for a truly para-professional qualification. In addition to Albert Standley, for instance, Michael Williams, Tutor Librarian of Brunel College, Bristol, had attempted to persuade local employers that they should move towards a two-year certificate, essentially an extension of the CGLI qualification, but perhaps locally devised.

McElroy's Argument and proposal ... was a bold paper. After asserting that 'two major defects in education for librarianship [were] the lack of an intermediate grade qualification and the Library Association's.... policy that all professional education should be full-time'[20] he discusses the question of 'intermediate grade duties'. He begins by stressing that 'it is not possible to write a single job-description for the intermediate grade librarian as his duties vary with the size and type of library he works in. In a small library he would be involved in relatively more professional related work. In a large system with a highly structured staff, he would do a larger proportion of non-professional work and have a narrower range of tasks'. He nevertheless provides 'an indication of the range and

type of tasks that could be tackled by such staff, mainly at senior library assistant level'[21]. The list of duties (which is discussed further in Chapter 4) was based on the LAs 1974 'division' of professional and non-professional work and used that publication's headings, as follows:

General Administration
Personnel Management
Public Relations
Selection, Acquisition and withdrawal of materials
Cataloguing, Classification and Indexing
Production, Preparation, Conservation ... of Material ...
Information Work and Assistance to Readers
The Lending Function of Libraries

Most of the duties associated with these topics were deemed to be professional but McElroy, as others had done before him, recognised that, in many areas, a technician would be just as effective, if not preferable.

There were other reasons for instigating a paraprofessional qualification however. Within the existing educational structure, it was not possible to reward competent and highly experienced assistants. There was now no qualification which such people could take as proof of ability, other than the City and Guilds Certificate which had seemingly not achieved sufficient recognition in the eyes of either employers or unions. Not only this but, with the abandonment of 'external' professional examinations and the virtual demise of part-time study, there was no real career structure for the non-professional and, despite earlier hopes of a 'bridge' to professional status for the most ambitious 'NCOs', little chance of becoming chartered.

McElroy himself had long been a champion of part-time study for professional qualifications and, between 1973 and 1983, he and colleagues at Napier College ran an early distance learning or 'directed private study' scheme, through which some 125 people became Chartered Librarians'[22] His views were fully expressed in the 'McElroy manifesto', published in the LAR in 1978:

> To pursue any policy to extreme, however, is to shun problems that could well be solved and to create a sub-optional pattern of events by ignoring substantial and important minorities. Adoption of a total full-time policy, the exclusion of all part-time courses and the abandonment of the Library Association's examining role assumes that the profession of librarianship, as represented by the Library schools can and should exercise full control over the people who enter the profession, their mode of entry, and their subsequent progression through various levels of competence and achievement.[23]

As he concluded in his CTFE paper:

> The present arrangement will eventually have a deleterious effect on the quality of staff entering the profession. Able people will not enter a profession offering no hope of advancement. Furthermore, in a qualifications conscious society, it is grossly unfair to deny staff a qualification which adequately reflects their knowledge and skills. Qualifications mean self-respect and better salaries. Everyone should be given opportunity to become qualified to the upper limits of his ability.[24]

This was to become one of the cornerstones of the Scottish Library Association's education policy, discussed in Section 3(b) of this chapter.

The CTFE paper sets out in considerable detail the kind of intermediate course which McElroy and others felt was necessary. There were undoubted difficulties in deciding upon the appropriate academic level. McElroy himself favoured two qualifications, equivalent to ONC and HNC respectively. He points out that:

> The plans of the Business Education Council and the Technician Education Council indicate that they intend to recreate the examination structure which formerly enabled National Certificate Holders to progress through to Professional qualifications. 4.13 Librarianship must not be tardy in offering similar opportunities if it is to compete with other professions in recruitment at intermediate levels. One envisages eventually a ladder of qualifications providing for progress from bottom to top of the profession without resort to non-library courses (e.g. GCE). Even allowing for the possibility in the future of all graduate entry to the professional register, such a procedure should not be ruled out. Part-time and evening degree courses are being developed and not only via Open University.[25]

This foreshadows many of the recommendations made in the Paulin Report, discussed in the next section of this chapter.

The major objective of McElroy's proposed course was to 'create staff who can work with minimal supervision in immediately sub-professional and professional related areas, and who have sufficient professional competence (and confidence) to use initiative as required'. The objective was 'not to create a full-blown professional capable of management, policy making and planning, but to develop a person skilled in day-to-day semi-professional activities who can administer a small to medium sized unit or carry out semi-professional tasks under the guidance of a Chartered Librarian.'[26]

McElroy suggested that the newly-formed Business and Technician Education Councils should administer what was - at least initially - envisaged as a two-year course, though the LA and employing librarians would also be involved. A total of 432 contact hours were split up between the various headings already noted. The syllabus content is discussed further in the next chapter.

The CTFE discussion paper was reviewed at a meeting of the LACTDG held on 26 March 1976. The Association's Industrial Group had also produced a similar document (discussed in the third section of this chapter) entitled 'A Certificate in Special Library Techniques' for consideration. In attendance was Miss Angela Turner, the

Association's Registrar - a new post created when Education Secretary Palmer had retired in 1974. Time was short at the meeting and a special gathering was convened later that same year.

It was nevertheless reported that Colin Harrison of CTFE would be meeting representatives of the Business Education Council to discuss the question of non-professional qualifications in librarianship. As a result of this meeting, McElroy revised the original CTFE paper in the context of the Business Education Council's policies. The list of para-professional duties in the earlier document was now annotated to show that many basic tasks such as collecting and reporting statistics or maintaining audio-visual and other equipment were 'common to many professions and might therefore be included in BEC core modules'. McElroy estimated that about half the duties in his draft syllabus fell into this category. In addition, however,

> Further valuable background material is an outline knowledge of the working of local and central government and of the education system. It seems likely that any course for library assistants would come under the control of the BEC public administration and public sector studies board and, once again, this basic information will therefore be provided in the core modules.[28]

Library assistants might well benefit from inclusion in a larger multi-disciplinary group of students, it was argued, and separate tuition would be needed only for the 'optional specialist module'.

It was suggested that the Assistant's Certificate should be retained as a 'basic technical training' and as an entry qualification to the second level of the three-tier BEC qualification structure of the second and third levels, McElroy wrote:

> BEC 2 will obviously give entrance to BEC 3 so, at this level, this condition is satisfied. Having surveyed briefly the educational qualifications held by library staff, it seems important to provide BEC 2 and BEC 3 from the outset, rather than to assume that BEC 3 will be required only after a good number of people have successfully completed BEC 2. There are many assistant staff with entry qualifications to BEC 3, indeed with entry qualifications to ALA. These staff have no

> librarianship qualifications simply because there are none to be had, rather than for failure to satisfy entry requirements. In this situation it seems likely that employers might well decide to release the more highly qualified first and that therefore early demand might be for BEC 3. This however is little more than a supposition which should be investigated by proper market research.[29]

McElroy's comments and proposals were endorsed at the special LACTDG meeting held on 18 June 1976. The group was strongly of the opinion that the assistant's certificate should be an acceptable qualification in terms of the entry requirements for the BEC 'advanced' qualification.

The LACTDG heard that the BEC/CTFE meeting had taken place and that two possibilities had emerged:

(a) a specific library course
(b) a librarianship module to be incorporated into a more general course.

BEC was willing to consider submissions under either heading. However, the Library Association itself was now reconsidering the question of paraprofessional qualifications in librarianship and the CTFE proposals were taken up by a working party set up to discuss the relevant recommendations of the 'Paulin' Report, described in the next part of this chapter.

However, a number of developments did take place at this time which are worthy of note. The CTFE section was clearly keen to be involved with the new BEC qualifications and, separately from the discussions about library qualifications, a submission was made to the Council regarding the possibility of including the teaching of information retrieval in the 'common core' modules. As part of the 'People' and 'Literacy' elements, CTFE argued that 'access to and intelligent use of information' was a key factor. Information

retrieval was to be taught at both levels 2 and 3 and should be 'firmly based in practical work' and subject orientated. 'The close involvement with the library and the nature of the subject suggest that teaching would best be done by librarians working in conjunction with subject teachers'.[30]

The document was received by the Library Association, along with the CTFE paper on paraprofessional library qualifications, though it was sent back to the section for further redrafing.[31] However, the following year, the LACTDG heard that Lawrence Tagg, of Newcastle Public Libraries, had been asked to advise on BEC's proposed Information Studies option, while Donald Davinson would be doing the same for the draft Library Studies module. Neither option was intended for people working in libraries; the modules were rather for students who wished to take them as part of a number of BEC courses.

In December, the Professional Development and Education Committee learnt that the CGLI had set up a working party 'to consider various matters relating to the future of the certificate' partly, no doubt, in response to the several 'BEC' proposals. Certainly, it was the view of the LACTDG that the proposed 'intermediate' schemes might 'kill' the CGLI qualification.[32]

1976 also saw the mounting of a second DES census. Though the histograms were not repeated, the same conclusions as in 1972 could be drawn with regard to non-professional staff. The number of posts for qualified librarians either vacant or occupied by unqualified staff had fallen by 10%, though half the senior personnel in special libraries were still not qualified. The summary noted that, in some cases, vacancies were actually 'frozen' posts - not to be filled in order to save money.[33] As yet, there seemed little anxiety amongst officials at either the DES or the LA, though the next few years were to see a substantial change in the fortunes of the profession - a change which had an undoubted effect on the evolution of para-professional qualifications.

1977

The year 1977 was both an end and a beginning. K.A. Mallaber was dead - he had died the previous year - and his contribution to the development of professional education for librarianship in this country was significant, as was seen in the earlier chapters of this study. 1977 also marked the centenary of the founding of the Library Association, an event celebrated by a number of publications. While some - notably Munford's history[33] - looked back over the hundred years of British librarianship's evolution, several looked forward to the next few decades, if not the next centenary.

K.C. Harrison's Prospects for British librarianship, for instance, aimed inter alia to discuss the future training, education and management of the library and information workforce. Contributions to the collection of essays came from many sources. Though much of the discussion again centred on the graduate profession, there were several references to support staff and the need for adequate training of this group. Neil Simpson, Assistant Chief Librarian for Tameside, wrote:

> It seems highly likely that in future librarianship will be split into at least three levels:
>
> i The professional, highly qualified librarian
> ii The qualified library technician or intermediate professional
> iii The unqualified library assistant
>
> Such a situation already exists in university libraries in which the middle level is occupied by non-graduate chartered librarians. In public libraries there is a tendency towards the creation of posts of senior library assistant which are filled by experienced assistants who may have no formal qualifications or, in some cases, the rather unsatisfactory Library Assistants' Certificate. Staff without formal library qualifications have filled important posts in special libraries for many years. This suggested new level would lie somewhere between that of the present non-graduate chartered librarian and the senior (unqualified) library assistant and would involve formal training and qualification. At present, on the one hand there are too many chartered librarians who are being under-used and, on the other hand, there are too many able assistants who are not allowed to realise their full potential or are underpaid for it if they are.

Little had changed since John Cowley's article, and McElroy had already said much the same thing. But, continued Simpson,

> What the Library Association has to consider is whether it is to cater for the library technician. To exclude such people will probably mean a reduction in numbers of the Association and the creation of a new and possibly larger organisation in librarianship, because this new grouping will undoubtedly wish to have a voice, to belong to an organisation. Of course, it is open to anyone to join the Library Association, but only chartered librarians have a controlling voice in its affairs. The advent of a new three-tier arrangement would require the Association to consider again the question of differing classes of membership. If this were done, it would be in keeping with the traditions of the Association to ensure that it is possible to move from one class of membership to a higher.[34]

We see again the difficult question of membership of the Association for non-professional staff. But without needing to search too far, we also see the old antipahy towards this workforce. Speaking at the LA Conference in 1978 for instance, Gerald Bramley criticised moves towards the 'intermediate' librarian:

> There is a school of thought which takes the view that if we do cut back on the number of young people entering the profession, then librarians will be in short supply and libraries will have to raise salaries in order to attract the right people. There is nothing in past experience to suggest that this will happen. What employers will do is to follow the same practice which existed in 1958. Unqualified staff will be appointed to fill the posts formerly occupied by professional librarians. With the spectre of the Business Education Council courses for para-professionals on the horizon, one can see the number of posts for qualified librarians shrinking still further. Not just frozen, but permanently abolished.[35]

Bramley's comments reflected a growing fear amongst librarians that they would soon be too numerous. The optimism of the reports of the 1960s and early 1970s - Robbins, Parry, Jessup, LAMSAC gradually

gave way to a pessimism akin to that of the 1930s and the 1950s as far as librarianship was concerned. The first oil crisis and the ensuing economic recession had soon put paid to the expansionist dreams of the previous decade and by 1977, a serious overproduction of professionally-qualified librarians was being forecast.[36] Concern was expressed at the increasing number of librarians who were either unemployed or in posts more appropriate for non-professionals.[37]

Against this background, two reports of LA working parties - set up in 1975 - were published. The Working Party on Training was set up by the Education Committee in January, 1975 and its final report, Training in libraries, was approved by LA Council in October 1976, being published the following March. Neil Simpson was Chairman of the Working Party.

As already noted, the Working Party drew on the recommendations of the report on post-qualification training discussed earlier. The 1977 Report, however, went into much greater detail and contained not only an important policy statement on the value of training - especially at a time of financial constraint - but also positive recommendations regarding training needs, the management of training and the effectiveness of instruction for staff of all levels. Out of the report grew the sub-committee on training and the successful series of training guidelines. For the purposes of the present study, however, the most noteworthy section of the Report is that which identified various levels of staff, as follows:

LEVELS OF STAFF

Level	Description
1	Library Assistant
2	Senior Library Assistant
(3-8	Various professional and pre-professional posts)
9	Clerical (Clerk, Typist, Administrative Assistant, Secretary, Telephonist)
10	Manual (Attendant, Porter, Cleaner, Caretaker, Driver, Canteen and other non-Library support staff)
11	Specialist Technical (Photographer,Binder, Maintenance engineer and others)
(12	Other Professionals working in libraries)

38

Here was a recognition of the 'paraprofessional' senior library assistant, though the bulk of the table was taken up with professional level positions.

The second report of 1977 had far greater consequences for the library profession. The original working party on the future of professional qualifications had met between 1972 and 1974, its recommendations being approved in principle by LA Council in that latter year but, when left open to comment by the membership at large, it was clear that there was considerable unhappiness. In 1975, the whole question of professional qualifications was referred to a second

working party, with the following terms of reference:

> 'To consider **de novo** the range and nature of professional qualifications in the light of the needs of the profession and of the current educational and economic situation'[39]

However, the decline in popularity of the two-year non-graduate ALA course was already so great that Peter New was able to write:

> A report is expected in 1977. While there might be good reason for this second working party to make a fundamental examination of what the profession needs from its qualifications, any attempt to halt the decline of the two-year course is likely to be too late to affect the course of events.[40]

Initially, the working party was chaired by R. Sturt, Assistant Provost, City of London Polytechnic, but the task later fell on Lorna Paulin, formerly County Librarian, Hertfordshire. The Report quickly became known as the 'Paulin Report' and is thus described in the following pages.

The working party met no fewer than 13 times, 'frequently for a whole day'. 'In addition, many papers were prepared by members of the working party relating to particular topics which were discussed'.[41] One of these papers was written and re-drafted by Peter Havard-Williams. Building on his 1974 conference paper, he wrote of paraprofessional qualifications:

> **The development of a programme for the education of certificated, as opposed to chartered librarians, needs to be elaborated without delay.**
> There is an obvious gap betwen the City & Guilds Institute's Library Assistant's Certificate and degree levels. Without detailed investigation, it would seem there is a prime facie case for certificates at various levels for certificated library assistants. These should be modelled on related qualifications in the BEC scheme but should be organised by the Association probably on similar lines to the arrangements for school librarians. Priority should be given to the foundation of a syllabus for the level corresponding to BEC level 2. The minimum qualifications for entry should follow those of the BEC scheme. The courses might well be adopted from the current two year course, including some specialisations significant in the

> kind of library in which the candidate is likely to work. It would be important to build in the study of another subject to facilitate transfers from 'qualified' to 'chartered' librarian in those cases in which this was appropriate, and in particular, within this framework, to enable certificate holders to transfer to a degree. It may well be that some existing schools of librarianship may be interested in providing courses of this kind.[42]

The Working Party's report was approved by LA Council on 27 May and an initial digest of its recommendations appeared in the following month's LAR The heading 'Paulin Report: wider fellowship; graduate entry; assistants to be encouraged' sums up the main thrust of the working party's arguments. Of crucial significance was the reiteration of the earlier proposal that librarianship should be an all-graduate profession from 1981. But, as the June précis pointed out, 'non-professionals will be given much greater encouragement to take up membership and to improve their qualifications'.[43]

The Working Party had sought the views of the membership, groups and branches and had received, inter alia, papers such as the CTFE discussion document. Speaking at the general session held at the Centenary Conference to discuss the Report, Lorna Paulin commented:

> We have recommended a structured system of certificates in library work for non-professional or support staff. There is a very general demand for this. This is one of the things on which there was a consensus of opinion when we received views from all kinds of sections and branches, and so on, of the LA membership. It does fit in with the Royal Charter that we have which puts as our first purpose 'to unite all persons engaged or interested in library work'. It can prove to be a great source of strength to our library services.[44]

Recommendation 8 of the Report dealt with what was to be 'a progressive certification for library assistants', to be introduced coincidentally with the introduction of the new membership structure.

However, it was stressed that:

> These certificates will not in any circumstances constitute an alternative to professional qualifications, but will provide a formal programme of education for assistants in all kinds of library and information systems. They are being introduced directly as a result of demand from members; in the written comments received by the Working Party this need was the one most frequently expressed. The certificates will be called Certificates in Library Work, and they will be at three progressive levels, based on the Business Education Council pattern. The Association will maintain control of the qualifications by acting as a validating body for courses. Assistants studying for these certificates will be able to do so at local authority colleges. The syllabus guidelines will be drawn up by a Working Party to be established before the end of this year. There will be close cooperation with library schools to ensure that, for those with ability and perseverance, holders of the certificates will be eligible to apply for places on undergraduate courses. It will, therefore, be possible for these certificates to be used as an alternative ladder to a full professional qualification. The first courses will probably start in 1980-81.[45]

Derek Jones, a member of the Working Party, elaborated on this paragraph at the Centenary Conference:

> Recommendation 8 provides a range of certificates in library work. It will also create an intermediate group of assistants with certificates who will do much to remove the burden of routine non-professional and para-professional duties. In a small branch library such an assistant with Level 2 or 3 would be involved in a wide range of duties normally associated with senior assistants, whereas in a large central or district library where the staffing is more highly structured, the assistant would have a narrow range of duties but there would be a larger body of non-professional work that could be assimilated.
>
> One of the difficulties of this staffing of small service points is our belief that there should always be a chartered qualified librarian on duty at all times when a library is open - say 40 or 50 hours a week. It is a concept that many of us have striven hard to preserve, but if we look at the volume of work in a neighbourhood library of issuing, say, 150,000 books a year, there is not

> sufficient professional work to utilise the full-time resources of two people, but there is a need for an intermediate grade backup for a chartered librarian, who must direct the service, who must be responsible for creating links with the community and to maintain a proper level of service to the community.[46]

Professor Ashworth, also a member of the Working Party panel, answering questions on the Report at the Centenary Conference added:

> The new proposals allow for the attainment of Library Assistant's Certificates at three levels which will be worked out in conjunction with the business and technical education councils to BEC and TEC levels. The resulting equatability of library with other BEC and TEC certificates will be directly acceptable to personnel and other establishment officers for appropriate remuneration. There is also intention that The Library Association's Certificate 3 level should not necessarily be a dead end, as it is hoped that it could, in the case of few outstanding candidates, be acceptable for entry to courses for a degree in library studies.[47]

The link between the certificates in library work and both professional qualifications and the CGLI qualification was shown on the chart outlining the new structure and reproduced on the adjoining sheet from the September 1977 document.

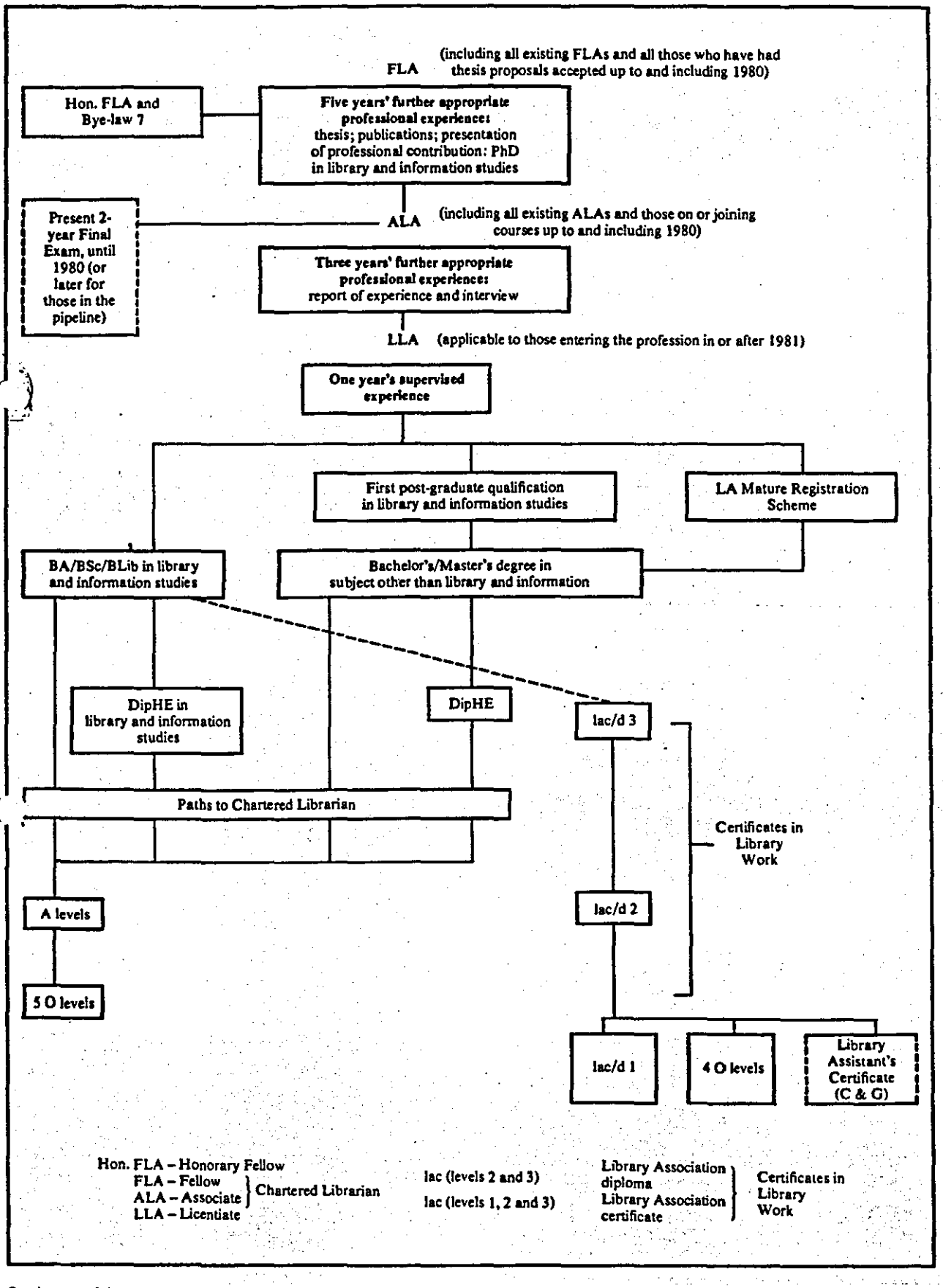
At a meeting of the LACTDG held in June of that year, Kate Wood, Education Secretary of the Association, had explained in more detail how the new scheme would probably work. Though the three-tier structure was closely akin to that operated by BEC, it was assumed that the Council would not wish to add librarianship to its range of courses and the LA would therefore validate them. Holders of the CGLI certificate would be exempt from the lowest (level 1) certificate examination and could therefore proceed direct to the second and third levels. These would be roughly equivalent to ONC and HNC respectively. Since ONC was 'A' level standard, Level 3 might be a higher minimum qualification than was necessary to gain acceptance at a library school. The Association intended to consult closely with the

library schools about the transfer of certificate students to professional courses, and also with the C.G.L.I. 'in the light of the current review of the [certificate] course and the latter's relationship to the proposed Level 1 and Level 2 certificates'.[48] Ms. Wood suggested that the LA certificates might run side-by-side with the CGLI qualification. This was borne out by the members of the LACTDG, who felt that there could well be potential students who did not wish to proceed beyond Level 1. Not all CGLI students had four 'O' levels (the minimum requirement for the LA courses) or would wish to join the Association - the other major prerequisite. The Education Secretary was at pains to point out that certificate holders would not be elected to the professional register, but they would be 'certificated' in some way. (It should be noted that the draft final report of the Working Party had proposed that holders of the LA qualifications would be called 'certificated library assistants' but this had not been approved[49])

The Report represented a 'forward look' for the ensuing 10 - 20 years, though it was intended that the first certificate courses would commence in 1980/81. It would be up to individual colleges to devise detailed syllabuses for the certificates which would then be validated by the Association. It was assumed that most courses would be run by colleges of further and higher education, though it was hoped that library schools might contribute at Level 3. The Working Party assumed that the courses would be run on a part-time basis, though full-time options would be considered. The Education Officer stressed that the LA would not be happy with correspondence courses.[50]

By now, the LA's Council had appointed an Implementation Board to develop and oversee the introduction of the new structure. After two initial meetings, the Board in turn set up a small group (as recommended by the Paulin Report itself) to prepare syllabus guidelines for the certification of library assistants.[51] This chapter now turns to the work of this particular group. Paraprofessional education for librarianship in Scotland had already begun to develop in a different direction and post-Paulin changes in that country are dealt with in a separate section.

PROPOSED STRUCTURE (For introduction in 1981)



3(a)

1978 - 1985

England and Wales

The Working Party on Certificates in Library work held its first meeting on 13th October 1977. Its terms of reference were:

> To determine a programme of work leading to proposals for the new Certificates as outlined in the Report of the Working Party on the Future of Professional Qualifications.

With Derek Jones as Chairman, the membership was as follows:

D. Harrison	County Librarian, Kent
B. Naylor	University of London
J.M. Pluse	Bradford Central Library
M.M. Jenno	Feltham, Halcrow and Partners
J.M. Orr	Head, School of Librarianship, Robert Gordon's Institute of Technology, Aberdeen
D.E. Davinson	Head, School of Librarianship, Leeds Polytechnic
C. Harrison	Librarian, Chelmer Institute of Higher Education

Minute One of the first meeting reads:

> There was general agreement that the aim of the courses leading to these certificates should be to produce people capable of working in all kinds of library. The holders of these certificates would ideally have some training and technical competence plus enough initiative for them to play a strong supportive role in a small special library or to cope with day-to-day routine in a small branch or mobile. They would fill the ever growing vacuum between full professional librarians and the present juniors who quickly become dispirited from lack of any sort of career pattern or motivation.

The Working Party set itself a deadline of August 1978 for the

completion of its work.

At its second meeting, the Working Party received 'an oral account' of the nature and structure of the Business Education Council and of the certificates it would award. As has already been mentioned, an option module in 'Library operations and functions' was to be included in the BEC National Certificate. Donald Davinson had already drafted a syllabus, whose general aim was 'to enable students to understand the nature and functions of different types of library and the importance they have for users [and] to provide an introduction to the methods librarians employ to organize their collections'.[52]

Despite the earlier comments that the module was not intended for people working in libraries, the section of the syllabus headed 'Content' began:

> This module is designed to provide an introduction to librarianship for junior library staff who either have or aspire to positions of responsibility in the day to day operation of libraries under the direction of professional librarians.

Davinson had long been a champion of training and education for non-professionals in library work. Like Havard-Williams, Davinson believed in the need for a technician class 'who have had a specific, well-organised, on and off the job training and who have a commitment to public service and are willing to dirty their hands doing it'.[53] He was critical, too, of the British system of education for librarianship:

> A major difference between library education in Britain and most of the rest of Europe is the lack of an explicitly structured series of levels of education for different grades and types of libraries. This is seen, perhaps at its most extreme, in the development of formal courses for non-professional and even part-time staff in many European countries - an area virtually ignored in the United Kingdom.[54]

In 1976, Davinson had organised a symposium to discuss 'The problem of non-professional staff training'. Held on 30 November

1976, the meeting was attended by librarians from a wide range of backgrounds. Davinson and Derek Jones were two of the speakers, with others being drawn from different types of library - academic, special, public - and another profession (accountancy). Jones charted the recent history of certification and training for library assistants, while Davinson himself concentrated on, firstly the general principles of non-professional duties, training and education and secondly possible future developments in the U.K. He describes the schemes being promulgated by the Business and Technician Education Councils and their three-tier structure of qualifications. While drawing analogies with these certificates, he also suggests that it might be difficult to determine course content for librarianship options at all three levels.

The various debates at the Leeds Symposium must have been lively ones, judging by the report of the discussion appended to the published papers. There were, for instance, many doubts as to whether a single training structure for non-professional staff would suffice, given the wide variety of library work which these people did. Indeed, there was some confusion as to what non-professionals should do (or actually did). Several delegates felt that in-service training was all that was required at this level. There was a general consensus that 'something ought to be done to provide non-professional staff training no matter what it is or where it is held'.[55] There was, too, agreement on the indispensibility of library assistants and the need for 'NCOs' in library work. While there was continued support for the CGLI certificate and some delegates felt that a more complex structure would lead to 'educational escalation' in the way that the moves towards a graduate profession represented an 'inflation' of qualifications, there was a consensus of opinion which led Jones and Davinson to suggest that the LA enter discussions with BEC about adopting their schemes. The symposium proceedings certainly included enough possible syllabus items - as well as a resumé of the CTFE proposals, there were descriptions of short courses for non-professionals held at Leeds Polytechnic, course outlines for technician certificates from Australia and the United States and a list of topics suggested for inclusion in a national British course for non-professionals.

So Davinson, Jones and Pluse (the latter a delegate at the Leeds Symposium but not a speaker) must have had a good deal of information to disseminate both to the Paulin Report working party and the later 'Certificates in library work' group. Not only did they have comments from practising Librarians - many of whom were 'training officers' - but they also heard from men such as F.J. Bungay who had been involved in the '1964' discussions. What they did not have, as one delegate pointed out, was feedback from non-professional staff themselves, though staff from the School of Librarianship at Leeds Polytechnic were to carry out a survey subsequently.[56]

The Business Education Council had, as was noted earlier, already been approached directly by representatives of the CTFE. BEC's interest had been awakened by these discussions and, by the time the 'Certificates' working party had its second meeting in November 1977 it was noted that the Council was 'willing to receive additional librarianship modules from the LA', despite the Education Secretary's fears - expressed at the LACTDG meeting - that BEC was unlikely to be interested in co-operating with the Association.

McElroy's revised discussion document, as was seen in Section 1 of this chapter, had, of course, made specific reference to the Business Education Council as an appropriate body to moderate certificate courses such as those now being considered by the LA. This idea was taken up not only by Davinson, but by J.M. Orr of Aberdeen. By now the Scottish Library Association had begun to have discussions with the Scottish Technical Education Council (SCOTEC) (not, ironically, SCOTBEC - the Scottish equivalent of BEC) and such a liaison south of the border must have seemed a natural progression to him. In comments made to the 'Certificates' working party in January 1978, he wrote:

> The possibility of allowing a national body such as BEC to validate courses rather than the LA should be very seriously considered, despite the fact that the Working Party on [the] Future of Professional Qualifications recommend the LA as the validating body.

Though Orr and other members of the working party felt that the single module (one of eight which candidates would have to take) which was before them was 'too thin', Orr felt that:

> ... it has to be admitted that much of the common core module studies will have relevance to librarianship as has the Board core module 'An introduction to Public Administration'. If BEC could be persuaded to add a further option module in librarianship a student taking the above common and Board modules in librarianship could well be viewed as one who has undertaken an appropriate educational course for employment and promotion in non-professional librarianship and entry to a non-professional register.

BEC's three-tiered scheme of (1) General Certificate/Diploma, (2) National Certificate/Diploma and (3) Higher National Certificate/Diploma seemed to accord well with the 'Paulin' proposals for non-professional staff. However, members of the 'certificates' working party were already beginning to question the need for several stages of qualification. Derek Jones, in a letter to the group dated 16th November 1977, wrote:

> There is some doubt whether we require three levels of certificates in library work: I have however included three levels of library assistants since I can see room for them in my own service: the second tier to provide the intermediate grade to take charge of areas of non-professional work in large district or central libraries, and to act as a second in charge in the small neighbourhood libraries which have a staff of three or four. The top level assistant would only be required for a few posts: e.g. to take responsibility for running the book issue, return and recovery routines and staffing counters in a large lending library.

A more substantial reason for not requiring all three BEC-type levels was the fact that, firstly, it would almost certainly not be necessary for assistants wishing to go to library school to have the highest diploma; CNAA regulations, for instance, allowed a ONC or OND as pre-entry to first degree courses. Secondly, the lowest level of BEC awards were 'designed to accommodate students with no

formal qualifications', while second level awards had 'entry standards at the 4 'O' levels or equivalent or 'credit' standard in first level'.[57] As Orr concluded in his letter:

> BEC1 courses, as designed by BEC, [should] obviously remain, but purely as a general educational course to gain entry to BEC2 courses. If the LA decides to offer to validate certificate courses it should not contemplate doing so for a level 1 course of a general nature. There should not be any great difficulty in libraries recruiting appropriate staff with 4 'O' grades for pre-entry to a level 2 course, and BEC1 courses and possibly the LAC are there for those who have not.

This echoed the earlier LACTDG comment regarding the continuation of the CGLI qualification as a low-level certificate for those not wishing to study further.

Joining forces with BEC was seen as providing a potential benefit to the LA in that the Council's qualifications were likely to be generally recognised. Governments were now beginning to control the supply of graduates much more tightly than they had done before and the emphasis was moving towards vocational education at the 16-19 age level.[58] In addition as Davinson had pointed out at the 1976 symposium, non-professional library staff on BEC courses would join people from other (semi-) professions - accounting technicians, laboratory technicians, legal executives, - paralleling developments elsewhere in the U.K. and in Europe.[59] As Dean Harrison commented at the 30 November 1977 meeting of the 'Certificates' working party, the link with BEC would mean 'that some students will appreciate the value of it as a general qualification which will give them alternative openings to librarianship'. This echoed comments made by Don Mason at the ASLIB annual conference some twelve years earlier:

> Among our clerical staff there will always be the few who do not leave and who, if they have any ambition at all, will not wish to be doing the same work at thirty-five that they were doing at

> eighteen. We must see that they have the opportunity for advancement in the clerical field, and this will mean, in most cases, promotion to higher posts in other departments. If they have been properly trained, then, with their intelligent appreciation of clerical routine, they will adapt easily to new jobs, and they too will be valuable ambassadors for the library wherever they go.[60]

The Working Party was now moving towards the situation envisaged by Davinson, McElroy and others where the validating of the certificates in library work was undertaken by BEC and not the Association itself. History was, to a certain extent, repeating itself, though the 'certificates' working party was not so much worried about damaging the standing of professional qualifications in librarianship (a degree had a status of its own, regardless of subject) but rather concerned that, having decided to abandon 'external' professional examinations, the LA should immediately re-enter the field at non-professional level; this in addition to the fact that BEC qualifications would have a universality which the Association itself could not give to its own proposed certificates.

But the City and Guilds Institute was also a national body and the library assistant's certificate a generally-available qualification. Comments received by the Paulin and 'Certificates' Working Parties and at the Leeds Symposium all suggested that the CGLI certificate was at too low a level. Yet the 'Certificates' group found that in the two most recent years for which statistics were available (1974 and 1975), a total of over 1300 candidates had sat the examination. As Dean Harrison commented in his notes for the working party meeting held on 30 November 1977, the library assistant's certificate's ineffectiveness had been 'assumed rather than proved'.

It was, nevertheless, generally recognised that:

> A constant problem to library staff, especially in industry and commerce, has always been that their qualifications and work experience have had an uncomfortable uniqueness not readily assimilated by organizations dealing with few librarians but large numbers of other people with more standardized qualification systems.[61]

In consequence, in commenting on the draft BEC module 'Library operations and functions', the working party stressed that, while welcoming the proposal, wished to:

> develop the co-operation between the two organisations to the stage where an agreed syllabus for library assistants can be reached which will satisfy both organisations. The Association would welcome some assurance from BEC that the co-operation of the professional body for librarians will be sought before any course relating to library and information studies is introduced.[62]

A letter to BEC was drafted for the LA Council and approved in January 1978.[63] Shortly after this, the LA's Education Secretary met with BEC officers for an exploratory meeting. BEC had already begun general discussions with NALGO and the Civil Service unions and it was 'expected that recognition of BEC awards will be reflected in salary agreements'.[64]

As a result of this meeting, the 'Certificates' working party agreed to recommend to the Implementation Board that:

> the Association should seek to introduce certificates for library assistants within the Business Education Council system and not proceed with the introduction of its own certificates. It was agreed that if this recommendation is accepted the Working Party should seek authority to continue negotiations with BEC with a view to working out a series of propoosals which could be laid before Council in June [1978].[65]

As the basis of their further discussions, the Working Party looked at the two draft BEC modules - Library Operations and Functions (Davinson) and Information Systems (Tagg), it being agreed that:

> the objective was to produce a syllabus which would be of use to library assistants in all kinds of libraries and not to produce specialists. It was also agreed that it was important that emphasis

> should be placed on producing a syllabus for non-professional library staff and that care should be taken not to produce a syllabus which could be seen as being one designed to instil professional skills in students at this level...[66]

This was the worry of at least one member of the Working Party, who felt that 'particular care[would] be needed to steer clear of an approach better employed for professional staff teaching'.[67] With suitable amendments, however, there was general agreement that the two draft modules could form the basis of an acceptable non-professional qualification; and this was a consensus of representatives from all kinds of library, including 'special' units.

In May 1978 the 'Certificates' working party made its formal recommendations to the 'Paulin' Implementation Board. The text is reproduced here in full:

> WORKING PARTY ON CERTIFICATES IN LIBRARY WORK: RECOMMENDATIONS
>
> The Working Party on the Future of Professional Qualifications recommended the introduction of a three tiered series of certificates for libary assistants based on the structure of the newly-established Business Education Council. Before the report of the Working Party was accepted by the Library Association Council considerable reservation was expressed concerning the need for all three levels and comment from the membership at large questioned this need further. The Working Party on Certificates in Library Work therefore decided that it must first of all find out about the Business Education Council's structure and of the certificates it would issue. Documentation was obtained and a representative of the BEC (herself a former Chartered Librarian) attended a meeting of the Working Party to give assistance. At about this time the BEC submitted its draft module in Library Operations and Functions to the Association (a reply to which was approved by Council in February (PDE.131)).
>
> The Working Party could see considerable merit in the BEC scheme, but considered that some assurances concerning specific matters would be required

before a decision could be made on what recommendations to make to the Implementation Board. The following summarises the issues raised;-

(a) An assurance was given that the long term aim of BEC is to raise standards nationally. Teaching standards and the qualifications and experience of staff are of primary importance.

(b) Holders of the present Library Assistant's Certificate would be eligible for admission to the BEC National (i.e. middle) level course.

(c) As BEC courses and examinations are essentially practical no exemptions are given for A-level GCE passes.

(d) Negotiations are under way between BEC and trade unions (including NALGO) for salary agreements and with the CNAA and SCU for academic recognition.

(e) As with CNAA, no direct representatives are invited to join BEC boards but members of interested professional bodies are invited to service as individuals and views of relevant professional bodies are sought.

(f) It would be possible to introduce librarianship modules at General and Higher level thus preserving the three-tiered structure, but at present discussions are focussing on the middle level (BEC National).

(g) The BEC is prepared to consider proposals for courses within its structure.

Having received these assurances the Working Party considered carefully the recommendation it would make to the Implementation Board. In arriving at a conclusion it considered the objectives stated in the report of the Working Party on the Future of Professional Qualifications which were to provide a core of motivated assistants and to establish a ladder for those with perseverance and ability to enter a professional course.

The BEC scheme allows for the inclusion of a module in library studies and also provides a broad educational foundation which would be directly relevant to the work of the library assistant. If the salary negotiations which BEC is undertaking are successful then motivation should be assured on any one of three grounds (development of practical skills, academic advance, financial benefit).

The Working Party on the Future of Professional

> Qualifications proposed that assistants working for the certificates should be required to be in membership of the Association. It was intended that this would ensure that a body of non-professionals should not become a pressure group outside the Association and further to meet an objective of the Association as defined in the Charter: 'to unite all persons engaged in or interested in library work'. Less altruistically, the encouragement to assistants to join the Association would be a considerable financial gain.
>
> The Working Party on Certificates in Library Work considered that its recommendations should be based on educational arguments and on consideration of the overall needs of the library service as its brief was 'to prepare syllabus guidelines for these certificates and to consult generally throughout the profession'. On these grounds the Working Party recommended unanimously that the proposals for the introduction of certificates for library assistants should be modified, and that the Association should seek to establish such certificates within the Business Education Council Structure. The Implementation Board agreed to this proposal, but recognised that the financial implications for the Association would need careful consideration.
>
> The Working Party on Certificates in Library Work is currently preparing a draft syllabus (based on the proposed BEC module) for consideration by both the Library Association and the Business Education Council.[68]

The Implementation Board's final recommendations, including those noted above, were discussed by the Professional Development and Education Committee and then passed forward to the LA Council. A shortened form of the above statement appeared in the document Working Party on the Future of Professional Qualifications : Recommendations of the Implementation Board, published as a supplement to the August 1978 issue of the LAR. The recommendations - debated and approved at the Association's AGM that Autumn - meant the end of the two-year course, partly because of a fall in the number of entrants, and partly because 'trying to maintain the whole examination system for

the few who want to take advantage of it [was] hopelessly uneconomic'.[69]

The 'Certificates' Working Party continued with the work of drafting what was now to be a double option module in library and information work at BEC national award level. During the course of this task, the Institute of Information Scientists (IIS) asked to be involved and a representative of this body was co-opted on to the Working Party.

In November 1978 the secretary of the Library Association Industrial Group (LAIG) wrote to the Education Secretary of the LA expressing concern at the way the BEC certificate was developing. Special librarians in general - and LAIG in particular - had long felt a need for a certificate of competence, as evinced by their support for the CGLI qualification in the 1960s and their later interest in a higher diploma. As already noted, in 1975 LAG submitted a paper to the LA entitled 'A certificate in special library techniques'.[70] This was eventually passed to the 'Certificates' Working Party along with other comments on non-professional education such as the CTFE paper. The LAIG document echoed McElroy's statements for the most part and the interests of the group were represented on the 'Certificates' Working Party. However, the 1978 letter suggested that there would be problems in convincing special librarians of the worth of the BEC scheme:

> WORKING PARTY ON CERTIFICATES IN LIBRARY WORK
> Proposals for the double module in library & information work at BEC National Award level, (Draft 3) were discussed at our recent committee meeting. The module itself was considered to be reasonably comprehensive, however the committee has asked that I write to you on their behalf expressing further thoughts on BEC.
>
> Members of the Industrial Group had hoped that assistants already working in libraries/information units might attend a part-time course that would top-up their in-house training and broaden their experience and result in them acquiring a certificate, perhaps of equal standing to the ONC (my emphasis. The BEC National award was intended as a direct replacement for the ONC). The old City & Guilds Certificate was considered to be at too low a level, but the new BEC certificate,

though broader in scope, does not appear to be at any higher level.

It is felt by the committee that this module will not attract or profit any of the staff that we had in mind, as it appears to be swamped by the BEC module structure. Can consideration be given to certain working library/information staff being assessed and made exempt from the preliminary modules, but still receive some form of certificate? This is considered a very important point by the committee, and one which if possible, might be acceptable to our members.

We feel that the BEC system could be useful for school leavers prior to any employment, but we require some form of course for those people already with some work experience, who are well-educated and not in need of the preliminary BEC modules.

With regard to general background information on BEC, the committee has not at this time received details of the length of the course as it is proposed, nor whether it is full-time or part-time. As you will appreciate if the course is a full-time one, or part-time for several years, then employers will need a great deal of persuading to send employees on such a course. It would appear that a large body of the committee are unhappy at the outcome as we felt inadequately briefed on the background.

As it stands, we have been advised by members from large industrial concerns that this structure will not attract employers to send employees on this course.[71]

The letter was discussed by the 'Certificates' Working Party in late November and, though the IIS representative sympathised with the comments, it was decided to press ahead and submit the final draft syllabus to the Professional Development and Education Committee the following month. The preamble is reproduced in full:

BEC OPTION MODULE SPECIFICATION: LIBRARY AND INFORMATION WORK

1. Introduction. The Implementation Board in August 1978 outlined the reasons why this proposal involving the Business Education Council (BEC) National Award is before you and not a scheme based upon the recommendations of the Working Party on the Future of Professional Qualifications. There are many advantages in this proposal both in the structure of the BEC awards and in the acceptances

which are being sought and obtained.

2. Structure. We have no doubts that the National Award is the right level for the certification of library assistants. The General Award would for the majority be at too low a level and would not give admission to undergraduate courses and the Higher Award would at present be too close to professional non-graduate courses.

3. Content. The relevance of the common core modules to library and information work cannot be overstated: they 'are designed to develop the basic knowledge, understanding and skills necessary to all students entering business careers...' Module 1 'People and Communications' is central to the library operation i.e. communicating with users and dealing with information, Module 2 'Numeracy and accounting' will help to develop basic numerical and accounting skills essential in any organisation and the double Module 3 and 4 'The Organisation in its environment' will give the student an understanding of the structure of organisations, and their functioning in society. The Board core modules which build upon the common core, offer options relevant to particular areas of activity.

   The Library and Information Work module has been designed within the context of the common core and Business Studies Board core module. This integrated approach both enhances and adds to the course specification.

4. Objectives. Beyond the defined objectives in this course specification are the wider aims which motivated the Working Party on the Future of Professional qualifications to pay particular attention to the problems of ensuring that library assistants are adequately trained and rewarded...

   Employers will need to change staff structures, to introduce intermediate grades of senior library assistants with job descriptions which will define the professional's role more precisely as well as providing for satisfying work for the library assistant. These further objectives however, are outside of the remit of the Working Party on Certificates in Library Work, nevertheless the members recommend that the Working Party on Training be asked to consider the production of training guidelines for library assistants.

5. General Applicability. The nature of the work performed by library assistants in different

> kinds of library and information service varies both in range and complexity. It is the view both of members of the Working Party on Certificates in Library Work and of the representative of the Institute of Information Scientists that the Business Education Council National Award, including the proposed option, provides an adequate course for the education of library assistants in all work situations. The special emphasises will be provided by the training element, which is the responsibility of employers, and by the assignment elements. 'It is possible and desirable for groups of students with different backgrounds and needs to draw upon different kinds of material, experience and situations in carrying out their assignments'.

The Implementation Board must have obtained some comfort from the fact that the Council for Educational Technology (CET) had itself just published 'An outline structure for support staff in educational technology'. Three years previously, the CET had decided that 'the situation regarding the employment of.... support staff in the education service was extremely confused, and it set out... to find out as much as it could about what was really happening'.[72] As Norman Willis, Assistant Director of CET explained:

> Although consisting mainly of a diagram and on a single A3 sheet, this outline structure represents the result of a great deal of investigation, discussion and amendment. It suggests new job names, outlines the type of work involved for each job, indicates the training requirements for each level of job, and also attempts to show some possible promotion routes in order to indicate a career structure. The whole document has been discussed with, and distributed to employers' associations and trade unions, as well as to local authorities, specialist advisers and, of course, to the Council's participating bodies. The response has been in general favourable; most recipients have welcomed its systematic approach and have accepted its assessment of the levels of support work and the training appropriate to them.[73]

There had been reservations about the professional level described, and Willis was at pains to stress that there was no implication that posts requiring librarianship skills could be reached 'by alternative routes which by-pass the normal professional qualifications'.[74] The support staff structure mirrored the three-tier LA proposals for the most part, with two paraprofessional levels (certificate and higher certificate) above unqualified and untrained ancillaries and trained but unqualified assistants. The publication of the outline structure was followed by a detailed job analysis, the results of which are discussed later in this thesis.

Once the Paulin Report had been approved, there was something of a lull in public debate while the headquarters staff prepared for the changes, especially at professional level. But the non-professional certificate remained a bone of contention as far as special librarians were concerned and their fears, as expressed in the LAIG letter to the Education Secretary (quoted earlier) were published in the March 1979 issue of the LAR.[75] Immediately following this, a resolution was passed at the LAIG Annual Conference held on 30 March/1 April 'expressing strong concern that the proposed certificates in Library work should be based on the BEC pattern of courses'. LAIG set about designing its own syllabus.

In the meantime, a syllabus agreed between the LA and BEC was published in May. In October of the same year, the Professional Development and Education Committee received a report that approval had been given for 12 colleges to offer the double option module in library studies at national level.[76] The School of Librarianship at Leeds Polytechnic, together with eight other schools within that institution, had been approved as a centre for the higher diploma award.

> Initially, it is anticipated that the School of Librarianship will contribute to the teaching of students other than those wishing to enter library work, particularly in the fields of community studies information and advice centre management, communications, public sector management and information sources in law, business and community affairs. Ultimately, it is intended to mount courses specifically for library staffs, particularly those in administrative positions, expected to achieve senior professional posts.

> Library work options on the programme are library operations and functions; information sources; library promotion and publicity; care and maintenance of library materials; media librarianship; information sources for business; sources of legal information; information and advice studies.[77]

The LA proposals did receive support, not least from the Association of Assistant Librarians (AAL), which inter alia proposed to initiate a publication programme of course modules to be used in conjunction with examinable courses.[78]

Apart from the LAIG disquiet, other groups were beginning to have reservations about the BEC scheme. At the annual meeting of LACTDG held on 18 May 1979 for instance, Lawrence Tagg noted that 'he had contacted 200 of the 400 people to whom he had taught the Library Assistant's Certificate course and of these only 20 had said that they would be interested in the BEC (National) certificate with librarianship option'[79]. In any case, intakes were likely to be small because employers would tend to send only senior non-professionals.

At any rate, the first courses began in September 1979, though the BEC end-of-year report showed that only 16 students were registered for the library and information work option. Approximately 600 students a year were taking the CGLI certificate. Already there was talk of 'bridging' arrangements between the two qualifications, though BEC was not prepared to consider such a course of action.[80]

At the LAIG A.G.M held on 14 March 1980, a report on 'certificates for library assistants at sub-professional level' was approved and forwarded to the Library Association for comment. Designed by a 'study group' of LAIG, the proposed qualification was intended as a substitute for existing qualifications rather than as an addition to them, 'thus avoiding any proliferation of qualifications'.[81] Certainly, there was growing concern - especially from LACTDG - at the increasing number of proposals and counter-proposals being put forward.

The LAIG report stressed that the group was seeking a

'certificated qualification' which would meet three basic criteria:

a) National uniformity and a sufficiently high standard to earn and justify recognition by employers and acceptance by assistants.

b) A means of entry to full professional qualification.

c) It must be suitable for assistants throughout the profession, and not only to one or a limited number of sectors.[82]

A resumé of the report appeared in the LAR for June of the same year. This stated that:

> The report gives the background to the Group's interest in the question of a certificate and its aims and objectives.
>
> Replies to a questionnaire sent to library tuition centres showed strong support for the suggestion of a new certificate; dissatisfaction with the existing awards, as indicated by comments in the replies and in other consultations, was widespread and general enough to justify consideration of an alternative to both of the existing certificates.
>
> The certificate recommended in the report would be related to three modules, each equating in content to a BEC option module. (It is emphasized that BEC common core modules should not be a requirement for the certificate.)
>
> These modules would cover library administration; general library work; bibliography and information techniques.
>
> The City and Guilds of London Institute, library tuition centres and other interested parties should be invited to co-operate, in collaboration with BEC, in the preparation of syllabi and courses.
>
> It is recommended that the certificate should become the one recognized and accepted standard of proficiency and competency below professional level.
>
> The study group noted that the LA had been considering the introduction of a technician grade of membership, and the report suggests that entry to this grade might be via the proposed certificate, which, to avoid proliferation, should be seen as a substitute for, rather than an addition to, existing awards.

> The Group believes that these proposals offer a solution to a long standing problem and hopes they might, with a requisite degree of cooperation, lead to an award which could rightly be offered to employers as justifying recognition, and to assistants as a worthwhile incentive.[83]

What was not made clear in this summary was that one of LAIG's main concerns was the seemingly small proportion of time spent on actual library studies within the BEC scheme. The group estimated that there would, in fact, be fewer hours spent on this than was the case with the CGLI qualification. Writing in 1981, Davinson comments:

> It is quite true that BEC insists upon a heavy load of general business education in its awards. What the opponents of cooperation with BEC failed to appreciate, or failed to say if they did appreciate it, was that substantial amounts of the supposedly non-librarianship components of the general business core and the board core have considerable relevance to librarianship, indeed they are widely taught in professional librarianship courses as they exist in degree and post-graduate diploma and degree programmes. These components cover such aspects as human relations and inter-personal skills, communications skills, office organization, elementary accounting and financial procedures. None of these items is totally irrelevant to librarianship, some of them are usually carried out badly in libraries. A knowledge of the organizational structures of national and local government and the world of business generally is also taught on BEC courses as an obligatory element but it is hard indeed to argue that it is totally useless knowledge for a library assistant to possess! The opposition was not always fully informed and was sometimes less than honest in its manipulation of its case to fit the known prejudices of some librarians against non-professional staff training.[84]

LAIG's own scheme (which would have involved the LA in setting up its own examinations) was discussed by the sub-committee on Training, which did not feel able to agree with the comments made by the special librarians. In any case, it was felt that the BEC course 'must be given time to develop fully before even considering any alternatives'.[84]

At a meeting held to discuss the future of the Tutors' Discussion Group, it was noted with considerable concern that in the BEC scheme there was a lack of interest being shown not only by employers and possible students, but also by the LA itself. There had been little 'public promotion' of the new qualification and the LACTDG was having doubts about whether the BEC course was what was really needed and whether the course content and level were correct.[85]

Doubts which were fuelled by CGLI's establishment of an Examinations Subject Committee to consider the requirements of non-professionals in librarianship and to review the assistant's certificate syllabus; Donald Davinson was to chair the Committee. Questionnaires were sent out to course tutors and employers during 1980 and the results of the 'pre-revision research' circulated to interested parties late that same year. The conclusions of this study are discussed in chapter 6. Though the question of a higher certificate was again raised by some respondents, there was a strong feeling that such a move would only add to the confusion, given that the status of the certificate was unlikely to change in the immediate future. The LAIG representative on the Committee resigned when he realised that the re-mit of the working party was 'concerned with revision of the syllabus and not with raising the level of the certificate'.[86]

The following year, a draft syllabus was published. Retitled the 'Library and Information Assistant's Certificate' (LIAC) to emphasise its suitability for assistants in both libraries and information bureaux, the scheme was drawn up by the working party noted earlier and approved by CGLI's Examination Subject Committee, on which the LA, ASLIB and the Institute of Information Scientists were all represented. The various changes to the syllabus which came into effect in 1983 are discussed in the next chapter.

Meanwhile, the LA's Professional Development and Education Committee had set up an advisory panel for the BEC qualification. The Association now saw its role as one of monitoring developments. At its meeting on 25 March 1980, several areas of concern were discussed. Though details of the BEC awards were to be incorporated into the local authorities' 'purple book' and the Civil Service would take note of the qualifications, responsibility for salary negotiations lay with trade unions and employers. Nor, as yet, was there any machinery for scrutiny of courses at that time, while BEC itself was now considering the introduction of another post-experience award, which 'might be of special interest to the LA Industrial Group'. These 'post-experience progammes' were separate from the National Award and were not generally recognised; it was possible to devise additional third year options to the National Award as part of the programme, however.[87]

Later that year, the Advisory Panel met again, but this time representatives from LAIG and LACTDG were present. The LAIG representative reiterated the group's opposition to the BEC scheme, though the public library representatives still felt that the qualificiation was both appropriate and relevant. While there was a recognition that it was difficult to introduce new courses at a time of economic depression, there had been some successes with the new scheme, notably at East Sussex County Library, where a staff structure had been introduced which 'allowed progression through the certificates'; Christopher Smith, LACTDG observer on the panel, confirmed that 'it was possible to teach at a higher level [than the CGLI qualification] using the BEC syllabus'. Smith confirmed:

> The actual teaching hours were longer (160 as opposed to 110) and in addition there was more assignment work. Students carried out more original work and used different methods on the BEC course. He considered that there was great value in common and board core modules, and also in students having the opportunity to mix with people from areas such as banking and industry.[88]

The minutes of the Panel meeting noted that there was general agreement that the BEC scheme had been insufficiently well publicised and steps were to be taken to advertise the qualification more widely as part of the post-1981 restructuring. The meeting closed with a reference to 'technician' membership of the Association and a resolution that the Advisory Panel be reconstituted as a 'Working Party on Non-Professional Education, Training and Membership'.

The Education Secretary set about the task of collecting material from other professional bodies which had technician members and to 'prepare a paper on the legal and constitutional issues involved in establishing a technician grade of membership either within the Association or affiliated to it'.[89]

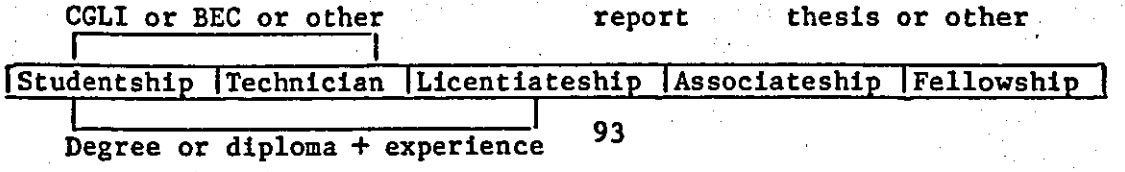
Non-professional membership of the LA, as has been noted earlier in this thesis, had long been an issue within the profession and the 1964 changes had seemingly meant the end of such a situation. The Paulin Report had attempted to reverse this position through its proposal for 'certificates in library work'. The link with BEC had weakened the thrust of this particular development, and it was with some concern that the Deputy Secretary-General of the Association wrote to the 'Certificates' Working Party noting the need to consider technician membership of the LA and that if courses were to be run by another organisation, then there would be little attraction in joining the Association as far as library assistants were concerned.[90] Collett and others had made a similar point many years earlier.

The question of technician membership of the Association had already been raised at a meeting of the Professional Development and Education Committee in May 1979. A paper written by the Finance Sub-Committee was tabled. There was a wish that LA income be increased 'to allow further development and [the sub-committee] recognized that there was an area of potential membership in library assistants if the LA encouraged them'.[91] The paper suggested:

> either the creation of a new grade of LA membership (perhaps the technician grade) with its own post nominal letters (eg Tech LA) or the establishment by the LA of a separate company (limited by guarantee) as an institution for library assistants granting its own designation. The accountancy institutions have done the latter for their profession, control being exercised by suitable provision in the constitution of the new company.[92]

It was envisaged that library assistants would be attracted by the creation of technician groups at branch level and by their own post-nominal letters. It was thought that a variety of suitable qualificiations would be acceptable and it followed that:

> if the LA introduced a technician membership grade of student member one type would lead to Licentiate membership, the other to technician membership. If, then, personal membership were abolished - and there is a strong argument that an institution is not truly professional unless it has all its members in a membership achieved by study so that it has the ultimate disciplinary power of striking off - and institutional membership were catered for by affiliateship, the LA membership could appear thus in due course:



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The Professional Development and Education Committee rejected the proposals, however, on the grounds that the time was not appropriate for the introduction of such a grade of membership. No reasons were given for this decision, though a factor must surely have been the continually worsening employment situation for library school grabduates. By the time that the third DES census of library staffs was carried out in 1981, for instance, 'the number of registered unemployed librarians was nearly double the number of vacancies for qualified staff and some of these vacancies may have been 'frozen' posts'.[94] Some unemployed librarians were growing increasingly

frustrated;[95] others were content to take posts at non-professional level.[96]

The new Working Party on Non-professional Education, Training and Membership (NETM) nevertheless returned to the subject at its first meeting in February, 1981. The new Secretary-General of the LA, Keith Lawrey, 'urged the Working Party to think of a separate autonomous organisation since this was in line with what some other professions [Lawrey was an accountant by training] had done and would ensure the continued professionalism of the Association.'[97] He was overruled by the Working Party, which felt that non-professionals should be encouraged into the Association, or a subsidiary closely linked to it.

There was discussion at the meeting as to what qualified technician members of the LA would carry out. There was certainly still much evidence to suggest that professionally-qualified librarians were undertaking far too much routine work. In a report of a working party set up by the Library Advisory Council for Wales to consider education and training of librarians in that country, it was noted that 'certain semi-professional tasks are often undertaken by junior ot even middle grade non-professionals'.[98]

The LA had by now recognised the need for a restatement of professional and non-professional duties in library work. In 1980, a small panel was established to carry out this work, though the project was not completed until April 1983, when a draft was approved by Council as Association policy. Published in the LAR the following year under the heading 'Duties and Responsibilities of Library Staffs',[99] the statement was based on the American Library Association's 1976 policy document Library education and personnel utilization, itself a revision of a draft produced in 1968 by Lester Asheim. The LA document (which superseded the 1974 list), though stressing the fact that the rationale behind Mallaber's second list remained intact, an important change of emphasis was made in that the levels of staffing identified in the new document were related to duties and responsibilities rather than to qualifications, which were only to be one element in deciding the apppropriate grading.

The NETM Working Party continued its work. The introduction of a technician grade of membership was seen as a 'matter of urgency' by some,[100] no doubt partly because there was a strong feeling in some quarters that no further growth in education at professional levels would be possible and that any developments would take place at the paraprofessional level.[101] Other professional bodies were instituting technician grades of membership, and the Working Party received a report that the Institute of Housing, for instance, had set up a 'Housing Technician' grade of membership, without setting up a subsidiary organisation.[102]

By now, a short article by the LA's Secretary General had appeared in the LAR which discussed, inter alia, the need for a paraprofessional membership of the Association. However, the need was partly motivated by financial considerations. Lawrey pointed out that the LA's income was declining as the number of 'external' examination candidates dwindled; it was doubted 'if professional institutions could survive in these inflationary times without the income from examinations'. The Secretary General continued:

> Two points must immediately be made. The first is that the examining of candidates to give them a licence to practise has been historically, and still is, the core of the work of a professional institution in setting standards of competence to begin and to continue practice: it is the safeguard to the users of the professional services. Most institutions still examine, and intend to continue to do so, to a greater or lesser extent while the remainder set various tests of professional competence before issue of the practising certificate having relied on university (or CNAA) degrees to establish a satisfactory level of academic knowledge in the relevant disciplines.
>
> The second point is that the decision of the Library Association to withdraw from the examining field was made in the light of falling candidatures following the establishment of several library science degree courses (post-Robbins report) which the Association accepted for exemption purposes. The Paulin report, which became Council policy, dealt with the consequences of the Association losing its control over the standards of competence of those entering the profession by proposing the introduction of requirements which library science

> graduates (or diplomates) would have to meet before being admitted to the Register of Chartered Librarians.
>
> The course of action was undoubtedly taken by the Association in the light of the circumstances of the times and was almost certainly unavoidable.
>
> My own view is that it was unwise to cease all examining and I would like to have seen all those seeking admission to the Register sitting at least one external examination paper. However, we cannot turn back the clock and the Association may well find that the new requirements are better tests of professional competence.[103]

Lawrey went on to say that the library profession was one of the few professions 'not to be supported by a trained, recognised and organized band of para-professionals. I have suggested that recognition of such para-professionals might not only be of direct benefit to such staff but also be of value to the professionals who might then shed much of their non-professional work'.[104] The income from such paraprofessionals was also seen as an advantage.

Despite (or possibly because of) the initial low level of take-up of the BEC library modules, NALGO - which had been validated by BEC to run courses by correspondence and 'directed private study' - had initiated the writing of a distance learning package for these modules, to be written by members of the LACTDG. It would be available to any student and not just NALGO members. The NETM working party noted that:

> If part-time courses of education for support staff are to be effective they require the employer to accept a responsibility for organising systematic training programmes for participating staff.

Though the LA also had an obligation to promote the BEC course and to facilitate its implementation by:

> a) Providing courses for participants, to supplement in-service training programmes where these are available, or to stand in their place. These courses could be of particular value to

those candidates studying by directed private study.

b) Providing courses for those responsible for implementing and providing the BEC course.[105]

This was done, though support was limited.

After meeting many times for detailed discussion, the NETM Working Party produced its report in November 1982. For much of the time, the group had been chaired by Peter Labdon, County Librarian of Suffolk, who was concerned at the lack of career and educational opportunities for library assistants, as well as the LA's previous attitude to membership of the Association by non-professionals.[106]

The report began by stressing that their conclusions and recommendations were speculative and that their work had been based on an assumption that a potential group of 'tehnician' members of the LA actually existed. For this reason, the Working Party's final recommendation was that there should be wide consultation and market research before the NETM's proposals were implemented. The NETM group was worried that, as with the mature Registration Scheme for professional qualification, the certificate would not receive much support.

Having looked at a wide range of certificates, including those of other professional bodies such as the Museums Association (a body with which the LA had compared itself on previous occasions) as well as the paraprofessional library qualifications which had developed in Scotland, (see next section), the Working Party could not see the need for 'any additional form of educational certification specialising in librarianship/information work',[107] at least until the BEC scheme had been thoroughly tested.

Nevertheless, the Working Party agreed that the Association should consider introducing 'a certificate of competence' for library and information assistants. The requirements for the award of the certificate should be a mixture of education and training on a formula similar to that applied at professional level'.[108] The certificate, to be known as the 'Library Association Certificate in Library and

Information Work' was to be awarded if the following criteria were met:

(A) Candidates should have had three years of experience with duties including some element of responsibility/supervision.

(B) Candidates should have one of the following:-

BEC National Certificate including the double option module in library and information work.

BEC Higher in Librarianship/Information Studies.

SCOTEC Certificate in Information Science.

SCOTEC Certificate in Library and Information Science.

SCOTEC Higher Certificate in Library and Information Science.

Library Assistant's Certificate (Library and Information Assistants Certificate).

Library Association Entrance Examination.

Library Association First Professional Examination.

Library Association Registration Examinations A/B/C/D, above or in combination.

Attended approved short courses totalling at least 100 hours during the three year period. Up to 50% of these hours might be part of an approved in-house training scheme.[109]

The report was sent out to branches, groups and sections of the Association, as well as to major employers, library schools, other professional organizations and to 'selected trade unions and educational bodies' as well as to the DES and other official institutions. Of 344 addressees contacted, 50 (15%) submitted comments. The respondents were against the NETM proposals by a 2:1 majority. The Education Secretary summarised the criticisms of the report as being:

(a) lack of indication of benefit of LA membership to non-professionals

(b) lack of appropriate salary structures

(c) no consideration of implication for staffing structures.

(d) the need for full and detailed consultation with employers and unions before introducing any new qualification

(e) need for a career structure to be established in advance

(f) the report poses too many questions which it does not answer

(g) any such scheme should be introduced only after the full implementation of the rest of the Paulin report in view of the resource implications.[110]

In addition, there had been several cynical comments suggesting that the LA was more concerned with increasing its membership and that insufficient consideration had been given to the education and training needs of non-professional staff. A typical comment was that 'it was a crude and inappropriate play for extra membership, prompted more by the current financial crisis than by a desire to improve the Library Association'.[111]

The Association of Assistant Librarians (AAL) rejected the scheme, being against the idea of assuming responsibility for the interests of the holders of the certificate (recommendation 7.7 of the NETM report). Not only did the report have little to offer the library assistant, but, as the AAL working party set up to consider the document concluded, the range of qualifications acceptable for entry to technician membership of the LA was so wide (see above) that the certification process was simply a rubber-stamping exercise with no attempt at uniformity or a national standard of attainment. The AAL Working Party concluded that this was a pity, since:

> There is throughout the country much evidence of commitment to the service within the non-professional sector. Many volunteer to take both the City & Guilds and BEC examinations regardless of whether there is financial remuneration to the

candidate. At some meetings within Divisions interest was shown by many non-professionals in the idea of an L.A. based exam/certificate of proficiency.[112]

The NETM Working Party was reconstituted (one of the members, Miss C. Campbell, had also been on the AAL Working Party) and met in early February 1984 to review the 1982 report and to consider further action. The Working Party was given a full resumé of the many comments on the LA certificate proposals; the main part of the resumé is reproduced below.

1. Two categories of library assistants - youngish staff, mainly women who take a job till they leave and raise a family and those who enter with a long-term career in mind.

2. The need for a remuneration for those achieving any certificate of competence.

3. The need for any education and training and subsequent certificate to provide a 'ladder' or 'gateway' via Paulin to professional career status.

4. The need for certification.

5. To be aware of the revenue-earning capabilities for the LA of any scheme, e.g. an examination - either as the single criteria for a certificate of competence or as a 'topping-up' to any other currently existing schemes.

6. The LA's primary concern must be for 'the professional worker' i.e. all those engaged in work in libraries and particularly those inter-facing with the users.

7. BEC National Certificate requires support and attention should be given to improving the quality of teaching on BEC courses to ensure that they are precisely what the LA wants, if it wishes to issue certificates of competence based upon them.

8. BEC qualification assists the ability of staff to move between employers as it exemplifies a commitment to the profession.

9. Para-professionals holding certificates of competence would want similar promotion prospects through agreed gradings with employers and through the trade unions.

10. The need to offset any para-professional qualifications against the new licentiate programme (i.e. the 'ladder' approach again).

11. A large certificated careergraded paraprofessional community of workers in libraries could inhibit the size of the cadre of

professional librarians (with consequent effects on the size of the LA's membership base and consequent income earning potential from subscriptions).

12. Need to consider benefits for paraprofessionals from joining the LA.

13. Need for a journal that will meet the needs of paraprofessionals preferably an LAR with objectives changed for this purpose, rather than a separate journal (which would emphasize the para-professionals separateness from the rest of the LA membership).

14. Basic questions for the LA are:

    (1) what will employees get out of any LA proposals?
    (2) what will any employers get out of the scheme?

15. The need for consultation and market research, particularly with potential para-professional members on these listed issues.

16. Need for the LA to establish agreed standards for in-house training.

17. Definition of para-professional and professional duties (the work of the Manpower, Salaries and Conditions of Service Sub-Committee, might form the basis for these considerations and be an agenda item for the next meeting).

18. Co-operative training might prove to be beneficial and of assistance in launching any new scheme.

19. Any finally agreed proposals to Council must be costed out and must be considered in management terms against cost-benefit criteria.

20. Need to obtain, agree and negotiate a national salary level for Certificated assistants.

21. Care will be necessary to overcome the difficulty of knowing when to negotiate with trade unions, particularly in relation to the consultative processes (always very public, within the LA).

22. The inevitability with the establishment of para-professional standards, certificates of competence etc. etc. upon the size of the cadre of professional librarians.

23. What are the number of para-professionals currently in the LA?

24. Need to consider the level of subscriptions for para-professionals - will it, as with current membership, be salary-related? (Many comments argued that para-professional subscriptions and any other charges to them would need to be kept low).

25. Grading issue of the utmost importance.

26. Attempts must be made at creating standardisation and compatibility amongst the currently existing courses.

27. Consider the difficulty of releasing staff to attend courses given shortages of staff, demands for services to users and the current economic climate.

28. 'Certificate of Competence' - offensive. Instead LA should consider a certificate conferring practical merit.

29. The courses that the report suggests are compatible are not so.

30. 100 hours of approved short course training over three years cannot be considered an adequate alternative to an educational certificate.

31. Is there a clear demand for what the LA is proposing to do?

UNIVERSITIES

32. In the University library there is a career structure of ten grades, up to £10,000. Can the LA offer any proposals to better this?

33. The need for a written examination organised by the LA as a 'topping-up' to any other method. This will provide a sense of achievement to the holders. Need for the LA to concentrate on the benefits, i.e. information, exchange of experience, awareness of the national and international perspectives. Need for the LA to fund scholarships for approved courses, for study tours and exchanges of experience seminars.

34. What is the return for the employer on investment in the employee?

35. Inappropriateness of the current timing given the difficulties employers are facing in implementing Paulin and the Licentiate training schemes.

OTHER LIBRARIES

36. Approve of the proposal to include short courses and in-service training.

37. With the current concern for hardware, information technology etc. the Working Party should not lose sight of the need for a technician's qualification as well as the para-professional concerns.

38. 16-18 year olds need the greatest assistance from any LA proposals.

LA GROUPS AND BRANCHES

39. Agree that awarding letters for a final qualification is important. (Someone suggested Library Association's Award (LAA)).

40. Library schools might be interested in developing courses with the LA.

41. Be aware of the differences between standards of BEC and City and Guilds.

42. The dangers of the downgrading of professionals within the Civil Service.

43. The Group's approach is entirely different, but important. They are concerned for an entirely new training programme in place of

BEC to meet the needs of industrial libraries and particularly 'one man bands'.

44. Do not like the term 'non-professional' and would prefer 'sub-professional'.

45. See the need for an examination in the form of a viva voce.

46. Concerned that the proposals might not attract many assistants because they would 'first have to become full members of the LA'. (Is this the intention of the proposals?)[113]

These comments were the results of an informal, random survey. They are nevertheless included here as an indication of the confusion and disagreement surrounding the (re-)introduction of non-professional membership of the Association. The LA Secretariat was, in addition, concerned that the report would 'diminish the professionalism of the LA and that the proposals in the report are apparently in conflict with the long-term aims of the LA to obtain statutory recognition for its Register'.[114]

The new NETM working party nevertheless agreed to meet again, though their deliberations were quickly subsumed under the new 'Futures' Working Party, set up by the Association's Council in January 1984 when the final Futures Report appeared the following year, it was stated that there was 'widespread agreement' that 'the membership base of the Association should be broadened to be hospitable to all those engaged in information work at all levels',[115] and paragraph 38 of the Report put forward a policy for doing this:

> Our recommendation that the Association should seek to recruit 'at all levels', received wide acclaim. A proportion of 'non-professional' staff will wish to make a career of their work. To help secure their own development they will wish to keep up to date with developments, attend meetings and, in some cases, take courses leading to qualifications. A proportion of these may wish to undertake further study to attain professional status and this should be possible. Our belief is that the Association should encourage this by welcoming them into membership and by providing appropriate services. This might include the establishment of a group to look after their interests, the publication of a newsletter and work to improve the availability of appropriate courses. **We recommend therefore, that the Association should seek to recruit at all levels. (Recommendation 6)**

As yet, however, there has been little real progress in this matter. Writing in April 1986, Mary Castelyn could still say:

> I feel strongly that the current range of career qualifications and opportunities needs to be re-evaluated given the changing role of the para-professional within the profession at large and the implication of their future role within the professional association. The existing City and Guilds Library and Information Assistants Certificate and the B/Tec courses can no longer be regarded as adequate for para-professionals when in some authorities the posts they hold equate with local government scale 6 - a grade far higher than most trainee librarians who will have completed a three-year degree course, plus postgraduate diploma, plus a period of intense in-service training.
>
> Surely some detailed investigation needs to be carried out in relation to the educational needs of the administrative para-professional, as in my view we may well have two types of young people seeking careers within the library and information field - graduates or potential graduates seeking professional qualifications and those who enter the library service seeking a library administrative career. More and more authorities are employing non-professional library administrators, whatever title may be hiding the true nature of the post. In-service training alone, where it exists, cannot provide the overall expertise of a proper qualification which relates to the library field.
>
> I hope ...the profession at large has become aware of this growing need within the profession. Professional education should not be considered in isolation. The impact of an appropriate para-professional qualification must be viewed together with the professional education needs of the future.[115]

While the deliberations regarding para-professional education had been continuing, distance learning packages were being developed for both the BEC and the CGLI certificate. The BEC scheme has, thus far, gained little support, while there has been much entuhusiasm for the equivalents for the library assistant's certificate. These courses are discussed further in subsequent chapters.

Commenting on the Paulin Report, a 1980 Scottish Library

Association policy document stated that:

> The development of the technician tier of staff provides an unparalleled opportunity for the LA and SLA to become properly representative of all library staff. The Association should seek to bring a higher proportion of library staff into membership. Properly established and developed, such an increased membership would add greatly to the strength of the Association and the profession, and would immeasurably improve staff's commitment to and understanding of the profession's philosophy and objectives.[116]

The evidence put forward in this first, historical part of the thesis suggests that much remains to be done, despite 20 years of discussion and debate.

3(b)

1973 - 1985

SCOTLAND

Before turning to the various non-professional certificates in detail, it is necessary to review the development of this level of qualification in Scotland over the last ten years or so. Though initially adopting the English model, the Scottish branch of the profession gradually took a different route during the course of the 1970s.

Rennie McElroy's work for the CTFE section of the LA has already been discussed in relation to the Paulin certificates in library work and the BEC schemes. But McElroy, together with John Bate, then Chief Librarian at Napier College, was also instrumental in the development of separate paraprofessional qualifications north of the border.

Initially, McElroy and Bate attempted to persuade the Scottish Education Department to set up a library school in Edinburgh, in addition to those at Strathclyde and Aberdeen. They were unsuccessful, but instigated a 'directed private study' scheme as a means of providing some education for librarianship based on the country's capital city.

But the two men felt that there was a lack at the paraprofessional level also. An approach to the then Scottish Association for National Certificates and Diplomas (SANCAD) - later to become the Scottish Technical Education Council (SCOTEC) - supported by the Institute of Information Scientists brought agreement that a course should be introduced. It was argued that there were many people actively employed in information work who were not qualified. Most of these people were unlikely to leave work for a full-time course, but employers might see some benefit in a part-time study approach.

Bate and McElroy designed - and gained approval from SANCAD/SCOTEC

to run - the Scottish Certificate Course in Information Science (SCIS), a two-year, day-release course with a wide range of entrance qualifications ranging from 'A' level to ALA, but which was taught virtually as a postgraduate course. The syllabus covered sources of Information, Classification and Indexing, Quantative Methods, Foreign Language, Dissemination of Information and a project. McElroy writes: 'SCIS ran in [Napier] College from 1973/74 until 1980/81. It was always a small course in terms of enrolment, but consistently attracted students of a high calibre, many of whom are now active members of the library-information profession in Scotland'.[117]

The Institute of Information Scientists' Education Committee validated the course for membership of the Institute. There had been no liaison with the LA, however, and the Education Officer was asked to protest at the lack of consultation. The course was eventually suspended pending revision of the syllabus. A draft revision was produced in 1981, though SCOTEC had still not published a final version in 1984. The qualification was graded at class III - study of an equivalent standard to a degree or HND but not leading to degree.[119] It was not recognised by the LA as a professional qualification.

As early as 1974, a report appeared in the Scottish Library Association (SLA)'s News describing a meeting between representatives of the Association and SCOTEC officers. It was expected that further meetings would be held to discuss the question of training courses for library assistants and hoped that the LA would be involved, though there was a suggestion that the SLA might deal direct with SCOTEC.

The following year, Bate, McElroy and M.J.O. McDonagh, all of Napier College, put forward proposals for a staff structure in college libraries which allowed for the 'technician librarian' - qualified but not chartered, and with a recognised ability which would allow easy transfer from one institution to another. The implication was that the technician would study part-time for the necessary (para) professional qualification, which could be 'topped up' at any stage so that the person could become a chartered librarian.

Discussions began with SCOTEC regarding the 'proposed SCOTEC

courses for trainee librarians' (sic)[120], though concern was expressed at the potential duplication with the CGLI qualification, and the recognition of the Scottish certificate in England and Wales. Work continued during 1976 on what was now described as 'a diploma course for library and information science assistants'.[121] Of the work done at this time, McElroy recalls that:

> Given the existence of the Scottish Certificate in Information Science, we saw the Certificate in Library and Information Science as forming the base point of an inverted pyramid. The upper points of which would be formed by the Scottish Certificate in Information Science and an eventual Higher Certificate in Library and Information Science. Thus a common course at a lower level would lead towards higher level specialist courses in Information Science and Librarianship respectively. It is now unfashionable, even undesirable, to make such an apparent division, but our experience, and comments from the profession, do suggest that there are two markets, and that employers outside the academic and public library sectors would favour a continuation of the (revised) SCIS.[122]

In 1977, Telford College, Edinburgh was the first educational institution in Scotland to offer a day-release course leading to the SCOTEC Certificate in Library and Information Science. The Central College of Commerce in Glasgow has run a similar course since 1981, though a number of difficulties in starting the course were experienced. A third course at Motherwell Technical College was not able to run.[123] The detailed syllabus covered a wide range of topics: General administrative principles and practice; Descriptive bibliography and indexing; Sources of information; Library and information technology; Library administrative practice; Objectives of library and information services; Media studies; User studies; Communications and a Specialist option, whose aim was to provide the student with a knowledge of the purpose, function and services of a particular type of library of the student's choice.

The SLA had already set up a working party to look at recruitment, education and training for librarianship in the light of the Paulin Report, though since this document had concentrated on professional education, the SLA group concentrated on non-professional education.

There are numerous definitions of professional and non-professional in the literature. One of the best, combining as it does the para-professional level with the 'traditional' professional/non-professional approach appears as a footnote to the Scottish Library Association's Council Policy Document Recruitment, Education and Training for Librarianship (1979), the product of the Working Party's deliberations:

Manual/Clerical Staff	Staff able to carry out specific tasks which require little or no knowledge of related processes.
Technician Staff	Staff able to operate complex clerical and technical procedures and simple services, with some understanding of systems and objectives.
Professional Staff	Staff able to develop and manage staff and policies, and to operate the more advanced procedures and services. In particular, professional staff should have responsibility for, and be directly involved in, the operation of user services.

The same publication also reproduces a particularly interesting table of 'grades of staff available in future years':

Qualification	Level of Staff	Type of Work
SCE 'O' and 'H' grades	Clerical, manual Junior	Clerical or introductory work requiring little understanding of the organisation's aims, policies, and systems.
Certificate in Librarianship (= ONC approx)	Technician	Library assistant's duties. All staff should have every encouragement to reach this level.

Higher Certificate (= HNC approx)	Senior Technician	Used for better and experienced sub-professionals and inexperienced pre-professionals. May do some of the jobs presently done by
Licentiate (1st Degree or post-Grad)	Pre-professional	pre-charter qualified librarians, i.e. posts of little managerial/financial responsibility demanding some understanding of the profession's objectives and techniques.
ALA or FLA (1st degree or post-grad)	Professional	Fully professional posts.

is on the assistant and technician (non-professional) levels, with a recognition that new library school graduates may only be able to function, at least initially, at the same level as an experienced non-professional. A footnote to the table states that:

> This pattern indicates a much more highly educated work force than exists at present, with some level of qualification being achieved by virtually everyone. This is the pattern that obtains in other work areas. If library staff are to compete for salaries, recognition, prestige, etc. this pattern should be attained.

The SLA was giving its full backing to the SCOTEC initiative in the policy document:

> In an age which regards formal qualifications for many jobs as the norm, it is unfair to library staff to deny them the opportunity of gaining an appropriate qualification. By virtue of libraries adopting this education policy, future assistant staff may again see librarianship as a career rather than as a job, and the quality of staff available for initial recruitment is likely to improve and time spent in post will increase.
>
> The SLA supports SCOTEC in its creation of the Certificate in Library and Information Science. The SLA is represented on SCOTEC course committees, along with employers and colleges; these representatives should ensure the relevance of course content. Individual libraries could usefully liaise with colleges regarding detailed interpretation of syllabii in the light of local needs.
>
> Sub-professional courses will help establish a competent technician force in libraries, improve the quality of library service and the standing of library staff. The SLA welcomes these courses and urges all librarians to support them by seconding staff to them in numbers, and by recognising and rewarding diplomates.

Here was a qualification backed by the professional association and with a good deal more educational authority than was certainly the case with the CGLI qualification which it effectively superseded. By 1985, the Scottish Technical and Vocational Education Council (a merger of the Scottish Technical and Business Education Councils) had signed a five-year agreement to endorse each others' courses.[124]

A Higher Certificate in Library and Information Science was eventually approved by SCOTEC in late 1982. Though the recommended number of contact hours were the same as for the other course, to which it was a follow-on, the higher allowed for more individual project work as well as being at a more detailed though lower level than that usually associated with professional qualifications. Also included were related studies - social behaviour, understanding of different viewpoints and problem solving.

There was opposition to these qualifications in Scotland just as there was to the BEC certificate in England and Wales. At a seminar held by the SLA in June 1979 to discuss the SCOTEC ordinary certificate, James Weir, Director of Personnel, Glasgow District, made his position quite clear:

> Director of Personnel, Glasgow District. His philosophy was clear: 'pay the rate for the job, not the rate for a piece of paper.' He believed that before any course could be successful, there had to be a genuine demand for it. He asked if there was a need for a technician grade in libraries, and if there was, the first step before setting up a course was negotiation with personnel and finance departments. He recognised the difference between education and training, and believed library needs could be met by in-service training.[125]

In the same year, John Bate wrote:

> Arguments among senior library staff make it plain that chief librarians do not yet in Scotland understand their responsibility for the career development of their non-professional staff. Do they also dare to complain of a high turnover among their library assistants?[126]

Apart from Telford and, later, Glasgow colleges, no other institution was able to support the course, though Bate pointed out that, given the right kind of backing from employers, there was no reason why it should not flourish in Dundee, Falkirk and Aberdeen as well as the two main centres. The SLA mounted a major publicity campaign, however, and by 1983, J.M. Orr could write that 'the future of the [ordinary] course looks decidedly healthier than it did a year ago'.[127]

The increased success of the SCOTEC certificates led Telford College to make an approach in 1983 to the Open Tech Unit of the Manpower Services Commission to develop the courses as open learning packages. The move seems to have been successful, and the scheme has recently been extended to cover the CGLI assistant's certificate for England and Wales.

Before the formation of SCOTVEC, the Scottish Business Education Council (SCOTBEC) also developed relevant courses in information technology and the 'office revolution'. In 1981 a Working Party was formed to identify needs in information technology in order to design courses reflecting the new technology and to prepare updating modules for those people working in business who had taken older-style qualifications. The results of these deliberations was, firstly, a supplementary Certificate in Information Studies aimed at the latter groups: the course looks at hardware, software and systems from a practitioner's point of view. And secondly, the Scottish Higher National Diploma in Information Studies was developed. Largely a merging of the supplementary Certificate course and appropriate syllabii from SCOTBEC's SHNDs in Secretarial and Business Studies, it is intended as an ab initio qualification for those wishing to work in business and commerce - especially the office environment - and not for 'information professionals' in the 'librarianship' sense of the phrase.[128]

PART II

4

CERTIFICATES IN LIBRARY WORK

DUTIES, RESPONSIBILITIES, SYLLABII, CURRICULA

1

DUTIES AND RESPONSIBILITIES

It is not easily possible to analyse the various syllabii for non-professional certificates in library work in Britain, nor indeed abroad, without at least a short review of the duties and responsibilities customarily associated with library assistants and other para-professionals.

The profession of - and education for - librarianship gradually shed (or attempted to shed) those duties which were not deemed suitable for those who were qualified and chartered as librarians.

An extensive study of the 'division of labour' as a necessary element in the 'professionalisation of Librarianship' has already been carried out by Montgomery[1]. The reader is referred to his thesis for a detailed discussion of professional and non-professional duties in library work, and in particular an analysis of the more substantial descriptive lists produced by both the Library Association and other bodies.

Until recently, librarianship has concerned itself primarily with deciding what constituted professional work, the residue of duties carried out in libraries being, by implication if not definition, non-professional ones. Wherever the demarcation line between the two lies, Montgomery found that 'there are ... few, if any, functions which are exclusive to librarians, whether professional or not',[2] while in many areas, the non-professional tasks 'are mainly clerical operations which would be common in any organisation'.[3]

In general, it is not the type of work which non-professionals do but the levels at which they undertake tasks which separates them from professional staff. As the present author wrote in the LA guidelines Training Library assistants, 'professional responsiblilities emphasize planning and policy, while non-professional duties revolve around routine and practice'. I continued by citing two examples:

> Professionals in charge of acquisitions policy in a library will from time to time decide how best to dispose of unwanted material; the non-professionals will carry out the work of offering redundant material to other libraries. Items thus withdrawn from stock will need to be packed and despatched, and support staff will also undertake this work, along with the adjustment of the library's records.
>
> Similarly, senior staff will devise rules and regulations relating to the loan of material; it is the library assistants who will see that those rules are adhered to on a day-to-day basis, only referring problem cases or gross misdemeanours to the management.[4]

There has been little attempt, in this country at least, to differentiate between various levels of non-professional duty, though the recent Scottish Library Association policy statement and, to a lesser extent the LA's 1977 Training Working Party Report have done so. The library assistant/senior library assistant structure of the latter document re-appears in the Library Association's (LA) 1984 statement 'Duties and responsibilities of library staff':[6]

Definitions of levels of staff	Gradings
The duties are intended to be illustrative, not prescriptive.	The minimum point for holder of qualification listed applies only if post holder is undertaking the appropriate level of duties
NON-PROFESSIONAL Library Assistant	
Library Assistants will work under the close and regular supervision of more senior library staff. They will undertake a variety of routine tasks and procedures, including the operation of various systems and equipment used by the library. Much of their work will involve direct contact with the client and they are generally the first people with whom the client comes into contact. Interpersonal and communication skills are therefore essential.	Up to SCP18 (£6135 at 01.07.83). Automatic progression.

Senior Library Assistant		
Senior Library Assistants will supervise the operation of a variety of tasks and procedures and may be involved in the design and implementation of procedures within guidelines provided by professional staff. They may also undertake simple information provision under the general supervision of a professional librarian and may be responsible for the service point and its operation sometimes without direct supervision. They will play a significant part in the training of library assistants. Note: Depending on the size and/or organization of the library there may by scope for promotion to posts of greater responsibility for experienced non-professional and administrative staff which should be reflected in the grading of such posts.		SCP 15/27 (£5640-£7896 at (01.07.83. Minimum point for holders of BEC National Certificate or equivalent SCP 19 (See Note.)

The Council for Education Technology (CET) attempted a much more sophisticated division at the end of its 1977/78 analysis. Their 'outline structure for support staff in Educational Technology' is much closer to the North American model and hints at the three-tier qualifications structure which the Paulin Report originally envisaged.

The CET publication recognised, however, that there has long been a wide variation in the work carried out by support staff in libraries and resource centres simply because there is such a great diversity in the types of organisations employing such staff. Because many people work in small units where, inevitably, both professional and non-professional have to take turns at undertaking routine work 'staff without formal qualifications have filled important posts in special libraries for many years', writes Simpson.[6] At the other end of the spectrum, however, both professionals and non-professionals may work in

one specific area - acquisitions, cataloguing, circulation, reference and information work - of a library's operations. In addition, different libraries will value different skills: university libraries, for instance, may emphasise the academic, while public libraries could give priority to social aptitudes, for instance.

The difficulty of codifying duties is made more acute by the fact that automation of many library housekeeping routines has changed the nature and level of the work carried out in many areas of operation. While the computerisation of circulation systems may have changed the nature (if not the level) of the duties carried out, the advent of co-operative cataloguing allowed the de-professionalisation of work previously deemed to require a high degree of skill, qualification and experience.

This de-skilling process is, of course, not new, and neither is it peculiar to library work nor dependent upon the introduction of computers. Evans[7] stresses that any duties can be delegated if one or other (or both) of the following criteria can be met:

(1) It is work that can be planned in advance, so that para-professionals can be taught how to do it.

(2) It is work that is done in sufficient volume so that the benefits gained by the library from its assignment to para-professionals outweigh the costs of training and supervision.

Russell[8] reinforces Evans' criteria by stating that 'a basic administrative principle is that a task should be assigned to the lowest grade of staff who can perform it satisfactorily.' All this points to non-professional staff being 'essentially generalists, with a broad range of skills', as the Council for Educational Technology's task analysis of support personnel points out, though the same publication notes that 'there is wide variations between institutions and authorities over the amount of supervisory or administrative control expected of staff at technician level'[9].

No up-to-date, detailed list of non-professional duties exists, for the reasons outlined in this section. The syllabii reproduced and discussed in the following sections of this chapter are, in a sense, detailed lists of duties since they aim to instruct and examine library assistants in those responsibilities deemed appropriate for non-professional staff. Though now withdrawn by the LA, the second edition of the list of professional and non-professional duties forms the basis of many of the more recent non-professional qualifications and an analysis of those duties which might be caried out by library assistants was carried out by Rennie McElroy as part of his early proposals for an intermediate qualification for library staff. This list, together with the non-professional duties from the 1974 publications, is reproduced in the appendix as background to the analysis of the various syllabii in the later part of this study.

What is evident from a study of both these and other lists and the non-professional certificates courses which are the subject of the present study is that there is a good deal of commonality between the syllabii in terms of content (if not approach) and, in consequence, an identifiable core of duties and skills which contribute the major part of what is generally regarded as non-professional work. This has changed little since the days of Errett McDiarmid, whose work is discussed in the next section. What is startling is the degree of similarity between his 1949 syllabus and that of the BEC double option module of the late 1970s and the recent Scottish equivalents - as well as the various alternatives put forward in the intervening years.

2

EARLY SYLLABII

Writing in 1949, Errett McDiarmid lamented the fact that there seemed to be:

> no area of librarianship in which (American) library schools have contributed less to the profession than in the training of clerical and subprofessional workers. Except for a few minor efforts, library schools have gone blithely on their way, training people for professional and administrative positions and completely ignoring the fact that most libraries have, or at least should have, as many non-professional employees as professional ones. It is just in this area of non-professional work that one of our greatest library needs today goes unanswered.[10]

McDiarmid, like many other writers in the late 1940s and 1950s, argued for a division of library work into professional and non-professional levels. However, he went one further in designing a course for 'library technicians' to be run under the auspices of library schools which, the author argued, were responsible for education for librarianship at all levels.

'To dodge this responsibility is, in effect, to admit that formal education programs are of little value or assistance. It is only a step to the further position that libraries might just as well train their own professional people'.[11]

McDiarmid proposed, for his own country, that the North American 'junior college' was the appropriate place to train and educate library technicians and that any course of study should last for two years. The programme was to be divided into three sections: courses designed to promote general education; courses in clerical operations; courses in library methods and techniques.

As the Council for Educational Technology was to imply nearly thirty years later, 'the first requirement of a training program for library technicians is that it should have a good sound basis of general education'.[12] Courses would be available in literature, sociology, sciences and languages.

Beyond this, the library technician would study clerical skills. Keyboard technique, filing, record and office management were to form the basic essentials of this part of the course. In addition, however, graphics work - courses in lettering, artwork, the making of displays, posters, designs etc. 'might be available to students with aptitudes and interests in those areas and might well contribute to their work in a given library. In general, the aim of the courses in clerical skills would be to improve the students' mechanical ability ... [and to] give [them] a better understanding of clerical operations and how they fit into the organization of a library'.[13]

The third element in McDiarmid's course was to be library methods, organisation and techniques. This section would give the student some understanding of the purpose, organisation and activities of libraries. While the author did not wish technicians to spend time on 'the philosophy of librarianship', he felt that they should nevertheless 'have an overall knowlege of how libraries came to be, what they are attempting to do and the means by which they are attempting to accomplish these purposes'.[14] A study of 'library methods' would also give non-professionals 'some knowledge of the material available in libraries and the types of information it provides'[15], as well as giving them instruction and training in the way libraries operate. 'This latter .... should be designed with two ultimate goals in mind: (1) understanding why the particular methods are employed, and - more importantly - (2) learning how to perform them according to accepted library practice'.[16]

McDiarmid drew on his own experience in running a course in Minnesota in describing how a 'library methods' course might work. Under the heading 'Uses of books and libraries', students would be shown how to obtain information from libraries through reference books, catalogues, indexes and other bibliographical tools. 'Library orientation', on the other hand, was the most theoretical part of the proposed syllabus, attempting as it did to provide a general introduction to 'all types of library work', supplemented by 'visits and inspection trips to libraries of various types and to departments within libraries'.[17]

The central part of the syllabus was that section entitled 'Library techniques', where students would learn specific methods associated with library work. The topic was to be split into three elements: acquisitions, cataloguing and reader services.

Of the first section, McDiarmid writes:

> The aim would be to train students in the tasks that are performed in making out order cards, preparing orders to agents, receiving books, engaging in financial transactions, preparing books for circulation, preparing pamphlets, clippings and related material and perhaps doing simple mending and repairing of books. Probably as a part of this course, as well as others, there would be some instruction in checking bibliographies and lists of titles to be ordered.

Of the second, he says:

> The student would be given instruction in typing catalog cards from master copy, cataloging simple fiction and perhaps other books where the cataloging would be simple, assigning Cutter numbers, understanding call numbers, making cards for pamphlets and clippings, ordering Library of Congress cards, filing and arranging materials cards etc. Instruction would be aimed at giving the student some experience in doing simple library operations according to prescribed rules and methods.

While finally:

> Library Techniques III would be devoted to circulation and other public services. The student would be given instruction in handling the circulation desk, registering borrowers, charging out and discharging books, reserving books, sending out overdue notices, perhaps answering simple reference questions, taking care of circulation records and charges, etc. This might also include some nonprofessional publicity tasks. A part of this course should be devoted to instruction in how to meet the public, how to find out what they want, and other simple elements of good public relations. Of course, it would be emphasised in this course that the student should be alert to discover specialised needs or interests and to bring the borrower into contact with the person best qualified to help him.[18]

All this was to be complemented by a period of library practice of approximately 75 to 100 hours, 'preferably in the type of library in which the student wishes to work' [19]. But the instruction itself was also to be based in practice rather than on theory, with questions being followed 'through' to their eventual conclusion ... [demonstrating] the relationship between a specific task and its culmination in service to a user.[20]

Because McDiarmid's technicians would study on a full-time basis for two years, 70-75% of the course was to be devoted to general studies, as noted earlier. 'It seems fairly evident, however, that a total of somewhat less than one quarter's work devoted to library service would provide fairly satisfactory training.'[21] An interesting comment when one considers the controversy surrounding the introduction of the BEC library qualification in Britain nearly 30 years later.

McDiarmid's description of an outline syllabus for library technicians concludes with some points relating to their employment in libraries. In discussing the question of 'the possibilities of advancement for library-trained technicians', he foreshadows many later writers when he stresses the need to allow exceptional students to transfer to full professional education. This is where the courses in general subjects would be particularly valuable, being available as an entrance qualification for library school.

McDiarmid concluded by stressing that his syllabus was not intended for the more intelligent, but rather for those people 'who are interested in doing simple clerical operations, who are dependable and conscientious, and who have intelligence to learn how to do the operations and do them well. We are not interested in qualities of imagination or leadership'.[22]

Though in the discussion which followed McDiarmid's paper it was clear that his proposed syllabus had its faults, there was general agreement that there was a need to experiment with, and to develop training at, this level. As early as 1949 library technician courses were being set up in the United States and a brief history of the programmes, together with an analysis of the syllabii, is to be found

in the next chapter.

McDiarmid's course outline is important in that it set the level and content, whether consciously or unconsciously, for so many of the later non- or para-professional library qualifications on both sides of the Atlantic. All the basic features of the certificates discussed in this chapter are there. The 'liberal studies' element is present, though its emphasis was undoubtedly greater in McDiarmid's plan than in most later proposals. Then there is the emphasis on practical instruction with the minimum of theory and on non-professional routine, clerical tasks.

It is clear that men such as Douglas Foskett and Ken Mallaber - who did so much to foster a technician's certificate on this side of the Atlantic - were aware of the developments taking place in 'technician' education in North America during the 1950s and early 1960s. But developments were taking place nearer to home also. In the light of the white paper on 'Better opportunities in technical education' (Cmnd 1254), the City and Guilds of London Institute and other similar examining bodies had, by the early 1960s, introduced, or at least begun work on, the introduction of technician and similar courses for school-leavers not intending to go to University. In addition, new Ordinary and Higher National Certificates in Business Studies were introduced. Though valuable qualifications in their own right, these two certificates, like the later BEC awards, were also intended as a bridge to professional level qualifications, being of approximately GCE 'A' level standard. [23]

These developments influenced the introduction of a Library Assistant's Certificate and its eventual promulgation by the City and Guilds Institute made good sense in the light of the re-organisation of further education described above. The history of the CGLI has been described in detail elsewhere[24] and this is not repeated here. Founded by the Corporation and a number of livery companies in 1878, the aim of the Institute was to provide a national system of technical education at a time when there was none. By the 1980s, some 400,000 people a year were sitting CGLI examinations and if successful, gaining nationally recognised qualifications.

The Library Assistant's Certificate eventually introduced in 1967 was modelled not on any non-librarianship qualification, however, but parts of the LAs pre-1964 examination system and other related schemes such as that put forward by the LAs 1962 working party report on in-service training.

Initially, attempts were made to turn the Entrance or First Professional Examination into a sub-professional qualification by the issuing of a certificate of competence to those who did not proceed to the professional examinations proper. Indeed, it is clear from comments made at the time that, until its demise in 1967, the Entrance Examination was regarded as a certificate in Library work for those who failed, or chose not to qualify professionally.

Towards the end of the Second World War, the LA began to re-cast its examination structure to take account of the fact that, in subsequent years the major part of library training would be carried out at full-time library schools. It was proposed that entrants would take up a library post at the age of eighteen and, after one year's experience, would sit the entrance examination and proceed to a library school for one year, where they would take the Registration Examination and qualifiy as Chartered Librarians.

The Entrance or Elementary Examination was thus designed 'to assess the suitability of candidates for library work, and [was] an essential preliminary for all entrants'. The following description appeared in the Library Association Record for October 1943:

> Candidates must be at least 19 years of age; must have worked at least one year in an approved library; and must at least have passed a general examination equivalent to the School Certificate. The examiners will not expect any knowledge that cannot easily be acquired after a few months' practical experience by an intelligent well-educated candidate. The normal preparation will be (a) practical work and staff instruction, and (b) the endeavour to appreciate the landmarks of English literature during the last half century and to know something of the more important topical works that are being generally read and discussed today. There will be four 3-hour* papers: (I) Library administration and procedure; (II) Simple cataloguing and classification; (III) Choice of books, and general knowledge of current English literature; and (IV) Reference material and methods.[25]

* Actually 1½ hours

The description has strong similarities with both Douglas Foskett's 1961 scheme (discussed below) and the eventual CGLI certificate. The need for practical experience and the minimum age requirement, the emphasis on practical matters and the 'liberal studies' element foreshadow the library assistant's certificate and hint at McDiarmid's sub-professional syllabus, while the four examination papers have much in common with Foskett's later proposals.

The Entrance Examination had something of a 'chequered career' during the next twenty years. As Stokes notes, the description given above 'suggested that this was an examination for which no formal course of study was appropriate, but for which intelligent and wisely guided practical experience in a library would suffice'[26]. However, the general lack of in-service training programmes in British libraries at that time meant that many candidates were being given inadequate preparation for the examination.

Stokes[27] continues by relating how, on the one hand, the AAL Council had asked that the scope and limits of the syllabus be defined in order to ensure the examination was an effective test of a student's ability to take and pass the professional examinations proper; while on the other hand, the library schools were showing that this level of testing was of no value in gauging the suitability of a candidate applying for entrance to full-time professional examinations. Certainly, the failure rate was high.

This was in 1952. Revisions of the syllabus were eventually made, the revised examination first being held in June 1956. Much of the debate surrounding these revisions centred on the necessity for, and style of, essays to be written; the justification for a year's practical experience prior to sitting the examination; the requirement that specific reference books be studied and their contents memorised. (It is interesting to note that these topics resurfaced when changes to the Library Assistant's Certificate syllabus were being discussed.)

The First Professional Examination syllabus was split into four papers, each of one and a half hours. The coverage was as follows;

(1) Librarianship: Purpose
The aims and scope of the library service. The services available in all types of library. Inter-library co-operation. Professional education and qualification. Professional associations.

(2) Librarianship: Methods
How libraries are governed and financed. Staffing and the division of work. The ordering and receipt, preparation, care and custody of books, periodicals and other related material. The admission and registration of readers. Circulation methods, reservation, inter-lending of material, personal services and publicity.

(3) Library stock: Description and arrangement
The parts of books and periodicals. Simple bibliographical terms. The practical purposes of classification in libraries. Parts of a classification scheme. Shelf arrangement guiding and display. The purposes of reading lists. The purposes of cataloguing. The types and forms of catalogue. The details given in catalogue entries. References. The functions of subject headings in a dictionary catalogue and of indexes to a classified catalogue. The arrangement of the catalogue, alphabetizing and filing, guide cards and labels. Centralized cataloguing and the use of the British Bibliography.

(4) Library stock: Use
The value and use of the more important types of reference book, e.g. encyclopaedias, year books, directories, dictionaries, indexes to periodicals, abstracts, book-trade lists, books of quotations, biographical reference works, atlases. Abbreviations used in books.[28]

Writing in 1963, W. Caldwell could still say 'this examination is both wider and deeper than the one it replaced, and forms a much more satisfactory introduction to professional studies [than its predecessor]'[29] (my emphasis). Note, however, the similarities with McDiarmid's 'Sub-professional syllabus'. A study of some of the later examination papers for the first Professional Examination (or Entrance Examination as it was again restyled from 1964 to 1967) shows the level of knowledge and understanding required. Candidates had to answer three questions on each of the 1½ hour papers.

These asked students to demonstrate only a rudimentary knowledge

of library work. A sample of questions, drawn from the period 1963 to 1967 follows:

> What services do you consider your library should provide before it can claim to be fully efficient?
>
> Write descriptive notes on THREE of the following: (a) Library science abstracts; (b) UNESCO bulletin for libraries; (c) British technology index; (d) Liaison; (e) Library Association year book.
>
> Discuss the value of the reservation of books, specifying the type of library you are considering.
>
> Write brief explanatory notes about FIVE of the following terms used in cataloguing, and give examples where appropriate: unit card; "nothing before something" alphabetization; corporate entry; imprint; analytical entry; series; union catalogue. Why are periodicals regarded as an important part of the library stock? Describe TWO publications which are concerned with the subject content of periodicals.

Though often frowned upon by the profession as a whole, these simple examinations had a considerable bearing upon the education and training of support staff, both in this country and abroad. We have already noted that the First Professional Examination was used as an unofficial Library Assistant's Certificate until its demise in 1967 and it will be seen how great an influence it had on what was, in effect, its successor, the City and Guilds qualification. But this influence extended to other countries also. As Aiyepeku has pointed out, the FPE had a 'long and unique influence in the certification at the sub-professional level of large numbers of library staff in the Commonwealth of Nations.'[30] Certainly the shape and content of the LA examination is evident in many African syllabii of the 1960s and 1970s.[31]

Though not leading to a qualification of any kind, the descriptive list of duties attached to the Association's 1962 working party report on in-service training undoubtedly had a strong influence on the development of the Library Assistant's Certificate. At the end of this report (reproduced in the Appendix) are listed twenty-two basic tasks 'common to most libraries of all kinds and sizes'. The 'Syllabus' concentrates on routine practical matters for the most part and there is no attempt to organise the tasks along the lines of the FPE syllabus

which, despite its practical emphasis, still had a theoretical base. The categorisation of the training elements according to local and general knowledge is significant, however, given the difficulties of deciding what is training and what (if anything) should be education as far as support staff is concerned. But certainly, the right hand column ('General knowledge') of the 1962 report's appendix has a definite link with the later Library Assistant's Certificate syllabus, discussed later in this chapter.

That syllabus sprang up ostensibly from Douglas Foskett's 1961 memorandum to The Library Association. It is clear from an inspection of this document that Foskett's embryo certificate was closely based on the Entrance Examination, not only in terms of organisation and content, but also in terms of level. The sample questions are closely related to those in the LA Examinations, while the four 1ç hour paper structure of the Certificate syllabus is identical. Foskett was, in fact, codifying existing practice rather than breaking new ground; the auxiliary's certificate was what remained of the old style Professional Examination when the 1962 division of duties had been applied to the new qualification structure and not a technician level syllabus ab initio. But it was a proposal which was welcomed by those librarians who were 'deploring the proposed disappearance of the FPE which, they state, has given their juniors a good grounding in library work, whether or not they have ever proceeded to qualify professionally'.[32] It was only thought necessary 'to shape the Entrance Examination to a more practical and less theoretical form, relating the questions more closely to local practices.'[33]

The syllabus prepared by F.J. Bungay for possible use on a course for library assistants to be held at the North Western Polytechnic attempted to do this though, unlike Foskett, this later author had looked for a rationale behind non-professional staff training and education in putting his proposals forward. Lasting for approximately 25 two-hour sessions, each occupying 'one half-day release period', the course was divided into three sections: Libraries - general introduction; Library materials and their arrangement, Services and processes in Libraries. Teaching would be by a combination of visits, talks by visiting, as well as 'home' lecturers and practical exercises.

Bungay described how the course might best be organised:

> I would suggest that all assistants, whatever type of library they work in, should attend the early sessions on libraries, their control, general organisation and public relations. Thereafter, it might be of advantage to divide into groups equating with type of library, to receive guidance in materials and services, processes, etc., to allow greater degree of emphasis on those aspects more commonly found in each type of library.
>
> As I see it, the emphasis must be throughout this course on practical matters. Not only will the type of assistant be disinclined to participate in anything which seems academic in nature, but those giving the instruction will often be people accustomed to training staff rather than educating them. While no-one denies that this course will have a slight educative value, this should at all times be kept incidental. Pursuing the practical approach, it would seem appropriate to require assistants to perform actual tasks under supervision; the checking of invoices, sorting of stock-cards, completion of statistical records of a simple nature will form an integral part of the course. Some of these sessions will most usefully be held in libraries where the process in question may be seen in action. The considerable problems of arranging this remains.
>
> A further principle needs to be stated, that of the need for flexibility. The one disadvantage of a formal Certificate is that it tends to encourage more rigidity in a course; as techniques are continually changing, so should this course. Perhaps a Certificate based more on observed practical competence combined with some rudimentary written test would meet this. Again, I concede that the details of this need further, careful, consideration.[34]

Bungay's syllabus, together with notes on how the course might best be taught, is reproduced in the appendix. There are clear parallels between this outline and McDiarmid's technician course. The basic 'theory' of library work and an enumeration of the types of institution, their purpose and organisation are followed by sections on library materials and then the various services and processes which are necessary to fulfill the role of the unit. Though there is no 'liberal

studies' element in Bungay's syllabus, there is provision for training in McDiarmid's 'simple clerical operations'. The Bungay course also has obvious affinities with the Entrance Examination - further evidence that the latter 'qualification' was always sub-professional in nature, at least when judged by the standards of the 1960s. The 'purpose' and 'methods' sections of the LA examination are rolled into one part of Bungay's syllabus, but the 'Library stock description and arrangement/ Use' sections appear as parts two and three of the draft.

These early syllabii all follow a similar pattern. They are based on practical, clerical routines normally carried out by library assistants and regarded as being non-professional work according to the criteria which had been laid down during the course of the 1950s and early 1960s. In consequence, they do not dwell on the theoretical aspects of the profession, except in so far as an introduction to librarianship and the various types of library, its organisation and method as is necessary for an appreciation of the topics which form the core of the syllabus.

Given the nature of these syllabii, it is no surprise that many librarians, as we have seen, were sceptical of the need for a formal certificate for library assistants. There is little difference between the list of topics drawn up by the working party on in-service training and the contents of the certificate courses. Bungay himself highlights the difficulty of separating the one kind of instruction from the other. McDiarmid also saw this in 1949, when he asked:

> Why not let the libraries do it themselves? There are two sides to this question, but to me the weight of the argument falls in favour of having educational institutions handle vocational training of this kind. My reasons are threefold:
>
> 1. On-the-job training tends to perpetuate the status quo. It teaches people to do things as they are now being done, rather than to learn new methods and reasons for doing things.
>
> 2. People at the technician or vocational level in libraries as well as factories need general education; there is little evidence to show that they get this except through some such program as I have outlined.

3. On-the-job training tends to produce compliance and undiscerning acceptance in the trainee. This attitude of mind is dangerous to the future of our democratic society, particularly if carried over into economic, social, and political issues.[35]

The choice between training and education, (i.e. the process whereby an assistant gains a qualification in library work) as opposed to the act of instructing a member of staff in the compliance of particular duties, has been a difficult one to make, not least because of the attitudes of professionals towards non-professionals and the lowly status and high turnover rates of the latter.

The Report of the in-service training working party stresses that all staff would benefit from instruction in the areas covered by its checklist; but this was written at a time when the transition from non-professional to professional was still relatively straightforward, given a sufficient level of motivation. The draft non-professional certificate courses on the other hand assume not only that the average assistant will not wish to qualify professionally, but also that the work which he/she will carry out will not vary significantly from a certain routine level. The duties covered by the early syllabii are certainly general in nature, as the CET suggests, but they take no account of the potential for 'de-skilling' in areas of operation previously designated 'Professional', as proposed by Evans though, to his credit, Bungay suggests the need for flexibility in education at this level. Flexibility was not a characteristic immediately apparent when the CGLI qualification was introduced, though the durability of the certificate suggests that it continues to fulfil a genuine need.

3

THE CITY AND GUILDS OF LONDON INSTITUTE'S LIBRARY ASSISTANT'S CERTIFICATE

Initially coded as City and Guilds Course 380 (subsequently re-numbered as 737) the Library Assistant's Certificate syllabus drawn up in consultation with the Library Assocation was not radically different from the Entrance Examination - which preceded it. The historical reasons for this have already been enumerated. This section concentrates on the syllabus itself, its relation to the earlier attempt at a non-professional qualification, and the revision made in the years after its first appearance and most especially introduced in 1983.

The introduction to syllabus 380/737 states categorically that it is 'not intended to provide an alternative method of entry to the examinations of the Library Association'. As with the courses described in the previous section, it 'covers library practice and its underlying principles but the theoretical content should be taught only to the level and standard necessary for a sound understanding of library practice ... Library staff in this category will normally work under the control and supervision of a professional librarian, and the emphasis of this scheme is on practical skills.'[36]

The syllabus assumed that students would 'attend an establishment of further education for part-time day classes extending normally over a period of one year'. General studies - as presented by McDiarmid in North America - were regarded as an essential part of the course, in line with Ministry of Education Circular 323, though how these were to be taught was left up to the individual institution. The period of tuition culminated in two 2-hour written papers 'ranging over the whole syllabus of library practice and related theory'. The syllabus promised that the papers would 'be designed to cater for the needs of students from different types of libraries and information bureaux.'[37]

It was assumed that most students would register through their local College of Further Education though , exceptionally, assistants could register as external candidates if supported by a chartered

librarian and no course of study was easily available. Since the CGLI was a body of international standing, provision was made for entries for the examinations from overseas candidates. Like the First Professional Examination before it, the Library Assistant's Certificate was to have a considerable influence on sub-professional education for librarianship in many English-speaking countries.

The introduction to the course outline and syllabus concluded with explanatory notes aimed, it would seem, at course tutors and (to a lesser extent) employing librarians. It was hoped, for instance, that the widely differing background of students would be taken into account when the courses were being prepared since 'the teaching should be related to the students' own practical experience and to the systems with which they are familiar in their work'.[38] At the same time, the CGLI was at pains to stress that:

> It must not be overlooked that the purpose of the scheme is to help students to acquire a proper understanding of their work; this necessarily involves an appreciation of why things are done as well as how to do them and should also include some knowledge of alternative systems and methods of working. Similarly, the course should be sufficiently broad to be of value to the student should he or she ever transfer to a different type of library.[39]

The syllabus itself was arranged in two columns 'to assist teachers in the correlation of practical and theoretical work'. The first three elements - types of library, library users and library organisation - form a general introduction much like those in the syllabii referred to earlier. The rest of the outline is clearly based on practice; The 'principles' on which the instruction is to be founded centre upon 'good administration' rather than theoretical librarianship, though there are links with the non-professional parts of the LAs 1962 descriptive list. This latter publication is regarded as a useful indication to course tutors of the 'depth of treatment required'.[40]

The preamble to Course 380's descriptive booklet was at pains to draw attention to section 18 of the syllabus. This was 'intended to

provide a general introduction to office practice'. Again, there is an obvious parallel with McDiarmid's technician syllabus and the inclusion of clerical skills. As with the general studies element, these techniques could be taught in larger classes attended also by secretarial-type students.

The CGLI strongly recommended that, in view of the practical nature of the course, much of the instruction would be 'covered and supported by planned and direct demonstrations in a model library', while it was noted that 'organised visits to different types of libraries and information bureaux [could] also be used to illustrate different sections of the syllabus'.[41]

This emphasis on the practical was heightened by the inclusion of nineteen items of practical work which were to be used as the basis of an assessment of each student's competance by the course tutor and the employer. Though the CGLI did not set a practical examination as such, it was suggested that these local assessments would be taken into account when the final examination result was being determined. Students would have to have satisfactorily completed 12 of the tasks, which were as follows:

1. Drafting of simple letters and memoranda.
2. Maintenance of statistical and cash records.
3. Accurate and legible writing and printing.
4. Making of 'errata' and 'note-up' alterations.
5. Order work and receipt of library materials and supplies.
6. Shelving and filing of books and other materials.
7. Book repair and conservation (including non-book material).
8. Preparation of library materials for binding.
9. Preparation of library materials for shelving.
10. Loan and circulation procedures.
11. Display work, including lettering.
12. Assistance in proof-reading.
13. Answering of simple enquiries.
14. Clerical work associated with cataloguing.
15. Use of the telephone.
16. Use of telex.

17. Use of duplicating machines.
18. Use of document copying machines.
19. Use of adding machines.

The similarities with the 22 tasks listed in the 1962 Report of the LA's Working Party on In-service Training are obvious. Most of the items listed in the CGLI syllabus are the routine duties expected of any library assistant, though the reference to 'clerical work associated with cataloguing' is more closely linked to the descriptive list of professional and non-professional duties. The need to proof-read (a technique also tested in the written examinations) seems odd in retrospect though, as an extension of the copy-typing work advocated by the 1962 Report, it is a logical enough inclusion.

The first examination papers revealed few surprises. A sample of questions, taken from an early specimen paper, are given below:

> Show how the functions of public, special and university libraries differ from each other.
> List the various processes in preparing books for the shelves from the time of receipt in the library. What is the purpose of each process? What are the main uses of a library catalogue?
> Describe the methods by which readers are informed of the services which your library offers.
> What kind of information would you expect to find in three of the following types of publication: a gazetteer; a directory; a bibliography; an abstracting journal.
> Name a piece of office equipment; assuming that your library does not already possess it, draft a note to your librarian recommending its acquisition.

These differ little from the questions relating to the syllabii discussed in the previous sections. As F.W. Cookson, then Deputy City Librarian of Edinburgh, noted when the examinations were first held, the level and nature of the papers differed only in detail from those of the old First Professional Examination[41]. Ironically, and despite the LA's efforts to disassociate itself from matters non-professional in order to raise the status of the profession, the fears of those who felt that the Library Assistant's Certificate would be confused with the higher level qualifications were not entirely groundless: Course

380 was categorised in the 'Professional, Scientific and Miscellaneous' group of qualifications promulgated by the CGLI.

The syllabus and general course content changed little until the new Library and Information Assistant's Certificate was introduced in 1983 after an extensive market survey.

The examination papers for the certificate show a remarkable consistency over the years. From two, 2-hour question papers, candidates had to answer five out of a total of ten questions per examination. Initially, all questions carried equal marks but, in 1973, the first half of each paper was remodelled so that an essay question carrying 30 marks was balanced by a simple 'alternative' question worth only 10 marks.

Initially, the two papers were simply numbered, though the fact that they each covered half of the syllabus was recognised in 1976 when they were titled 'Organisation, Purpose and Users' and 'Aids, Activities and Routines' respectively.

The questions varied little and the First Professional Examination model remained until the mid-1970s, when the re-naming of the two papers does seem to have been accompanied by a move away from simple or 'watered-down professional' questions.

The questions mirrored the syllabus closely. The early papers were keen to stress the non-professional nature of the examination, and there was usually a reference to level of duties in at least the one paper. Brief descriptions of the different types of library and the various services and routines carried out therein were usually requested, while questions on processing and storage of materials were normally included. Bibliographical description was customarily restricted to definitions of particular terms, whether related to the book or its cataloguing. Occasionally, a catalogue entry had to be dissected.

In later papers, students were expected to know a range of reference works and to be able to describe their contents or to spot

which title would be used to help answer a specific query. Questions on publicity and office procedures and equipment were included from time to time. Proof reading usually appeared in some form: either candidates had to describe the meaning of particular proof signs or had to correct a passage of text. This relatively difficult task was later eased by the inclusion of both uncorrected and corrected text.

The fact that five questions were to be answered in two hours suggests a simple level of examination, though the restructuring referred to earlier meant that at least one essay had to be of a reasonable length. The 'alternative' questions seem rather puerile in retrospect, with some of the 'filler' answers obviously inappropriate (at least to professional eyes):

> The name used by an author which is not his real name is;
> (i) a pseudonym
> (ii) a homonym
> (iii) an anonym
> (iv) a proper name.

The 1967 syllabus and related examination papers and practical testing lasted until 1983, when the syllabus for Course 737 was revised and retitled 'Library and Information Assistant's Certificate'. The preamble to the new syllabus stated that:

> AIMS OF THE COURSE
>
> The course aims to enable students:
>
> (a) to understand the purpose, functions and uses of libraries and information services.
>
> (b) to develop the skills required to carry out the non-professional library duties which normally support the work of professional librarians.
>
> (c) to relate this understanding and these skills to the training and experience that they obtain during their employment.
>
> (d) to develop their communication skills, and to continue their education and personal development.
>
> and, in general, the course aims to equip students for a wider range of opportunities in the library and information work field.

OBJECTIVES OF THE COURSE - SUMMARY

At the end of the course students will be able to:

(a) describe the functions and purposes of all types of library and information service in outline and those of one particular type (e.g. public, academic, national, special etc) in more detail.

(b) describe and explain the principal organization routines associated with library operations.

(c) draw up and describe simple procedures for in-service training of library staff.

(d) demonstrate an understanding of the application of the various materials and items of specialized equipment used in libraries.

(e) answer the simple bibliographical and other types of 'quick reference' enquiry made by the library users within the prescribed boundaries implied by the appropriate syllabus headings.

(f) state the principles upon which careful maintenance of library materials are based and to specify the various means of handling, storage and conservation of all types of library stock.

(g) write short reports on, or analyses of, the operation of specific library functions which will assist in recognizing the means of improving efficiency.

Here was a syllabus which, though based on experience gained over many years of teaching, studying and setting and sitting examinations for the old Course 737, set out anew to create a proper para-professional qualification rather than one drawn out of the remnants of the old LA structure or of a watered-down professional certificate.

The aims and objectives were clear, unlike those of the old certificate though the mode of study was much as before. The expectation was that 120 - 160 hours would be allocated to the course, including a General Studies element, though this was meant 'as a guide

not as a rigid specification'.[42]

As before the emphasis was to be on matters practical, and principles were to be 'constantly linked [to practice] so as to enable students to appreciate the purpose of the tasks which they are called upon to perform'.[43] Colleges were free to devise their own General Studies course unit and, as with the previous syllabus, no examination would be set in this area. The over-riding aim was 'to provide a basic qualification in library practice and its underlying principles', the scheme being 'designed to be complementary to the training and experience students will be obtaining in their employment'.[44]

In this latter respect, the new syllabus had much in common with the old one. Both were drawn up to meet the needs of assistants and 'technicians' from a wide variety of libraries and the 'considerable differences in the type of work which students are called upon to perform in the [course of] their normal duties'[45] had to be recognised. However, while the new non-professional qualification quite naturally continued and, indeed, reinforced the emphasis on the practical nature of library assistant work in whatever kind of library, in order to help students to 'acquire a proper understanding of their work', it would also be necessary to give them 'an appreciation of how and why things are done'. The new syllabus was thus to include 'some knowledge of alternative systems and methods of working', since 'students should understand the rationale behind the management and layout of libraries and information services and how their different parts of the service relate to each other'.[46]

The four-part structure of the syllabus can be summarised as follows:

1. The Functions and Purposes of Libraries, Information Services and Related Organizations.
2. Library and Information Services Operations and Routines.
3. Materials and the Needs of Users.
4. Care and Maintenance of Library Materials.

This is closely akin to the outline of McDiarmid's syllabus and the FPE structure, as well as the drafts put forward by Foskett and

Bungay. The matching of syllabus and 'practical project work' elements is similar to the 'principles' and 'practice' columns of the old Course 737 outline, though in the new version there is a much greater specification of tasks or projects to be carried out as part of the learning process and a greater awareness of study objectives than in the earlier certificates. Visits to libraries - a recommended instruction method in the original syllabus - now form an integral part of the practical project work.

Each of the four sections is governed by an objective and a series of sub-objectives, matched by syllabus elements and practical project work elements. Proof-reading no longer forms part of the course and office equipment has been updated to include Visual Display Units and Video Hardware. 'Reference materials' now includes on-line information retrieval. Much remains, however, from the original syllabus: Types of Library, Acquisitions, Cataloguing and Classifications Procedures, Routine Reader Services and Enquiry Work, Shelving, Storage, Conservation and Repair of Material. To these topics are added subjects which could well be found in the kind of library staff induction programme discussed briefly later in this study; Roles of staff, Conditions of Services, Health and Safety at Work, also areas of value to senior non-professional supervisory positions: Planning and Control of Workloads, Worksheets, Delegation, Timetables.

The whole syllabus is much more geared to paraprofessional level: there is less emphasis on clerical routine and more on supervisory roles and on the need for an understanding of why library operations are carried out. As before, no practical examination was to be set by the Institute but colleges, in association with employers, were 'required to make an appraisal of their students' practical work on an assessment form ... provided by the Institute'.[48] Two written papers were again to be set, though the first was now completely made up of multiple-choice questions; the second was a 'written paper'.

4

DRAFT SYLLABII FOR LIBRARY TECHNICIANS

Within a very short time of the emergence of the CGLI Library Assistant's Certificate in 1967, alternatives were being suggested. Many of these were never implemented though elements from almost all these schemes can be found in the later BEC and SCOTEC syllabii.

One of the earliest schemes was devised by Kenneth Mallaber. In 1972, the Joint Committee for National Awards in Business Studies and Public Administration agreed to the introduction into the Ordinary National Certificate (ONC) in Public Administration of an optional subject 'the use of libraries and information'. The aim of this option was 'to familiarise students with aspects of the production, publication and dissemination of specialist information, and with its role and importance in management; techniques of storing and retrieval; methods of presentation to the various levels of management'.[49] The syllabus has much in common with the CGLI scheme. The sections on 'physical records' and sources of information all have parallels in the Library Assistant's Certificate while section 4, relating to types of library and cataloguing practices, is virtually identical. The sections concerning office equipment and standard letters are also closely akin to the library qualification. Additionally, it was noted that 'almost all the topics in this [ONC] syllabus should be associated with practical work, or with visits to libraries and other sources of information. Practical demonstrations of information handling and searching can be made, and retrieval techniques practised. Reports should be expected from students during the course'.[50]

A more telling development as far as paraprofessional library education in this country was concerned appeared to be Albert Standley's Diploma in Library Practice at West London College. Here was an attempt to produce a 'technician' level qualification in library work. In the draft syllabus it was stated that the purpose of the course was to be 'a means to a further, higher qualification for non-professional library and information service staff, beyond CGLI Library Assistant's Certificate and as a useful course for anyone who has to carry out practical library procedures which are not dealt with in

detail in the Library Association's examination syllabii and for which ASLIB provides excellent but only occasional, very short, courses and meetings'.[51]

Though Standley's proposals were not implemented, it is interesting to examine the draft syllabus as a means of demonstrating what was considered to be paraprofessional level work and education in the early 1970s and at time when non-graduate chartered librarians were still numerous and the LA's post-1964 examination structure remained in place. It is perhaps because of this last point that the proposed qualification was not particularly appealing to potential tutors. Indeed this is borne out by the fact that entry qualifications were suggested as being 'age at least 21 years, 3 years' library experience, possession of CGLI Library Assistant's Certificate Part I of the LA examination, or other qualification or experience, plus employer's sponsorship at [the] College's discretion'.[52]

The list of entry qualifications highlights one of the major problems with paraprofessional qualifications in librarianship. The difficulty with Standley's certificate was that it required almost as much of the candidate as did professional qualifications. If a student was already in possession of part I of the LA examination, then why should the person not proceed to qualify? A one year, one day-a-week course culminating in four 2-hour papers and leading to an unrecognised diploma was hardly likely to attract the 'semi-professional'.

As already noted, the West London course was never promulgated, though the syllabus outline (reproduced in the appendix) did hint at the content of the later BEC modules. The headings 'People', 'Materials', 'Services' were akin to those used in the later qualification, while the 'Business Studies' approach of part D of the course outline was also similar to that of the BEC qualification, though not as well developed as in the latter scheme. Much of the 'common core' section was not duplicated from the CGLI qualification, though the topics covered under 'Services' show some similarities (e.g. reference work, proof-reading). What was novel about Standley's syllabus was the student's ability to opt for either a general or a special libraries option in the second half of the course. The outlines of these

'modules' are too sketchy to permit any kind of analysis, and the list of topics to be covered could not have been thought to be all-inclusive However, one advance on the CGLI course is the opportunity which was to be given to students to study in depth one individual problem, chosen in conjunction with their employer.

The role of the then Colleges of Technology and Further Education section of the Library Association (CTFE) in encouraging the development of paraprofessional qualifications during the course of the 1970s was considerable. The CTFE proposal for the inclusion of a section on Information retrieval and the use of the literature in the BEC core modules is closely akin to the ONC in Business Studies/Public Administration option discussed in the last section of this chapter. Though not a course for library paraprofessionals, the CTFE proposals[53] do contain topics which are generally found in such courses, as follows:

Levels 2 & 3 (Level refers to level of BEC award)

1. Using libraries to identify and trace specific documents, and to trace information on specified topics and organisations.
2. Bibliographic apparatus of business: books, directories, periodicals, abstracts, government documents, appropriate reference sources.
3. Statistical and company information.
4. Non-printed information sources: research & trade associations, professional societies, government departments.
5. Information storage and retrieval systems: personal information systems, mechanised handling of information.

Level 3 only

1. Presentation and editing of scientific, commercial and technical reports.
2. Literature search techniques.
3. Mechanised handling of information; commercially available computerised data bases.

10-12 hours were to be devoted to these topics, except at Higher National level, where 20 hours would be required. As in all these

courses, emphasis was to be on the practical and exercises were an essential requirement, the aim being to produce 'in the short-term, a more effective student ... aware of the range of information available and able to use his ... library quickly and with optimum results'; in the longer term 'a person who has a knowledge of information sources and the skills of information retrieval ... with the skills required to keep abreast of new developments in the [specialist] subject'.[54]

The BEC national level [option module] in information systems devised by Lawrence Tagg had much the same aims, the idea being 'to provide the student with a knowledge and understanding of the nature and function of information systems'.[55] Aspects of the production, publication and dissemination of information including the techniques of information storage and retrieval were to be studied.

The origins of this syllabus in the ONC and the CTFE proposals are obvious. The outline is much fuller than either of these, however; it is organised in much the same way as the revised CGLI syllabus, with general and specific objectives and 'guidance on detail'.

Here again, the emphasis - despite the seemingly theoretical slant of the syllabus outline - was to be on the practical and the module was to 'be interpreted with particular reference to the working environment of the students attending the course'. A programme of practical work was to be devised and each student would be expected to 'complete a report on the information needs of his/her place of employment and indicate the best methods of either (a) improving upon the existing flow of information or (b) establishing the most effective flow of information.'

Though not intended for library staff, parts of the option module had an obvious relevance for such workers, given that libraries handle and exploit information. The syllabus was primarily designed to enable the individual to improve his/her information handling techniques in order that study in other areas would thus be improved. With the exception perhaps of paraprofessionals working in special libraries - where information handling is at a particular premium - the option module would not have been attractive to libraries or library employees

as a possible source of external, yet job-related, instruction. As we shall see, however, Tagg's syllabus influenced the design of the later BEC qualification.

The CTFE proposals for an intermediate qualification for library staff were largely drafted by Rennie McElroy through an analysis of the 1974 list of professional and non-professional duties, identifying tasks which could be carried out by an intermediate grade of library assistant and around which a paraprofessional qualification could be based. Though not the first to do this, his draft syllabus was a genuine attempt to introduce a higher level of qualification for library assistants than the CGLI certificate or, for that matter, any of the other drafts which took the old First Professional/Entrance Examination as their basis. As such, the CTFE proposals have a degree of affinity with professional level syllabii. This is not surprising, for they were designed to bridge the gap between what McElroy and others saw as the very low level of the CGLI qualification and the Associateship of the Library Association. Here was a course lasting, on a day-release basis, for two years and which was aimed at developing a person skilled in routine professional or semi-professional work. Thus, while elements of the CGLI qualification are present (as, for example, binding, storage, equipment display work), there is an emphasis on supervisory management (senior non-professionals being expected to be in charge of others), bibliography and simpler kinds of cataloguing and classification. It is interesting to note in this context that 30% of the course is devoted to what McDiarmid terms 'the philosphy of librarianship', while a special study was to be included, as with the other draft intermediate syllabii.

McElroy suggested that BEC and SCOTEC would be the best bodies to organise an intermediate qualification in library work and the remaining two sections of this chapter describe and discuss the English and Scottish syllabii which were eventually promulgated. What is clear, from a comparison of these drafts analysed here and the actual certificates made available, is that the latter evolved gradually, with Standley's 1972 proposals as the 'earliest version' of a para-professional qualification in library work in Britain.

5

THE BUSINESS EDUCATION COUNCIL (LATER THE BUSINESS AND TECHNICIAN EDUCATION COUNCIL) DOUBLE OPTION MODULE IN LIBRARY AND INFORMATION WORK

The Business Education Council (BEC) was established in May 1974 by the then Secretary of State for Education and Science. This fulfilled a recommendation of the Haselgrave Committee on Technician Courses and Examinations which reported in 1969 and which led also to the setting up of the Technician Education Council.[57] The two councils merged in 1983 to form the Business and Technician Council (BTEC).[58] From its instigation, BEC had close links with its Scottish counterparts, SCOTBEC and SCOTEC. From 1975, BEC accepted responsibility for inter alia, National Awards in Business and Office Studies.

As originally constituted, the role of BEC was 'to plan, administer and keep under review the establishment of a unified national system of non-degree courses for people whose occupations fall within the broad area of business and public administration'.[59] In order to fulfil this role, the Council devised or approved a wide range of courses; the term 'business' was regarded as extending to 'all those who need education (other than for scientific and technical qualifications) to equip them for their work in any part of the private or public sector - whether in industry, commerce, central or local government'.[60]

The underlying philosophy of BEC and its course structure is contained in the Council's First policy statement (March 1976). Of most importance was the need to ensure that the courses leading to BEC awards provided the students 'with a sound educational foundation for business and administration. An employer or professional body must be able to assume that an employee or prospective employee who has gained a BEC award has received an education which is relevant to the needs of business and has reached an acknowledged level of attainment'.[61]

It was felt that these objectives would best be met 'by requiring the student to complete a course in which there is a positive attempt to inter-relate the contents'. It was envisaged that, in any course leading to a BEC award, the course material, the presentation of

information and the assessment of a student's ability should 'reflect the major importance of the need for a student to inter-relate the information, knowledge, skills and understanding derived from the various modules'.[62]

The Council identified a number of 'fundamental concepts' which it felt were an integral part of any BEC-sponsored course. These 'Central Themes' were summarised in the First policy statement as follows:

> (i) Money is the essential lifeblood of any business. The student should understand that, when considering matters involving management, manpower, production, sales or other aspects of business, any proposal has to include a detailed consideration of the available resources and the financial consequences which would flow from its implementation.
>
> (ii) People are involved with every business. The development of a student's knowledge and understanding of how to work with, or get the best out of, people is a most important part of his education for business. The student's ability to understand the nature and scope of all problems involving human resources should be developed through student participation in discussions, seminars and simulated exercises throughout all modules of the course.
>
> (iii) The ability to speak and write simple English is of major importance in the conduct of affairs at any level. Council believes that the inability to do this effectively is at the root of many problems in business. It is, therefore, of paramount importance that students should be actively encouraged to develop this ability and learn to use the form of communication appropriate to the task.
>
> (iv) Much of business takes place in a technological environment in which to be numerate is an important asset. By a logical approach to the analysis of business problems and the use of appropriate quantitative techniques, all BEC award holders should be able to understand and propose solutions for business and adminstrative problems which arise in an advanced technological society.[63]

It was expected that, by understanding these concepts, a student on BEC courses would be able to inter-relate the material from the various modules constituting a course in a way which would be relevant to his or her future employment. Because of this, courses leading to BEC awards, were to be designed to provide 'a broad educational experience' centred upon these themes and no separate 'liberal' or 'general' education element was necessary.

The first part of the Statement ends with a section headed 'The effectiveness of business education'. In the case of the Library and Information Studies Double Option Module, this passage was to be especially prophetic, given the low takeup;

> Since its formation Council has been concerned at the inadequacy of the available data about the effectiveness of the existing provisions for business education. Very little is presently known about the size of the potential market for such courses or the costs and benefits ... The lack of such data adds to the already difficult task which BEC has of planning rational and effective courses for the future.

The Council offered a new structure of awards for those people whose occupations fell within the broad area of business and public administration. Three levels were created - general, national and higher national - each level of course leading either to the award of a certificate or a diploma. Success in the diploma would 'indicate a greater breadth of assessed performance' though 'the standard of attainment required for the successful completion of a Certificate course will be the same as that for a Diploma'.[65]

The awards were to be recognised and respected as appropriate qualifications in their own right, though it was hoped that they would provide a programmed route to appropriate and other higher qualifications. The three tier approach was thus a progressive one, with First level awards providing people with few if any 'O' Levels with a means of gaining a basic qualification (with the stress on literacy and numeracy). The National level - the level at which the Library Studies

module was eventually pitched - assumed a pass at First level or 4 'O' Level passes, with the 'terminal attainment', in knowledge, skills and understanding being at least equivalent to the then ONC/OND qualifications in Business Studies. In doing this, the Council hoped that, at this level, BEC qualifications - or at least the diplomas - would be recognised as a sufficient qualification for entry to the first year of a Diploma in Higher Education, degree or honours degree course and by major professional bodies for exemption purposes. The Higher National qualifications, on the other hand, required possession of at least 1 'A' level pass or a BEC national level qualification and were intended as an alternative to professional examinations and years of (full-time) study on degree courses, the hope being that this level of certificate/diploma would be accorded a higher status than had been the case with the old HND qualifications.

BEC courses were divided into a number of modules. A number of Boards were set up to devise courses and to define a core of compulsory modules 'designed to cover the fundamental knowledge and skills' noted earlier. At each level, students would also be able to select from a range of option modules. Option modules could 'be chosen because of their relevance to a particular area or type of employment, or to meet the academic entry requirements of a professional body'.[66]

Various routes to BEC qualifications were envisaged, including part-time day and day/evening study as well as via directed private study. The Council would expect that 'the time devoted to face-to-face instruction and guidance on a part-time course would not be less than 210 hours per year and not more than 270 hours ... '[67] Option modules were only to be available on a part-time basis 'since the objectives require students to draw upon their work experience.'

The Library Association's Working Party on Certificates in Library Work, as already noted, devised a syllabus for a double option module in Library and Information Work which would form part of a National Certificate. In order to obtain the qualification, students would take eight modules - four 'common' core (compulsory for all students), two 'board' core (modules planned to prepare students for one of four main groups of careers in business and administered by separate Boards

of Study) and two options. For a Diploma, a further four option modules would have to be taken. The common core modules were as follows:

People and Communication

Numeracy and Accounting

The Organisation in its Environment (Double Module)

The 'Board' core Modules available when the Library and Information work option was introduced were:

B1 (General Business) - Quantitative and Accounting Methods
Administration in Business (as for B2)

B2 (Finance) - Acounting 2
Administration in Business (as for B1)

B3 (Distribution) - Organisation and Economics of Distribution. (Double Module)

B4 (Public Sector) - An introduction to Public Administration. (Double Module)

Within this framework, the Working Party could concentrate on a specialist course of study for library staff, not least because of the role of option modules, noted earlier. Based initially on a draft by Donald Davinson, the syllabus went through various drafts before finally being published by BEC in Spring 1979. The official syllabus of that draft is reproduced in the appendix.

Each option module was to be assessed both by course assignments and a written examination. As the preamble to each option module syllabus stated, the specifications all comprised the following sections:

> An introduction which sets out the function, purpose and context of the module;
>
> Aims which specify the long-term direction and processes which the module is designed to foster;
>
> General Objectives, which provide the basic framework for learning and assessment, and are designed to assist in the planning of schemes of work, assignments and examinations;
>
> Learning Objectives, intended to provide a more detailed guide to the kind of student achievement required, and to act as a checklist for teachers

when planning and reviewing teaching and learning activity;

Implementation, comprising notes of guidance to teachers on the structure and content of the module and on ways in which the appropriate learning may be achieved and assessed;

In some cases, suggested approaches to assignment work and/or example assignments.[68]

The Library and Information Work option was no exception. The introduction states how the double module was intended to provide a 'practical, relevant area of study for those employed in non-professional posts in libraries and information services of all kinds'. The involvement of practising librarians in the teaching was regarded as essential, while the BEC central themes - discussed earlier in this section - were to form the basis of much of the instruction.

The aims of the course were not very dissimilar from those of the revised City and Guilds Certificate syllabus quoted earlier. Both aimed to provide students with an understanding of the purpose, functions and uses of different types of libraries and information services; each was designed to develop basic skills to a level sufficient to enable students to carry out the whole range of non-professional tasks, but with special reference to the duties carried out by the assistant in his or her own library; and though neither was intended to be a professional-level qualification, both allowed candidates to develop to the point where they could go forward to qualify.

The two syllabii also had similar general learning objectives, summarised as:

Types of library/library co-operation
Staff organisation, management, training
Library routines
Library materials
Library indexing
Library services

Despite developments in education and educational terminology, the basic elements listed here and found in the BEC double module to as great an extent as the CGLI qualification in both its forms, and all the certificates proposed in the intervening years, little had changed since McDiarmid's 1949 syllabus or, indeed, the old First Professional Examination or Foskett's adaptation of it.

At the detailed level also, the BEC double option module has a considerable similarity with the revised CGLI certificate syllabus, The twenty sub-objectives of the City and Guilds Certificate are the ten objectives of the BEC syllabus both in outline and in detailed description. 'Function and Purpose' in the CGLI syllabus is linked to 'Types of Library and Information Services' to give BEC's learning objective A : 'Be aware of the purpose and function of different types of library and their inter-relationships' and objective B : 'Have a knowledge of the organisation, management and training of staff'. Objective B is also matched by the CGLI sub-objective 'Library personnel - functions and management'. Both ask students to draw up organisational charts, write job descriptions, devise simple training programmes for library assistants and to be aware of the theory behind such operations.

The many similarities between the two syllabii are not charted here, with the exception of the objectives given above. Suffice it to say that they are present thoughout the two schemes. An analysis of the respective documents reveals only minor variations between them in terms of content : proof-reading re-appears in the BEC syllabus, for instance, somewhat surprisingly in view of its seeming irrelevance to many tutors for the CGLI qualifications; withdrawal of library materials is not an obvious feature in the BEC module, and so forth.

What was different about the two schemes was the context in which they were to be taught. The CGLI qualification was complete in itself; the BEC double option module part of a larger certificate, obtainable only after two rather than one year's study part-time. And it was this wider context which raised the ire of so many practising librarians at the time.

In recommending the link with BEC, the LA's 'Certificate' Working Party looked at the Core and Board modules. Apart from the (compulsory) Common Core modules, particular attention was give to the Board modules B1 (Accounting and Quantitative Methods), B1/2 (Administration in Business) and B3 (Organisation and Economics of Distribution). The Working Party noted [69] that, between them, these modules reinforced certain non-professional duties as listed in the 1974 LA description. However, these modules went much further than either the double option module or any of the other non-professional qualifications, both actual and proposed, had done.

No full analysis of the Common and Board modules is attempted here. In the common core modules, we see the emphasis on basic 'enabling skills', designed to develop the individual both personally and in the work environment whether by increased numeracy, effectiveness in communication or a broader understanding of the role of the organisation at both local and corporate levels.

Both these and the Board modules have a strong 'Business Studies' flavour. The organisation has a 'market' and 'customers' or 'clients'; finance is measured in terms of 'commercial' objectives; accounting concepts are based on 'business entities' and so on.

Impressive though this structure was, and despite the hopes of the LA that is would widen the horizons (and the career opportunities) of non-professional staff, it was the common and Board core modules to which certain sectors of the profession objected. The Library Association's Industrial Group's alternative syllabus, though too brief to permit detailed discussion, exhibits all the features of other non-professional courses noted earlier. A pattern emerges from all these variants and it is one which is compared with that in other countries in the next chapter. This chapter concludes with an analysis of the SCOT(V)EC certificates.

6

THE SCOTTISH TECHNICAL (LATER VOCATIONAL) EDUCATION COUNCIL CERTIFICATE AND HIGHER CERTIFICATE COURSES IN LIBRARY AND AND INFORMATION SCIENCE

(a) The Certificate

The Scottish Technical Education Council (SCOTEC) - later merged with the Scottish Business Education Council (SCOTBEC) to form the Scottish Vocational Education Council (SCOTVEC) - was set up as the body in Scotland 'responsible for devising technician-level courses with respect to the technical and related sectors of employment and for making awards at Certificate, Diploma, Higher Certificate and Higher Diploma Level'.[70]

This section analyses the syllabii for the Certificate and Higher Certificate courses in library and information science as they were promulgated in 1983/84, before a new modular approach was adopted and SCOTEC's merger with SCOTBEC took place. Reference is made, however, to the original certificate syllabus, which was later modified.

The Certificate course was 'designed to provide for the needs of technical support staff at sub-professional level in industrial, commercial, governmental, academic and public libraries',[71] the higher certificate being a 'follow-on' to this qualification. The curriculum and syllabus for both qualifications were presented on the assumption that courses would be offered on a day-release basis over two years. A 'good certificate' at both Ordinary and Higher levels qualified for entry to the BA degree in Librarianship at Robert Gordon's Insitute of Technology, Aberdeen.

As revised for the 1983/84 session, the Certificate programme (reproduced in the appendix) had fourteen 'syllabii':

Communication
Descriptive Bibliography and Indexing I/II
General Administrative Principles and Practice.
Library and Information Technology I/II
Library Administrative Practice

Media Studies
Objectives of Library and Information Services
Practical Skills
Related Studies
Sources of Information I/II
User Studies

With the exception of Administrative Practice and User Studies (60 hours), each section of the curriculum was recommended to last for 30 hours of tuition. It was divided into sections, each lasting a total of 240 hours (recommended number) of tuition. Though no restrictions were placed on mode of study by SCOTEC, the contact hours quoted in the syllabii were devised on the basis of day-release attendance at an appropriate college.

Entry to courses was at the discretion of the college promulgating them though, as with the CGLI and BEC qualifications, a basic level of secondary school education was recommended with 'practical experience in a library being a desirable prerequisite'. The course brochure also lists the marking schedule for the four areas of the syllabus - User Studies, Bibliography and Sources of Information, Communication, Library and Information Technology II - for which assessments of a candidates performance were required. To gain a grade 1 pass, a candidate would need 80 - 100 marks; to succeed at the lowest (grade 7) level, a student would require 40 - 44 marks.

Assessment of the four main topics was by a combination of written and practical/oral examinations and continous assessment of a student's performance. Two 2½-hour written papers covered User Studies and Bibliography and Sources of Information (made up of Descriptive Bibliography and Indexing II and Sources of Information II). The format and content of the examination papers is discussed later in the section.

The 'Communication' element of the course was assessed in three ways; continuous assessment of practical work, end-of-term oral examination, and continuous assessment of 'Related Studies'. Similarly, Library and Information Technology II was examined by course work assessment based on class tests (normally 3-4 in number) and

practical work assessment 'based on the candidates' performance over the session in objectives from section 1 of the syllabus dealing with at least 8 different items of equipment'.[72] The various assessments were to be weighted equally to give overall grades for the subjects not examined by written papers. Though these practical examinations were undertaken by the college, an independent assessor would monitor standards.

Within each part of the syllabus, the weight to be given to each aspect of the detailed curriculum and of the various elements which make up competence in dealing with the subject - Ability, Knowledge, Comprehension, Application, Analysis, Synthesis - is carefully recorded. These measurements of competence are based on the levels and kinds of expertise needed to carry out a particular task. At the simplest level a member of staff will need a sufficient amount of the appropriate knowledge to undertake a given routine. A degree of comprehension - understanding why a certain procedure has to be carried out in a particular way - is generally regarded as aiding both retention of the required knowledge and the effective undertaking of the task in question. Knowledge gained from learning about one particular job may be transferred to other routines. Application of expertise results from an understanding of the principles governing a particular routine and an ability to see how they may also be linked to other, similar situations. This can be taken a stage further by analysis of the principles. Synthesis of routines occurs when, for instance, a member of staff is capable of combining or rationalizing a number of previously analysed tasks to form a new procedure. And finally, a student must have the ability to retain, comprehend, apply, analyse and synthesize the relevant knowledge.[73]

The individual sections of the curriculum are all extremely detailed, though the learning objectives are similar in both level and content to both the CGLI and the BEC equivalents. In the section 'General Administrative Principles and Practice', for instance, the emphasis is on clerical work - filing, alphabetisation, statistics, correspondence; similarly, in the first of the two modules relating to 'Descriptive Bibliography and Indexing', the emphasis is on the acquisition of a basic knowledge of book production and the various

types of material housed in libraries. The same is true of the first 'Sources of Information' module, with the weighting table omitting comprehension altogether. Again, the syllabus is not significantly different from the relevant parts of the CGLI and BEC courses. The origins of the 'Library and Information Technology I' module can be traced back to the old CGLI 'Office Equipment' element of that certificate course, though there is an increased emphasis on automated issue systems and electronic modes of communication.

The 'Library and Administrative Practice' and 'Objectives of Library and Information Services' modules are also closely akin to the other certificate courses, and indeed to earlier syllabii in this field. Clearly, a basic understanding of the nature and purpose of libraries and of the methods employed to select, organize and maintain the stock is an essential part of any library course. Similarly, the need to be aware of different types of library, their history and current role and objectives, forms an integral part of education for librarianship at whatever level. McDiarmid recognised this in his 1949 proposals and only the emphasis (at sub-professional level) has changed - if at all - since then.

As the core syllabus of the first part of the SCOTEC Certificate, 'Library Administrative Practice' covers all those routines which library assistants might expect to carry out. The 'Objectives' module, however, goes beyond the CGLI-type syllabus in relating libraries to modern society - a relationship only explored by implication in the BEC certificate. This is taken a stage further in the final section of Part One of the syllabus - 'Media Studies'. Here, the emphasis is on familiarising the student with the 'world of mass media': education and entertainment, newpapers and periodicals, reading, viewing and listening and their social effects.

Sixty out of the 240 recommended hours of tuition in the second part of the syllabus are devoted to 'User Studies'. Types of publication, posters and exhibitions, maintenance and premises and materials storage are all elements found in some form in other certificates. What is to a certain extent novel about this module is the way in which it focusses on the needs of users in different types

of library and especially of the disabled and the disadvantaged. 'Extension activities' is also a topic given a higher degree of coverage here than in other syllabii.

The second parts of 'Descriptive Bibliography and Indexing' and 'Sources of Information' build on the equivalent first sections but with a much greater weighting in favour of comprehension and application of knowledge than previously. While the emphasis in bibliography and indexing is on developing 'an ability to distinguish between different classification and cataloguing procedures' rather than expertise at classifying and indexing materials, the 'expected learning outcome' of the latter section is that the student will be able to use a wide range of reference materials and to carry out a (manual) literature search. This goes beyond the 'answering simple enquiries' suggested by most courses and it is an element further developed in the Higher Certificate syllabus.

The second part of the 'Library and Information Technology' component concentrates primarily (24 out of 30 hours recommended tuition time) on audio-visual equipment, with the student being expected to demonstrate a working knowledge of such hardware. Knowledge only (without application) is required in the case of computer systems in libraries.

The modules 'Communication' and 'Related Studies' are not concerned directly with library work but are instead general courses similar to some of the BEC core modules. In the first-named curriculum, the emphasis is on the candidate's ability to communicate competently in both written and spoken English. 'Telephone technique' was covered in the original CGLI syllabus and communication in general forms part of the revised version of that course. But the SCOTEC equivalent, at least on paper, is much closer to the BEC syllabus 'People and Communication'.

'Related Studies' is an amalgam of topics, some of which (individual in society, study and learning techniques) are covered in the BEC common and Board core modules. The third part of this section concentrates on an appreciation of micro-electronics, and as such,

complements the other information technology elements of the course.

The syllabus concludes with 'Practical skills'. A suggested list of tasks aimed at familiarising the student with various methods of carrying out routines 'with particular reference to accuracy, neatness and speed where appropriate and to increase confidence when dealing with the public'. The list differs little from the 19 tasks in the original CGLI syllabus, though the assessment of competence in carrying them out is described in much more detail here, with a skill being marked as either Satisfactory (S) or Unsatisfactory (U), or above the standard expected at that level (A).

The continuous assessment elements of the course (in addition to the practical skills element) have already been discussed, and it remains only to describe and evaluate the examination papers as a means of indicating the level of knowledge and educational ability required of candidates.

Both written papers - as at 1983/84 - were made up of two sections. The first was worth 40 marks, including a minimum of 15 short-answer type questions, all to be answered. A sample of questions from the 1982/83 and 1983/84 papers follows:

Define 'management by objectives'.
List four items which may be included in exhibitions.
List three advantages of interfiling different media.
Distinguish between the functions of an indexing journal and an abstracting journal.
Name the three parts of the New Encyclopaedia Britannica.
State two forms of leisure-time activity an organisation may help facilitate for its employees.
Give two reasons why wood is preferable to metal for library shelving and one reason when it is not preferable.
Explain the purpose of added entries in catalogues and give an example.
State what SCOLCAP stands for and briefly describe its functions.

Simple two or three-sentence answers only were required here. Section B of each paper was worth 60 marks and comprised 6 essay-type

questions, of which a candidate was required to answer any three. Here the examinees had to describe and discuss options and problems, systems and methods rather than simply to list them and/or give a straightforward factual answer. Nevertheless, the examiner is still expecting a limited, definable number of points in the student's answer, as for instance:

Describe the various physical forms of catalogue found in libraries:

or

A librarian is faced with the need to reduce the theft of books by readers. Discuss some of the options open to the librarian, stating the advantages and disadvantages of each.

END-NOTE

Before discussing the SCOTEC Higher Certificate, the changes in the Certificate syllabus from 1983/84 should perhaps be noted. While the overall structure was not altered, there was in the earlier curricula a greater emphasis in General Administrative Principles and Practice (two sections, each of 30 hours duration) with the second part dealing with organisations and the ways in which they are structured to achieve their aims and objectives. Administration also formed part of the assessment by written examinations.

With the exception of the modules concerning Sources of Information and Descriptive Bibliography and Indexing, which were modified in certain matters of detail, the only other major revision related to the 'Specialist Option', which gave way to the 'Related Studies' module from 1983/84. This first named option took the form of a project which was to be presented in the form of an essay of at least 2000 words in length. The aim was to provide students with a knowledge of the purpose, function and services of a type of library of the student's choice, the student being expected to understand the workings of the institution, its role, staffing requirements, links with other organisations and the stock selection and collection building policies. 'User Studies' covered some of these topics in the revised syllabus,

while the project approach to learning at sub-professional level was incorporated into the Higher Certificate. 'Practical Skills' (not in the pre-1983/84 syllabus) were also incorporated into the revised syllabus.

(b) The Higher Certificate

The Higher Certificate course, whose first syllabus dates from 1983/84 was designed to 'meet the requirements' (unspecified) at this level of support staff at sub-professional level. Though the marking scheme and total number of recommended hours of study (480) were the same as for the certificate, award of the higher level qualification in 1983/84 (the first year of promulgation) depended upon a more detailed study of fewer subjects than with the basic level course, as follows:

	Recommended Hours
Adminstration of the Library and Information Department	110
Information Retrieval, Storage and Dissemination	90
Projects	160
Reader Services	80
Related Studies	40
	480

An analysis of each curriculum reveals the detailed knowledge expected of students at this level. The Administration module draws on the Specialist option and three parts of the General Administrative Principles and Practice dropped from the pre-1983/84 Certificate Syllabus. However, it also includes extensive sections on Personnel Management (outlining the basic principles of motivation and communication) as well as services and functions, inter-library co-operation and cataloguing/classification/indexing.

The Information Retrieval module builds on the work done in the Certificate course, but with a greater emphasis on statistical and quantitative information and on the organisation of literature searches and storage, retrieval and dissemination of information. Study blocks relating to microprocessor applications and foreign language material (with the student being able to handle rather than translate such material) complete the section. In both sections, the assessment weighting favours analysis and application rather than knowledge or comprehension.

The section headed 'Reader Services' draws heavily on parts of the Certificate syllabus, covering as it does extension activities, assistance to readers, publications, posters, exhibitions, audio-visual and other materials. Though ostensibly much the same as the relevant Certificate level sections, this module introduces the idea of evaluation into the 'cognitive domain' discussed earlier. Beyond analysis and synthesis of tasks comes evaluation - the ability to judge the value and relevance of material or services for a given purpose. Evaluation includes the other learning skills noted in relation to the Certificate course but builds on those skills because of the need to apply judgement based on definite criteria. Thus the student is required, for instance, to identify 'the benefits and opportunities provided by the library's involvement in extension activities' or to evaluate 'the role of posters and exhibitions in publicising the library and its services'.

The 'Related Studies' section complements the equivalent module in the Certificate course. 'The Individual in Society' of the latter is expanded into the 'Social Behaviour' element of the Higher course, with 'Understanding of different viewpoints' building on parts of the Certificate's communications skills; 'Study and Learning Techniques' are developed into 'Problem Solving'. The emphasis here is on Analysis and Comprehension.

The syllabus is completed by the 'Projects' section, modelled on that pre-1983/84 part of the Certificate course which was removed in the syllabus revision of that year. But this new section is at a significantly higher level than the Certificate course.. Unlike the

basic qualification, which necessitated the completion of one project report of c.2,000 words, the Higher Certificate syllabus requires the student to complete five such essays, each of up to 3,000 words in length. The aim of this part of the course was to provide students with the opportunity to apply the theory of their course work to particular library situations. With regard to this, the student would be expected to carry out basic level research and to collect data relevant to the topic being studied.

The syllabus suggests a list of project titles, though others could be set at the discretion of the tutor if acceptable to the SCOTEC assessor. A detailed checklist of abilities to be assessed when looking at project work, together with an appendix showing which abilities can be assessed in each project. Methodology and organisation of material are the main skills described, though a more specific set of criteria is also given. Under methodology, precision and self discipline are key features, while the report itself should demonstrate (re)organisation, combination, composition of ideas and a whole host of other skills associated with the 'cognitive domain'.

The projects were to be assessed on the basis of a scheme of project work submitted by colleges offering the Higher Certificate, with the U, S and A grades being used. Related Studies also was to be assessed continuously, with an oral test aimed at verifying the student's grasp of Social Behaviour, the preparation of a report designed to show that the candidate could understand different viewpoints and of a report which would demonstrate an ability to solve a selected problem in an area other than library work.

The remaining parts of the syllabus were to be examined by means of three, 3-hour written papers. The two concerning Administration and Information Retrieval were to be split into Sections A and B, with section A carrying 28 marks and consisting of 7-10 short answer type questions; section B containing 6 essay type questions, each worth 18 marks and of which four had to be answered. The Reader Services paper was to consist solely of essay type questions; eight in all, each worth 20 marks, of which five were to be attempted.

The SCOTEC Higher Certificate syllabus remains one of the very few truly paraprofessional qualifications actually offered in Britain despite the efforts of Standley and others in the 1970s unless, of course, the way that the BEC double module was regarded by the LA at least means that it too is a para- (and not a non-) professional qualification. In this context, it is interesting to compare the Higher Certificate syllabus with the list of duties outlined by McElroy in his 1975 CTFE paper. The syllabus goes far beyond the 'intermediate grade duties' in approach if not content, with the emphasis being on the development of personal as much as clerical skills and abilities. Indeed, a significant part of the list of duties can be found in the Certificate rather than the Higher Certificate syllabus, while the latter has elements (especially the projects section) more akin to University level study. However, at the Advanced Technician level proposed by the Council for Educational Technology,[74] such an overlap is not inappropriate, given that the next stage is a Librarian/Learning Resources Officer with at least a first degree. The same is true of the BEC qualification, though the fact that this was to be promulgated - for library assistants at least - at the National rather than the Higher National level meant that less overlap was likely.

The Higher Certificate course does have a forerunner, however, and it is interesting to compare the 1983/84 syllabus with Standley's West London College Diploma, where there are several similarities: project work based on in-depth study of a particular library, general modules on people and the organisation, common core and specialist options. Clearly, both the BEC and SCOTEC syllabus writers drew - whether wittingly or unwittingly - on Standley's work. Similarly, elements of Tagg's Information Systems module can be found in the latter qualification. Indeed, running thoughout the various syllabii is a common core of topics and tasks which are clearly an essential part of education and training at sub-professional level. This core is examined in more detail in the next chapters, when training of assistants and paraprofessional education in other countries are discussed and analysed.

5

PARAPROFESSIONAL CERTIFICATES IN THREE OTHER COUNTRIES - THE UNITED STATES, CANADA AND AUSTRALIA

1

THE UNITED STATES

In discussing the development and current position of sub- and para-professional education in the United States, it must be remembered that the tradition of graduate and undergraduate level education for librarianship is much more firmly established than in Britain; the library school has a far longer history in America than in this country.[1]

Writing in 1952, Alice Bryan could report in a survey of public libraries carried out on behalf of the American Social Science Research Council that:

> In a few of [the] libraries [surveyed] a distinction was made between professional library positions on the basis of their duties and responsibilities; in the majority the criteria used to distinguish the professional from the sub-professional employee, regardless of type of position held, was graduation from an accredited library school ...[2]

Bryan continues by describing the confusion about what constituted professional and what non-professional duties. However, as has already been noted, American librarians were much quicker than their British counterparts - at least on paper - to separate the one group of responsibilities from the other.

Paraprofessional employees - usually called library technicians - become a disturbing [sic] element in modern personnel management about twenty years ago', stated Charles Evans in 1979[3]. Towards the end of the 1950s, a perceived shortfall in the number of professionally qualified librarians required led not only to an examination of the ratio[4] of professional to support staff but also to the creation of a middle-level category of personnel, neither clerical nor professional, but a technician - the higher non-qualified level described by the CET and the LA and discussed in the last chapter. This led, at least on paper, to a de-professionalisation of those duties which, as noted in the last chapter could, by virtue of their repetitive nature, be

undertaken after suitable training by this new breed of para-professional or technician.

Despite the pioneering work of McDiarmid and others[5], the American Library Association (ALA) did not initially support the concept of a middle level of library personnel. Although a number of courses for technicians were well established by the mid-1960s, the ALA's Education Division Newsletter could still carry the following statement in a 1965 issue: 'the consensus of Board opinion is that the establishment of courses for the training of library clerks or assistants in junior colleges should not be encouraged'[6].

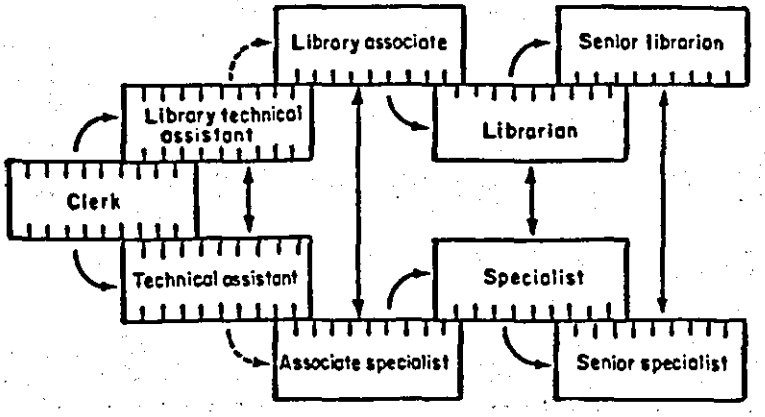
In the light of this lack of interest, the Council on Library Technology (later the Council on Library Technical Assistants and subsequently the Council on Library/Media Technical Assistants) was formed. COLT, as the organisation became known, was initially made up of those people involved in technician level training programmes (cf the British Library Assistant's Certificate Tutors' Discussion Group). However, student/library assistant membership of the Council was encouraged and eventually a paraprofessional was elected to the presidency of the organisation.

COLT organised several workshops during the late 1960s and early 1970s and acted as a pressure group on behalf of library paraprofessional staff. By 1968, the ALA had rethought its position to the extent that the Association's Library Education and Library Administration Divisions were proposing two levels of non-professional staff - the library clerk and library technical assistant.[7] The following year, the Deininger Report laid down criteria for programmes designed to prepare these library technical assistants.[8] The various guidelines proposed in the Report were adopted as official ALA policy. By 1974, COLT had become affiliated to the Association, though a new personnel policy - which recognised formally the role of library support staff - had been officially approved by the ALA some four years earlier.[9]

Revised in 1976 to eradicate sexist language, this statement, largely formulated by Lester Asheim,[10] divided the professional and support groups into 'positions requiring library related

qualifications' and 'positions requiring non-library related qualifications'[11]. Within the support group, there were three categories. The highest level category is made up of two sub-categories - 'Library Associate' and 'Associate Specialist' - with an American Bachelor's degree as the basic requirement. The next category is made up of the 'Library Technical Assistant' and the 'Technical Assistant'; here the requirement is 'at least two years of college level study or A[ssociate of] A[rts] degree'.[12] The lowest level of support staff has but one category, the 'Clerk', with a basic educational requirement of 'Business School or Commercial Courses, supplemented by in-service training or on-the-job experience'.[13]

Along with Asheim's personnel policy came the concept of 'career lattices' - separate but comparable promotional ladders for each group of library personnel.[14] Separate, in that promotion from a support to a professional category could in no sense be regarded as the normal expectation of staff, but comparable in that each group deserved opportunities for advancement. 'There should be sufficient promotional opportunity within each lattice to enable employees to find satisfactory careers and adequate personal fulfillment within their own personnel categories',[15] wrote Evans.



If one thinks of Career Lattices rather than Career Ladders, the flexibility intended by the Policy Statement may be better visualised. The movement among staff responsibilities, for example, is not necessarily directly up, but often may be lateral to increased responsibilities of equal importance. Each category embodies a number of promotional steps within it, as indicated by graduation markings on each bar. The top of any category overlaps in responsibility and salary the next higher category.

[Source: Asheim, L., 'Trends in library education - United States'. Advances in librarianship 5: 181, 1975.]

This was the key to the success of Asheim's original 1968 proposals for, whilst introducing the concept of defined areas of paraprofessional work, the policy ensured that the 'professional segment' continued to have overall control of librarianship and library management.

At the same time, there was an overlap between the higher non-professional and the lower-professional which codified a situation already evident in many large libraries[16]. There remained the problem of what the various categories of library worker did - or were meant to do - in practice. The widespread confusion over duties and responsibilities amongst American librarians of the 1960s was manifest in the range of terms used to describe non-professionals (though that phrase itself fell out of usage in many situations because of 'negative connotations'[17]): sub-professional, paraprofessional, library assistant, library/media technical assistant, clerk, library aid, library associate, intern, trainee. Though the first definitions of 'library technician' work were produced in 1966 by the federal civil service for paraprofessionals working in government libraries[8], the use of such personnel is still not fully understood or accepted by the profession[19], partly because of the lack - in some areas - of clear structures and job classification schemes in many libraries and partly because, in an era of job rather than personnel shortages at professional level, the continuing emergence of a cadre of paraprofessionals has been seen by some as a threat to the livelihoods of the professionals[20] .. 'In many instances, however, a more positive benefit occurred: a clearer delineation of roles emerged, resulting in more effective utilization of personnel according to their various levels of skills, knowledges, and abilities'.[21]

As described by Evans,[22] library paraprofessionals work with, and under the direction of, professional librarians, 'para' in this context meaning 'beside the professional'. As with the LA's 1977 classification of staff, Evans noted that 'clerical employees also support librarians, but these are not considered paraprofessionals. They include secretaries, typists and others with office-related skills.' Since clerical workers in libraries (not to be confused with the American term library clerk - usually a library technician or

assistant but by another name), carried out the same duties as in other organisations, no special library training was deemed to be necessary; paraprofessionals were 'distinguished from these clerical employees (even though they may do some clerical work) because most of the work that they do is unique to librarianship. Library paraprofessionals need special training because their work is unlike that in non-library organisations'.[23] (It is interesting to compare these sentiments with those expressed by the LA's Working Party on certificates in library work and the BEC philosophy of cross-modular study, the argument being that much of the work carried out by non- or paraprofessionals is not unique to librarianship.)

And yet the similarities between the descriptions of such work in Britain and the United States are considerable. Evans[24] talks about the wide range of duties encompassed by this kind of worker, though the actual level and nature of the work depends upon the size and objectives of the library in which the paraprofessional is working. On the whole, however, 'paraprofessionals must be generalists who can shift easily from one type of work to another and may even do some clerical work'[25]: a statement almost identical to that put forward by the CET in Britain.

There is, in fact, a greater degree of commonality between the duties of British and North American non- or paraprofessionals than one might have expected, given the different approaches to library organisation and education for librarianship. What is different is the educational structure which underpinned the 'Library Technician Movement'. The long-standing tradition of education at library schools undoubtedly had a bearing on the way in which paraprofessional training developed. In Britain, the apprenticeship system of education for librarianship gave way to the full-time library school course at a much later stage and this certainly influenced the way in which non-professional training developed along 'apprenticeship' lines with in-service training being supplemented by day-release (and more recently correspondence) courses. As Evans[25] notes, however, even the levels of support staff working in libraries in the United States were - from the 1960s onwards at least - officially determined by educational qualification rather than by duties undertaken; and this despite the

many attempts in that country to categorise and separate professional and non-professional duties.

It was perhaps this emphasis on the educational aspect of the Library Technician Movement which allowed not only a greater degree of overlap with professional work - as noted earlier - than was generally the case in this country but also a greater delegation of once-professional duties to technicians.[26] We have already noted how McElroy and others attempted to isolate those non-professional elements of the LA's descriptive list of duties which could form the basis of a higher non-professional certificate in librarianship. An American parallel to this was the Illinois Task Analysis Project (ILTAP), whose results were published in 1974 by Ricking and Booth[27]. This document went much further than McElroy's proposals, with a definite attempt being made to create paraprofessional duties from professional as well as non-professional ones.

The ALA's 1948 division of duties and the ILTAP categorization were compared in detail by Edwards in his study of 'beginning librarians' in University libraries[28]. This analysis confirms the devolution of many duties previously classified as professional to a middle level 'technical' level. Apart from 'training' (which is regarded as a 'multilevel' duty, with all grades of staff engaged in some form of instruction, at least of new recruits) 9 of the 19 major tasks described as professional in the 1948 checklist have either been wholly or partially reassigned to this new middle level, with the more routine parts of some professional duties also being devolved to clerical level staff. Thus, for instance, the 'professional' duty of 'verifying bibliographic information for interlibrary loans' is broken down into:

> Professional: Assists clerical and technical staff with difficult bibliographic searches
> Technical: Provides clerical staff with needed instructions for processing interlibrary loan requests.
> Clerical: Obtains information necessary to process interlibrary loan requests.

What is especially interesting about the Edwards Survey is that an analysis of work carried out by beginning professional librarians at the University of California showed that many newly qualified staff were carrying out paraprofessional (as defined by ILTAP) rather than professional work.

It is against the educational and organisational background just described that a short analysis of library technician programmes in the United States is attempted. Proposals for courses had been suggested long before even McDiarmid's seminal paper of 1949. No doubt as a consequence of the various attempts made in California to separate professional from non-professional duties during the 1930s[29], for instance, Los Angeles City College inaugurated a four-semester 'Clerical Library Aides' course in September 1937[30]. Designed to help library assistants carry out more effectively than previously the 'numerous clerical tasks which must be accomplished if a library is to run smoothly and serve its patrons well', the programme contained 27 separate elements ranging from Hygiene to Physical Education and Science to Simple Library Routines and Office Methods. Only 25-30 percent of the curriculum concerned library work with the rest being designed to give a general education to those who were most likely to be of limited ability but wished to become competent at their jobs. In a description of the course, the co-ordinator was at pains to stress that the tuition was at clerical level only - no threat to the status or the livelihoods of professional librarians was intended.[31] Evaluation of the programme by the California Library Association was nevertheless felt to be neccessary before additional junior colleges were to be allowed to introduce similar schemes.[32]

McDiarmid returned to the subject after World War II when, in describing his syllabus for library technicians (discussed in the last chapter) he proposed that such courses were best taught in junior colleges, with successful students gaining an appropriate qualification; the 'high-fliers' might then go on to professional level library education.[33] And this was what happened over the course of the next two decades. Some of the early programmes failed after only a few years[34], while others flourished and continue to flourish;[35] at the same time, some librarians concentrated instead on short courses or in-

service training programmes.[36]

Little progress was made on other than a small scale until the 1960s, however. Writing in 1965, Martinson was able to state that most of the formal library technician programmes had 'existed [for] less than five years and they have all developed [on a] pragmatic basis in response to perceived needs in their immediate surroundings. As a result, they do not have a great deal in common and only limited generalizations can be made about the group as a whole'[37].

At that stage, Martinson was aware of some 26 library technician programmes being run in the United States. By 1972, a total of 118 courses [38] were being offered, though the numbers have declined in more recent times. California has been the state with consistently more courses than any other - an interesting point to note in view of the long-standing interest in separation of professional non-professional library duties there. By the mid-1970s, technician level programmes outnumbered those at graduate level.

Several writers have commented that the rise of these courses was not simply due to the desire to devolve certain professional and semi-professional duties to a middle-grade of staff nor, indeed, to a socio-political desire to provide a meaningful career structure for support staff across a range of professions. It was, in addition, a result of the rise of McDiarmid's junior college - an institution offering post-high school courses at first and second year levels only, with 'associate' degrees being awarded to students who successfully complete the requisite number of credit hours. In order to study for higher level courses and gain a bachelor's or master's degree, a candidate must enrol at a University. Certainly, almost all library technician programmes have been promulgated by these two-year colleges which themselves grew rapidly during the course of the 1960s and early 1970s as a need for 'multi-purpose, comprehensive, and inexpensive higher education ... for students with a diversity of ages and backgrounds'[39] was both recognised and satisfied. The development of the system has been described in detail elsewhere[40], and while some critics felt that library technician programmes were instituted simply because the colleges had both to fill their brochures and to justify their

existence,[41] the junior college does seem to have been widely accepted as a locally-based provider of general education.

Blocker[42] and Cross[43] each analysed the characteristics of students enrolling for junior college courses and found, inter alia, that they were:

(a) 'less academically able than students of four-year colleges and universities'

(b) 'of lower socio-economic backgrounds than their counterparts in Universities'

(c) likely, in many cases to continue studying at other institutes after the conclusion of their two-year course

(d) likely to be attracted to a junior/community college for practical reasons - 'low cost, nearness to home and because [the course would] offer the job training that will lead to higher income'

Because of the wide variation amongst potential students, their needs and backgrounds, coupled with an 'open-door' policy (customarily backed by state legislation), no single type of college course can be described. However, of most relevance to the library technician movement is:

> The occupational oriented program [which] consists of occupational, semi-technical, and technical curricula designed to prepare students directly for employment. These programs are organised so that students may complete an organised curriculum in two years or less. The degree issued is generally an associate in Applied Science with majors in areas such as: automotive technology, law enforcement, secretarial science, electronics, nursing and data processing. Certificates may be issued to students who have taken enough courses to improve or gain a skill but do not wish to complete two years of education.[44]

No single programme for potential or actual paraprofessional library workers can be analysed as there is great variation, depending upon local need, preferences of librarians and course tutors and the likely job market for successful students. The matter is further complicated by the lack of a national qualification or syllabus for library technicians, though several sets of guidelines have been issued.

In 1968, however, the United States Department of Health, Education and Welfare published Criteria for technician education: a suggested guide[45], and while this concentrated on paraprofessional workers in scientific institutions, it makes a number of important points, all of which have a bearing on the criteria necessary for designing and evaluating formal library technician course. The most important feature of the 1968 guidelines is probably the fact that they reflected 'the accumulated experience of successful programs and the consensus of more than one hundred technician educators, employers, school administrators, teacher educators, consultants, and other persons ... in the field of technician education'.[46]

These guidelines covered a wide range of 'scientific' technicians and set, or attempted to set, standards for the design and implementation of curricula - that organised program of study and experience designed to meet the specific requirements for the preparation of a particular kind of technician within a stated period of time.[47]

This was also the aim of the criteria and guidelines prepared by various library associations and organisation. California was the scene for a 1967 investigation which resulted in recommendations concerning junior college library technician programmes. It was proposed that the 'core courses' would consist of 'those knowledges and skills necessary to prepare a student for a variety of job classifications within the spectrum of the library field'.[48] The main subjects to be taught would consist of:

Library history and orientation
Technical Services
Public Services
Non-book Media

Having successfully completed the first 'core' a student would be eligible for employment as a clerk. A candidate who went beyond these first courses would warrant higher level library/clerical posts. A library technician would be qualified when he/she completed: '(1) the 'Basic core', (2) the related courses, (3) received the Associate of the Arts degree. Optional courses would be added to the program for job entry into specialised areas of the library'.[49]

This approach mirrors closely the career lattice/ladder concept noted earlier and foreshadows the (British) Library Association's moves towards a three-tier qualification structure for library assistants in the light of the Paulin Report.[50]

LIBRARY TECHNICIAN PROGRAM
Junior College Occupational Training Program [51]

JOB	1st SEMESTER COURSE	UNITS	2nd SEMESTER COURSE	UNITS	3rd SEMESTER COURSE	UNITS	4th SEMESTER COURSE	UNITS
Library Page	History and Orientation	3						
Clerk I	Technical Processes	3						
Clerk II	Typing	2	Public Services	3				
Senior Clerk					Nonbook Media	3		
Library Technical Assistant							Work Experience Education	3 - 5
							*Plus related courses **General Education Courses	
							Total = 60 units and AA Degree	

*Related Courses: Introduction to data processing, filing, communications, human relations, advanced literature. (15 - 25 units)

**General Education Courses: (15 - 25 units)

Optional Courses: Graphics, Audio-visual Instruction, Children's Literature

The advisory committee set up to standardise Californian courses stressed the need for a uniform sequence in syllabii, opportunities for practical application of the theory learnt and the recognition of the role of a middle-level worker in libraries.

In 1968, the American Library Association's Library Education Division produced a draft of 'Guidelines for training programs for library technical assistants'.[52] Ratified later that same year[53], the guidelines were superseded in 1969 by 'Criteria for programs to prepare library technical assistants'. This latter document itself was revised in 1971 and again in 1979.[54] Now titled 'Criteria for programes to prepare library/media technical assistants', the revision was 'intended to serve as a guide for planning programs or for the evaluation of existing [ones]'.[55] The statement did recognise, however, that 'there are several ports of entry to library technical assistant positions [and] formal programs in community colleges constitute one way'. In addition, 'completion of a formal program in a community college will not eliminate the need for on-the-job training but may alter the

character and amount of [such] training required'.[56]

Much of the 'criteria' statement relates, however, to the role of technicians, their duties and their position. The Association was clearly concerned about the administration and financial aspects of library technician courses, as these are also emphasised. Of great importance was the need to ascertain local demand for a programme before it was set up; advisory committees made up of prominent librarians working within the area would be of assistance in this respect, as well as helping to maintain standards.

The description of the curriculum itself is similar to the Californian one, though there is here a specification that 'general education courses' - communications skills, English composition, social sciences, humanities, physical sciences, etc. - should form 50% of the total syllabus. These were to 'be selected from those offered for students planning to transfer to an upper division of a college'.[57] The remaining 50% was to be divided equally between 'library/media technical specialty courses' and courses related to the library/media technical specialty program'. In summary, the former were recommended to consist of:

(a) Introduction to the library/media centre field and types and forms of materials.
(b) Support operations for technical services.
(c) Support operations for public services (reader services, information, etc.)
(d) Practical experience and supervised field work in local libraries in addition to the local community college library, closely supervised and accompanied by seminar sessions.

The 'criteria' ended with a more detailed description of this 25% of the syllabus. Two striking points emerge from a study of the appendix. The first is the similarity of this 25/75 structure with the BEC 'double option' approach put forward in Britain and so vociferously criticised by librarians there on the grounds that the courses overall paid insufficient attention to library matters. The second is the

emphasis on the routine and the many areas of overlap with the British CGLI syllabus, as for example:

> Knowledge of basic bibliographic tools such as National Union Catalogue Books in print, Cummulative Book Index and locally generated files ...
>
> Given order requests for various materials ... the student will be able to
> (1) check them for possible duplication against the catalogue, an order, and in-process files [and] (2) locate bibliographic data for ordering and prepare orders ...
>
> The student will be able to serve within the established public service policies and routines and to communicate effectively within this are of responsibility ...
>
> [and to] identify conditions under which it is necessary to refer a problem or user to his supervisor or other higher authority.[58]

These various 'performance objectives' are all to be set against a background of an awareness of the role of the technician within the context of the aims and purpose of the library and information unit in particular and the history and present-day nature of librarianship in general. However the practical bias of the education is stressed in the references to a need for a 'variety of learning experiences' and seminar discussion of field work in a range of library situations. 'Related specialized courses' were to build on this, with training to be available (according to personal interest of the students and the needs of the employment market) in areas such as data processing, maintenance and operation of audio-visual equipment, materials production, storytelling, office management and similar topics. Though modular in structure, and with general and related skills/knowledge being imparted by other than librarians, the courses were to follow a logical sequence, the aim being to balance the various elements throughout the two years of study. The 'criteria' stressed, however, that 'it should be clearly understood than the two years of work taken in a community college relate to the lower division of an undergraduate

curriculum (i.e. the first two years). Lower division undergraduate courses are neither institutes nor waivers for upper division undergraduate or graduate level courses in library service. The vocational courses in library service are unique to preparation of the [library technician]'.[59]

In 1968, Louis Shores, a strong advocate of the library technician, was invited to head a team of library and education consultants (the ALA's advisory committee) preparing syllabii for paraprofessional courses to be taught in Texas junior colleges, the aim being to develop a regional curriculum which would be compatible with both undergraduate and graduate level education for librarianship.

The result was the Tex-Tec syllabii, published by the Communication Service Corporation of Washington. This developed both the earlier definitions of paraprofessional workers and the criteria for educational programmes into a detailed description of what should be taught and how. No detailed analysis is attempted here. The overall shape of the syllabus followed the ALA guidelines closely, there being five basic elements:

Library Use
The Library Technical Assistant
Library Technical Assistance
Library Public Assistance
Library Media Assistance

The document was not without its critics. 'Library use' was discussed as a 'traditional course in 'how to use the library' of the kind that has numbed the brains and dulled the senses of generations of college freshmen'.[60] At least one author felt that the whole project was seriously outdated, with the curriculum resembling most 'a watered down version of the technique-oriented curriculum of the graduate library school two decades ago'.[61] It was as though librarians could only create a paraprofessional syllabus out of what had once been professional - out of what, as 'beginning librarians' they had been taught. Perhaps this was inevitable, given the fact that the emergence of a technician workforce was at least partly a result of the hiving

off of 'routine' professional duties, as noted earlier. However, in Galvin's words, 'the opportunity offered by the Tex-Tec Project for a modern definition of the role of middle level personnel in libraries reflecting the most enlightened styling patterns of the day, and for development of an innovative training program to support these expanding responsibilities of the library technician has been missed.'[62]

Other model syllabii followed. Some were the barest of outlines;[63] others went into great detail. In 1970, for instance, the California Community Colleges themselves issued model guidelines for library technician courses. Similar in approach to the 1967 document noted earlier, the emphasis was on compatibility with professional education, at least at the lower levels. In addition, the syllabus combined core courses constituting a basic formal education programme with options more appropriate to an in-service scheme and modules aimed at providing in depth training in specific routines where deployment of library technicians was perhaps particularly appropriate.

The suggested curriculum itself differs little from that put forward in the 1971 'criteria', the basic 'librarianship' courses consisting of an introduction to library work, technical and reader services, non-book media and practical case work; English and Literature, Typing, Data Processing and Business Procedures make up the syllabus. The course details are unremarkable, though it is interesting to note that the 'audio-visual option consists of preliminary and advanced levels', the latter having as its objective 'the continuation and development of the library technician's operational skills' as well as imparting 'additional skills in the production of a wide variety of audio-visual materials'[64] - an approach not unlike the two SCOTEC courses. Of further significance are the sample 'optional courses to enhance the curriculum'. They are:

Reference Materials

The student being expected to
- 'assist patrons in use of library tools such as special indexes, encylopaedias and dictionaries

- help patrons use library catalogues
- locate simple bibliographical information
- answer simple reference questions; refer complex questions to librarian
- assist librarians in maintaining special indexes for quick reference'

Children's library services

The student being expected to
- 'assist in the orientation of children to the library
- know standard authors and illustrators of children's books
- conduct story hours and give book talks using various techniques and media
- assist with the summer reading programs
- assist with the publicity programs and prepare bulletin boards and displays'

Special libraries

The student being expected to
- 'be able to use basic reference sources pertaining to business and technical information
- be able to determine proper methods of obtaining inter-library loan materials
- be able to identify and use microfilms and reading equipment
- be able to use technical report indexes and order materials from them
- understand the needs for and uses of standards and specifications and their sources
- understand the concept of co-operative library systems
- understand the similarities and differences in service concepts among special and other types of libraries
- be introduced to the techniques of current and future information handling'.[65]

A yet more detailed syllabus was put forward in 1973 by the United States Office of Education. Published under the title Library

Technical Assistant: a suggested two-year post-high school curriculum.

The 'emerging social responsibilities' of educational institutions were stressed:

> Libraries and schools must extend their services to the culturally and educationally deprived by providing a ladder by which lower-class youths can move into the middle class. The service concepts, philosophy, and personnel needed in core area libraries must change in order to facilitate the integration of these groups into society.[66]

Because of this, the curriculum itself emphasised the need for a strong liberal arts element in the courses as 'a basis for continuing education as an active, well-informed member of the library manpower team specifically, and of society in general'.[67]

The syllabus itself is comparable with the 1970 Californian model. What is admitted more obviously in the 1973 publication than in other similar documents is the fact that there is a limit to the standardisation which can be imposed on technician courses, given that actual duties and responsibilities undertaken will vary so considerably from library to library. Again, the practical nature of the syllabus is highlighted by extensive reference to 'laboratory work', even though two-thirds of the whole course is concerned with general education and not librarianship.

This pattern is repeated in a number of other courses' criteria and guidelines relating to library technician. Though not all community colleges which offer(ed) library technician courses teach the full range of paraprofessional duties. Surveys indicate clearly the most common topics are:

Introduction to librarianship
Reference books and materials
Acquisitions, processing of stock
Simple Cataloguing and classification
Audio-visual work
Circulation services[68]

This is the basis of one of the longest-running technician courses in the United States at the Ballard School, New York, an institution which has been training paraprofessionals in various fields since the last century. Ironically, it is in fact a series of discrete courses, each of which can be taken on its own - and none of which leads to a formal qualification.[69]

2
CANADA

Opinion (as recorded in the relevant professional literature) varies with regard to the similarities between education for paraprofessional library workers in Canada and the United States. On the one hand, Canadian librarianship experienced the same search for improved professional status. As in both Britain and the United States, the professionalisation process was deemed to be achievable at least in part by a separation of non-professional from professional duties[70] and regarded as highly desirable because of the seeming shortage of qualified staff - a shortage which, if not eradicated effectively, would lead, as feared elsewhere, to a downgrading of the profession through the appointment of the unqualified to professional posts.[71] The introduction of a paraprofessional class of librarian was widely seen by Canadian libraries as the solution and the increase in the number of community colleges[72] able to teach the new technician level courses made such an approach a viable one.

On the other hand, as Bramley has pointed out, 'The evolution of library technician courses has followed similar lines without, apparently, causing the same level of controversy and concern'.[73] This was written in 1975 at a time when personnel shortages had not yet turned into overproduction of qualified librarians. However, in many instances this has not led to a reduction in technician level employment. In a 1977 issue of Feliciter, for instance, two contrasting articles appeared on the same page: one, headed 'librarians face tight job market', described how cuts in (primarily) public spending had reduced the opportunities for library school graduates - the international 'boom' was well and truly over; the second, entitled 'Surplus of jobs for library technicians' stressed that the emphasis was changing - fewer professionals and more paraprofessionals - and that opportunities would continue to improve at the technician level.[4]

Complaints about the lack of a general formal recognition of the library technician as a legitimate and valuable member of the library staff[75] were still apparent. More recently, concern has been expressed at the lack of definitions of responsibility and regional differences

in the treatment of library technicians.[76] Project progress, a major review of Canadian public libraries published in 1981 lamented that 'after fifty years, the most effective utilization of library staff remains an unresolved issue'.[77] Technicians themselves have sought to define their role and organisations similar to COLT in the United States have been formed. One such association is the Ontario Association of Library Technicians, whose aims include the following:

(a) to define clearly the role of the library technician and to make the definition widely known

(b) to publicize the value of library technicians and promote wider understanding and acceptance of their status[78]

A study of the Canadian professional literature of the period suggests that no single definition of the library technician's role has been attempted nor would it seem to be feasible. Early papers suggested that properly trained library assistants could carry out those more routine duties associated with the acquisition and circulation of materials. 'The ordering of books and supplies, the processing, the charging and discharging of books, the registration and borrowers, the reserving of books, the overdue notice, the statistical data connected with these functions, all these could and should be handled and supervised by a non-professional'. In addition, much work in special libraries could be undertaken by such non-professionals 'where an assistant with special aptitudes or training along these specific lines is of more value than a professional without these qualifications'[79]. These statements, from a 1958 conference paper given by a library 'clerical assistant' provide an embryo syllabus for technicians - a syllabus similar in outline to those early British attempts at a certificate for non-professionals. It is interesting to note that the speaker continued by saying that 'the British Library Association's form of training for professional librarians is out of favour with American and Canadian Associations, but it could well serve as a guide toward the establishment of a training system for clerical assistants - combining a standardized form of learning which, along with examination routines, would gradually lead to a diploma that would carry prestige and meaning if presented to any library board across the

country,'[80] a situation similar to that which did subsequently obtain in this country and one felt to be desirable in the United States and Canada.

Writing in 1964, Roedde described existing formal certificate courses based on the class D and E certificates of library service - courses sponsored between 1945 and 1960 by the Provincial Library Service Branch of the Ontario Department of Education. Suspended in 1960, and reinstigated in 1964, these short 4-6 week programmes aimed to supplement in-service training schemes by giving support staff an understanding of the work which they undertook; lectures and assignments formed the basis of the instruction.[81]

The resuscitated certificate courses were, however, overtaken as the community college movement gathered pace during the 1960s. Defined as 'a non-degree granting public or private institution of post-secondary education offering vocational or university parallel studies, or both, in programs of one, two or three years duration',[82] writers were at pains to point out that the system was not developed as a pale imitation of the structure in the United States.

Already in 1964, the first one-year library techniques course had been introduced and the first 'graduates' awarded their certificates. The course tutor was gratified to learn that the 'course for library assistants' was 'practically identical' with the in-service training programmes then current in libraries in the United States.[83]

There seems to have been much confusion, however. In 1966, H.H. Easton wrote that in-service training was a more appropriate way of instructing non-professional staff; only short college courses such as the D/E certificates were necessary, if at all. This was because the routine work which this group undertook was clerical in nature. The suggestion was that the full-time technician courses then emerging were too closely modelled on library school curricula, with the consequent danger - feared by many American librarian of the time - of downgrading of the profession. Easton continued:

> Advocates of such courses have conceded this point, but have suggested that graduates of 'Library technology' courses would be suitable as Clerks. This we question. Little of the subject matter of these courses is relevant for our clerical staff. Much of it is relevant to the duties of our information staff, which clerks are neither required or permitted to perform. It makes no sense to give instruction in book selection, reference work, children's work, etc. if the recipient will not be able to function in these fields. Such a situation affects the morale of the individual and of the whole system. Another result is to downgrade the status of the clerks. In our system clerks are chosen for positive reasons; they are not people who can't make it as librarians.[84]

It is interesting to note the similarities between these comments and those of British librarians of the time - librarians critical of the proposals for a certificate for non-professionals. But the nature and level of professional education was changing also. Dan Sudar, director of a 'library technology' course at Lakehead University, also writing in 1966, stressed that the growth of masters' degree courses in librarianship with emphasis on the planning, management and leadership roles of professionals meant that there was a new role for the para-professional: 'we are desperately in need of a corpus of well-trained library assistants to serve as aides. Their responsibility is one of maintenance. Without their mastery of techniques and routines, there can be no smooth transmission of proliferating knowledge'.[85] As Bramley commented, where postgraduate level education for librarianship was seen as the obvious way forward and at a time when undergraduate degrees in library work were not greatly in favour, the growth of technician courses, as advocated by Sudar and others, seemed a natural development to many library educators and librarians.[86,87]

Early surveys of Canadian library technician programs suggested that many courses were hastily conceived, badly organised and administered and under-resourced, with lack of support from local librarians also an issue.[88] Of special concern was the fact that no distinctive curriculum for library technicians was emerging. The syllabus was 'padded' either with:

> an inordinate amount of time on traditional subjects which overlap with graduate education, reference work for example, or far too much time on simple library routines, circulation procedures use of business machines, and so on. This weakness is intimately tied up with points two and three and can only be solved in a total approach, that is development of a distinctive curriculum for the library technician.

And, in addition, inadequate attention was paid to the 'Liberal arts' component (meant to constitute 50% of the curriculum). In short, the colleges were guilty of:

> unimaginative and unscientific curriculum planning; that is, inability to anticipate the real needs of the field or contribute distinctively to meeting them. This failure is too often expressed in the tendency to provide scaled down carbon copies of graduate library school curricula. These watered-down courses can only confuse the issue, lead to unrealistic expectations on the part of the students, and antagonize the profession.[90]

The response to this situation was co-ordinated by the Canadian Library Association's Sub-Committee on the Training of Library Technicians. Set up in 1967, the Sub-Committee served:

> as a clearing house for information about library assistants or technicians and the type of post-secondary school training which they require and the existing training programmes with a view to determining the courses offered, markets served, and the successes or failures of these for the employers and employees, besides making recommendations about the standards of such courses and means of enabling the schools concerned to respond to the needs of the regions they serve.[91]

From 1968, the Sub-Committee published regular surveys of the technician programme; a notable feature of later editions was the inclusion of evaluations of each course offered.

In 1967, the Sub-Committee produced its first major report on the training of technicians. Of interest is the emphasis on qualifications

as the basis for a definition of the term 'library technician'.[92] Of the role and qualities of such a person, it was suggested - as in Britain and the United States - that:

> He would possess a superior training and/or experience in library procedures and techniques than a clerk or typist, but lack the depth of theoretical knowledge of librarianship as well as subject background that would be expected of a librarian. It would be necessary for a technician to receive direction from a librarian, and to direct and supervise the work of other technicians and clerical staff members, or to perform technical duties which do not involve supervision of others. At present there are in most libraries persons performing such duties and carrying such responsibilities who have arrived in this position through a variety of paths, forms of education and experience.[93]

The report recognised - as other writers quoted earlier had done - that unless of a sufficient quality and relevance, formal courses at para-professional level would be regarded as inferior to good quality in-service training. And in encouraging the consolidation and growth of formal education at this level, the Sub-Committee was at pains to point out the necessity for local committees which would rule on appropriateness of a particular course and its relevance to a specific geographical region.

The draft curriculum contained in the 1967 report differed little from many of the other core syllabii - from McDiarmid's proposals onwards. Intended as a full-time course of study for an academic year of at least 30 weeks and with a minimum of 25-30 hours of class and 'laboratory' work per week, the contents centred upon general office skills - typing, filing, etc. - communication, literary composition and specific library courses. The latter may be summarised as:

1. Introduction to library services. The types of library service, types of libraries, the role of libraries in the community, the organization of libraries, and the relationship between the professional librarian and the library technician

2. Circulation procedures: types of circulation systems, relations with the public, inter-library loan procedures, overdue notices, fines, reserve books, shelving, displays.

3. Basic Reference materials: use of general reference books and bibliographic tools (under professional guidance), instruction as to the use of other library resources such as the card catalogue and periodical indexes.

4. The use of searching and verifying tools, ordering procedures, gifts and exchanges. Ordering, processing and care of library materials: handling (receiving, binding, etc.) of books, periodicals, reports, government documents, pictures, maps, clippings, etc.

5. Basic classification and descriptive cataloguing. Outline of classification schemes, principles of descriptive cataloguing, setting up and typing of catalogue cards, basic catalogue filing rules.

6. Machines in Library Work.
Use and routine maintenance of such machines as charging machines, xerox, telex, microfilm readers and reader-printers, cameras, audio-visual equipment, etc.

To this were to be added 'electives' - special studies or courses appropriate to a particular library.

1967 saw the publication of two other sets of guidelines relating to library technician education. The first, produced by the Institute of Professional Librarians of Ontario, contains little which is not in the Canadian Library Association's report. The second, published by the Quebec Library Association, is a much fuller document. The emphasis here was on the need to provide a high quality, standardized programme which would give higher-level support staff a meaningful career in library work while at the same time relieving professionals of routine work. The outline curriculum is only an expanded version of the national Sub-Committee's course with a recommendation that 'theory be reduced to a minumum [and] that much attention be accorded to practical work performed under direction, carefully controlled and followed by comments on the work accomplished. The proportion of theory to practice should be approximately 1:3'[94]. Though encouraging full-time one and two year courses as the norm, the Quebec brief recognised that many potential students were already in employment

and/or unable to devote sufficient time to such a course. Part-time courses - specialising in certain aspects of the syllabus - were to be made available wherever possible.

The Canadian Library Association's Sub-Committee continued to meet and in 1979 was re-titled the Committee on Library Technicians (Role and Education) with the following functions:

> to study, with the assistance of task forces or sub-committees, and to report on the recruitment, qualifications, education and training and effective use of library personnel at the library technician level; to define the role and promote the effective use of the library technician in the workplace; to gather information on available continuing education opportunities for library personnel at the library technician level, and to make recommendations for the widest possible dissemination of such opportunities through CLA, local library organisations and library schools; to study, in conjunction with provincial associations of library technicians, extant library technology curricula to determine if any degree of rationalisation is desirable and/or feasible and to solicit, study, recommend on and forward to the appropriate authorities, criticism and creative comment from employers on the ability of recent graduates to meet the employment conditions in which they find themselves.[95]

The new body saw as a major duty the revision and updating of the guidelines discussed earlier and last revised in 1973.

> In addition to defining the role of a library technician, the guidelines cover admission requirements, programs of instruction, continuing education, program director and staff, supporting facilities, advisory committees and location of programs. A distinction is made between part-time programs, which may be offered by extension and sometimes at off-campus sites but which must meet the standards for the training of library technicians as established by the guidelines, and post-diploma continuing education for graduates, which may take the form of workshops or short courses dealing with new developments in the library field or with specialized aspects of library work not covered in the basic program of instruction.[96]

By 1982, when the revised guidelines were published, it was recognised that there was still much to be done with regard to career

opportunities for paraprofessionals. Distance learning would enable those living in remote areas to gain a qualification while the introduction of part-time master's degree courses would open up a path to professional status for library technicians.[97]

There was still no detailed list of para/non-professional duties attached to these guidelines (the 1967 Quebec brief had included such a list - closely akin to the LA's 1962 publication). There was, however, a more detailed listing of the skills which a graduate of the library technician courses was expected to possess.

Once again, many parallels can be drawn with the City and Guilds and other British certificates, as well as McDiarmid's earlier proposals. Emphasis is on the general nature of the work, with 50-60% of what were now two-year courses relating to the 'technical' aspects of librarianship. An understanding of the role of the technician, the purpose and functions of libraries was a prerequisite of the specific courses relating to handling of materials, service to readers, routine administration and supervision. The Guidelines, as revised, also stressed the need for part-time courses and continuing education for graduates, as well as a strong (40-50%) general education content. These 'academic courses' are 'directed towards broadening students' general knowledge and enhancing career development ... All academic studies should stress written and oral communication. Other academic courses should be offered in subject areas which will support effective public service work as well as the organization of materials'.[98]

The 1968 survey of nine technician courses carried out by the Association could report that virtually all colleges were following the 1967 guidelines, though there was much local variation with regard to the general studies electives.[99] The early surveys did not include all courses and the increasing number of colleges covered does not necessarily reflect a continuum of growth though there were still at least 18 active courses in 1981.[100]

Later evaluative surveys showed a fair degree of divergence over matters such as the content of the special and general studies electives, but all within the overall framework as suggested by the

Association. The 1974 survey reproduced an (actual) model program which summarised all the main elements of library technician courses:

Program in Library Technology (Actual)		101
Description of course program		
Academic Studies (50 per cent)		
Language and literature	4 courses	8 credits
Philosophy	4 courses	8 credits
Physical education	4 courses	2⅔ credits
English language	3 courses	6 credits
Complementary courses: geography, history	4 courses	8 credits
	19 courses	32⅔ credits
Library Technical (30 per cent)		
Introduction to library technology		2⅓ credits
Reference work		2⅓ credits
Cataloguing		2⅓ credits
Dewey classification		2⅓ credits
LC classification		2⅓ credits
Audio-visual		2⅓ credits
Research work		1⅓ credit
Interpretation of the role of the library in the community		2 credits
Loan, preservation and "animation"		2⅓ credits
Field practice		11⅔ credits
Acquisitions procedures, periodicals and filing principles and practices		2⅓ credits
	11 courses	33⅔ credits
Related Technical (20 per cent)		
History of science and scientific method		2 credits
Masterpieces of world literature		2 credits
Administration and human relations		2 credits
Bookkeeping, office work, working relations		2 credits
History of arts and aesthetics		2⅔ credits
Typing (2)		2 credits
Data processing		2 credits
	8 courses	14⅔ credits
Complete program	38 courses	80 credits

Here we see the divide between general and technical, with a number of library related courses - primarily 'office practice' - being included. The North American pattern of 'credit accumulation' is also evident, with some courses allowing students to specialise in areas such as children's librarianship, school or audio-visual work.

Within this framework, individual colleges and regions have established their own criteria, whether for self-evaluation of the courses

or for assessment of students. Ontario, for instance, has a detailed 'Provincial Competency Guideline' which sets out the level of skill and responsibility required of technicians in each subject/duty covered in training.[102]

3
AUSTRALIA

The final country discussed in this study combines elements of both the North American and the British scenes. On the one hand, the history of education for librarianship in Australia follows a similar pattern to that in Britain. On the other hand, the development of a paraprofessional workforce - with its attendant qualification structure - seems to owe much more to practice in the United States and Canada.

The move towards a graduate profession educated in tertiary-level institutions and away from 'apprenticeship' style examinations took place at much the same time and at the same pace as in Britain. By 1980, the Library Association of Australia (LAA) was to cease examining professional librarians.[103] In the context of this particular study, the abolition of the Preliminary Examination (leaving a single professional Registration Examination of 9 papers) is an important change to note.

Originally part of the three-tier structure (Preliminary - Qualifying - Diploma), the Preliminary Examinations were 'designed as an introduction to librarianship for non-graduates'; like the British First Professional Examination, the level of educational attainment expected to candidates was not high. 'Given a three-hour examination, and six questions to be answered, the candidates did not have much time to develop the arguments which are necessary to show an understanding of the principles of librarianship. Furthermore, the syllabus for the Preliminary Examinations ranged over very broad areas.'[104]

By 1960, a university school of librarianship had been established and this fact, coupled with a general desire to improve the status of the profession, meant that the Preliminary Examinations would have to go. Writing in 1959, John Metcalfe, librarian of the University of New South Wales, stressed that he was:

> clear that we must continue our Association Examination and certification for an indefinite period, but I do not think we should do so for an infinite period ... It is very nice of us to think of librarianship as still open to the poorest men and women but, if it is kept so by external examinations and makeshift classes, I do not think it will ever have professional status.[105]

When, two years later, the 'Preliminary Certificate' was discontinued, the LAA's Board of Examiners was, as Keane puts it:

> quite definitely disassociating its own 'professional' examinations for non-professional or other clerical officers ... whether or not the members of the Board were aware in 1961 of the growing need for library technicians is not clear from the Board's Minutes and Agenda papers ... In 1961, the LAA had not firmly established that its Registration Certificate was the Basic professional qualification for a librarian. The Association could not afford to divert some of its scarce resources into the promotion of education for library technicians, and run the risk of having a repetition of the Preliminary Certificate failure. No doubt there were some librarians who considered that library technicians could be trained by in-service methods, or in State technical institutions.[106]

The situation was clearly closely akin to that which obtained in both Britain and North America at the time, with a desire for improvements in the profession's standing tempered with a fear of low-grade paraprofessional qualifications.

However, as the theoretical elements of library education were emphasised, a need to re-dress the balance with some form of practical training - of an appropriate kind and at an effective level - became evident. Concern was expressed that the 'elimination of the LAA Registration Certificate and the emergence of library education in the colleges and universities clearly meant the disappearance of our middle staffing, standby professional librarians in training'.[107] As Ramsay commented in 1979:

> Older Australian librarians learned in their professional courses not only the principles of librarianship but how to undertake tasks such as collating, binding, assigning call numbers, entering serials and operating charging systems.
>
> These how-to-do-it elements have been quite rightly dropped from professional courses in recent years. Librarians no longer have this kind of competence and a need has developed for another category of staff to take over where the librarian leaves off.

> The need for another staff category is even more apparent in fields which post-date the older librarian and are not learned by the new: fields such as audiovisual materials and equipment.
>
> Professionals can of course learn these things on the job but only at the expense of work which they alone can do and only at excessive cost.[108]

Here we see the potential elements of a non-professional syllabus: The practical, semi-routine work formerly undertaken by professionals - professsionals now required to plan and manage - together with the newer 'technical' areas necessitating regular, if again routine, contact with equipment.

The Australian 'technician movement' was driven by factors other than professional education and status and Ramsay hints at this in the last paragraph quoted above. The economic recession of the 1970s hit Australia too and this led to 'a greater awareness of the costs entailed in providing service and of the need to reduce and justify costs by ensuring that staff are used economically and by watching cost-benefit ratios'.[109]

As in both Britain and the United States, it was a 'dedicated group'[110] of librarians who encouraged the development of courses for paraprofessionals. The Victorian Branch of the LAA was particularly active in this respect and a sub-committee on Library Recruitment recommended, inter alia, 'the establishment of a course for the training of supportive staff similar to that being offered by the City and Guilds Institute in the United Kingdom'[111]

That was in 1967, the year in which the British Library Assistant's Certificate was first promulgated. By 1969, the Victorian Branch had a Committee on Education for Librarianship and Library technicians and, by 1970, it had enabled a pilot scheme to be established at the Box Hill Girls' Technical School (later known as Whitehorse Technical College) - a 'developing ... centre for post-secondary sub-tertiary courses'.[112] Further courses were proposed and in 1974 technician level training was established at the Prahran College of Advanced Education and the Footscray Technical College, with

mixed mode/distance learning elements being introduced in 1979.[113]

As the number of courses and library technician 'graduates' grew, associations to protect and foster the interests of this group of workers developed. Gordon[114] has described in detail the development of one such group in New South Wales, with formal contact between state technician groups occuring in 1977. At the second National Workshop on library technicians in 1979 (the first had been held in 1976) the formation of a library technician section of the LAA was proposed and approved by the Association soon afterwards. The first national library technicians conference was held the following year.

The professional association - despite its earlier attitude - was now actively encouraging the development of a paraprofessional work-force. In 1977, for instance,

> in its submission to the Federal Committee of Inquiry into Education and Training, the LAA was strongly asserting its role in ensuring the provision and maintenance of appropriate standards for the training of library technicians. In 1961, too many people were considering that library assistants were librarians but, by 1977, the distinctions between professional, paraprofessional and clerical staff in libraries were clearly recognised.[115]

Library technicians were encouraged into membership of the LAA and sat on the Association's boards and committees. Because the LAA saw itself as 'the national organisation for all library and information workers'[116], it felt duty bound to issue definitive statements on the role and purpose of technicians, as well as their education and training. There was, of course, a more practical reason for doing this, for as the technicians found a definitive place in at least the larger library structures and career aspirations began to develop, clear lines and levels of responsibility were seen as being necessary in order to avoid demarcation disputes, especially at a time when professionally qualified librarians were beginning to seek work at technician level.[117]

The need for standardisation was also deemed to be necessary with

regard to technician courses - courses which had been formed within particular states and which diverged to an extent which 'made it difficult to secure reciprocal acceptance of library technician qualifications between the states, so impeding library technician mobility, and the achievement of satisfactory Australia - wide salary scales and working conditions'.[118]

In 1976, the first national conference on library technician courses was held in order to resolve these issues. This summarised and codified much of the work which had been undertaken since the introduction of the Box Hill course in 1970. In 1971, for instance, Jean Hagger had identified the various types or levels of library worker required in Australian libraries - a list virtually identical to that published by the British Library Association's Working Party on training in 1977.[119] Hagger suggested, however, that the technician was only really employable in large libraries: this was borne out by the enrolments on the Box Hill course.

The LAA's General Council meeting of August 1971 approved a formal statement relating to differential levels of education for library work. Published the following year, this included the basic three-tier structure advocated elsewhere:

> For the non-professional library clerk the tasks carried out require general clerical skills such as typing, correspondence, filing, operating business machines, etc. Education is likely to be at school certificate level with a commercial course.
>
> The sub-professional library technician will have clerical and technical skills and will carry out such tasks as circulation routines, order routines, preparation for shelf, simple repairs, typing catalogue cards, serial accessioning, preparation for binding, statistics, alphabeting, simple bibliographical checking, filing catalogue cards, etc. The technician may be responsible for sections, such as serial accessioning, binding, inter-library loans, open reserve, circulation, etc. The minimum educational level will be school certificate and successful completion of a library technician's course. The specialist technician will have special technical skills such as audio-visual production and operations, data processing, etc., and will have completed a specialist technician's course.

> The pre-professional library assistant will carry out a variety of tasks from both the library technician and librarian levels in a variety of library departments while pursuing professional education and training. Education will be at a higher school certificate level and the library assistant will be undertaking courses as listed under librarians.
>
> The professional librarian with general qualifications will carry out tasks dependent on principles, specialized knowledge and skills unique to librarianship. He will have the ability to judge, interpret, analyse and adapt to specific situations; e.g. administration of departments, selection of materials, subject cataloguing, bibliographical searching, reference work, readers advising. The minimum educational level will be higher school certificate and field other than librarianship and a post-graduate diploma in librarianship or a first award in librarianship secured after at least three years full time study or its equivalent at either a university or a college of advanced education.[120]

[a degree in a]

The technician duties vary little from the CGLI syllabus or the British lists of non-professional duties of the time, with the possible exception of the supervisory responsibilities. The overlap between 'pre-professional' and paraprofessional is also of interest.

Library technician curricula had already been developed by individual colleges. The Box Hill course owed its origins, at least incidentally, to Lester Asheim and the City and Guilds Library Assistant's Certificate. Asheim had visited Australia before the programme began, and references in early descriptions of the syllabus suggest links with the British qualification - an obvious model for Australian librarians at the time.[121] The outline syllabus was nevertheless a distinctive one. After a general group of topics (sociology, English literature, Australian social structure, libraries and library service, communications) come a series of modules covering the basics of library work: library technical processes (acquisitions, bibliographic searching etc.), library business methods (procedures, layout and equipment machine operating), library information (data processing, systems appreciation, records management) and library media (art and display/audio-visual techniques, reprography). Within each group, courses were arranged at basic and 'advanced' levels, though at all stages, the emphasis was to be on the practical with visits, demon-

strations and exercises forming an integral part of the courses. The course structure followed, at least in part, the North American credit formula, with a specified number of courses having to be completed successfully before a certificate could be issued. Any combination of 'electives' had to include the four core subjects: Communication II, Libraries and Library Services, Library Procedures I and II together with four subjects relating to one of the specialized areas of study and three other stage II subjects. Opportunities were to be given to students to specialize 'according to their needs and interests' and to what would be 'useful to the employer'.[122] Intakes consisted of both mature people and school leavers: the course could be studied either full or part-time.

The course was given the blessing of the State Department of Education, with the proviso - as had been the case with the CGLI qualification - that the course was not a 'terminal' one but fitted into an overall framework of vocational courses offered.[123] Revised in 1973/74, the syllabus was adopted, with variations, in other Victorian colleges. By now, each module was 'written in terms of behavioural or performance objectives', the latter 'stated in terms of learning outcomes i.e. in terms of the specific type of performance that students are expected to demonstrate at the end of the learning segment' - an approach similar to that of both BEC and the CGLI in the late 1970s. The integration of work and college 'learning experiences' was to be aided by the use of log books - used in various kinds of apprenticeship training in Australia.[124]

Other States adopted the Victorian syllabus, though not before carrying out surveys to see whether or not such a course was appropriate to the area.[125] Canberra Technical College, for example, commissioned a detailed skills analysis survey to determine 'What support staff actually did'[126] in local libraries. From this was developed two groupings of library assistant tasks, one by function and the other by degree of 'professional skill required'. The first differed little from the lists and syllabuses already widely available; the second, however, indicated the wide range of work carried out by non- or paraprofessionals, ranging from 'low level duties' (such as filing, repairs, routine circulation work), borrower registration,

etc., through 'medium level duties' (card checking and altering, binding selection/supervision, inter-library loan ordering, gifts and exchange, etc.) to 'semi-professional duties' (bibliographic searching, accessing, annotating book lists, etc.) and 'professional' ones (including selecting/classifying material, reader assistance, user education).[127]

The response to this kind of categorisation at Sydney Technical College was a detailed and sophisticated 'Library Practice Certificate Course' followed for two (full-time) or four (part-time) years. Organised in four stages, there were no specialisations or optional subjects, partly no doubt because the organisers felt that the course design already took account of local needs.[128] In addition, the lack of 'general education' was defended on the grounds that it would weaken the 'fundamental library content' of the course.[129] Modelled to a high degree on North American technician curricula, and longer and more complex than other comparable Australian courses, the Sydney scheme was 'aimed at a level immediately below the professional level ..., and recognises the unavoidablility of some overlap of professional and paraprofessional duties in libraries, particularly the smaller ones'.[130] It is perhaps significant in this context that until 1974, when the accreditation of courses changed and the degree requirement for Associateship of the LAA was introduced, the Technical College at Sydney offered a Librarianship Certificate Course which led to qualification as a librarian.[131]

The 1976 conference mentioned earlier represented a watershed in the development of the library technician in Australia. Ramsay[132] has provided a full critique of the conference and its proposals, and only the major points discussed are noted here. Recognising the need to carry out a task analysis as a prelude to drawing up model curricula, the organisers of the 1976 workshop compiled a list of tasks 'derived mainly from documents on Australian courses' and sent them to all colleges involved in paraprofessional education. Only one-third of the tasks were being taught on all technician courses; over one-third of the 96 tasks 'fell into the general categories of typing, clerical work and supervision or into a specialist category covering audio-visual materials and services, display and reprography'.[133]

On the basis of this study, the workshop produced a list of duties divided into two parts; 'tasks which the library technician should be able to perform and tasks which he should be able to supervise and might be required to perform in a particular work situation.' In some areas, the technician's role was upgraded, with 'controversial tasks' such as cataloguing, classification and reference work being deemed to be at least partly paraprofessional, whilst other duties 'commonly performed by library technicians' (as for example the receipt and recording of serials) were 'transferred to the clerical aide or assistant'.[134]

An important summary of the technician's position - referred to earlier in this study in the discussion of duties and responsibilities - was included in the Guidelines for the Education of Library Technicians which was produced as a result of the 1976 workshop. It reads:

> The major factor which separates the work of the library technician from the clerical aide level or the professional level is the way in which he approaches his work. The aide receives explicit instructions and has a very definite work pattern set up for him. The professional, on the other hand, has general instructions and must often create his own procedures to solve a problem. The library technician fits between these two extremes. His output is specified in general terms and he has a number of procedures to choose from to produce his output. He may choose a procedure, use it unaltered, modify it somewhat, or synthesise two procedures into one to reach his goal.[135]

The guidelines did not attempt to produce a model curriculum, this being regarded as the duty and prerogative of individual colleges, though the need for practical experience and instruction was stressed, and a desire for articulation with professional level courses expressed. The major points were subsequently adopted as LAA policy and reproduced in the official handbook, together with statements on the recognition of technician courses and a 'note for employing authorities' which, while supportive of the technician and of technician courses, stresses the difference between the professional and the paraprofessional. The support, however, is positive with the LAA's Board of Education accrediting technician courses as a means of ensuring the 'portability

of qualifications between states and the maintenance of common standards'.[136]

Recent articles in the Australian professional press have expressed concern at the continued under-utilisation of para-professionals and of the possible - and in some cases actual - friction between technicians and librarians at a time of financial constraint. Smeaton suggests that the clear definitions of roles put forward by the LAA and others are not yet widely practised, with 'industrial conflict' a possibility, as in North America.[137] Gordon, himself a former library technician, echoes these fears, though suggesting that a new career path is the way forward:

> Many who become library technicians do so to avoid the responsibilities and pressures of a professional. They are thus reluctant to get involved with unions and professional associations. When they do it often leads them out of the library technician area; of the ten people on the Executive of the Library Technicians Branch of the PSA, in 1982 five were undertaking further studies (mostly in librarianship or with the intention of becoming librarians) and another two have done so in 1983. This may hold implications for the future; paraprofessionals positions may well revert to being a training ground for some professionals as well as providing a career path for library technicians. This could result in undergraduate courses in librarianship placing an emphasis on library technician training as a pre-requisite for entry and structuring courses around an assumed paraprofessional knowledge.
>
> Library technicians are sure to play a larger role in libraries in the forthcoming years.[138]

6

CERTIFICATES IN LIBRARY WORK

IN

CONTEXT

1

EXTERNAL VERSUS INTERNAL LIBRARY TRAINING

'An examination of the syllabus of either the City and Guilds course or the BTEC course will show that there is very little in these courses that a training officer could not train or teach within his own library'.[1] Much has been written concerning the training of the non-professional library staff[2] and that work has not been duplicated in this present study. However, it is important to set the development of certificates in library work into a proper context, and this must include a comparison of the various syllabii analysed in the previous two chapters with the kinds of training proposed and given in specific libraries.

Writing in 1950, Tynemouth described the creation of a 'pool' of junior assistants who could cope with both general routine work and peaks of demand for services at hard-pressed issue counters.

> This arrangement ensures a 'behind the scenes' experience of non-public departments denied to the 'straight to the counter' junior; relieves, by frequent changes, the monotony of routine work; increases the mobility of the staff, and maintains a fluid reserve in case of emergences. It also does much to abolish 'parochialism'; a state of mind as likely to be engendered in the cataloguer behind his iron curtain as in the 'one branch' assistant. There is the attendant social advantage of members of the staff getting to know each other.
>
> During the probationary period of six months, new entrants work on a variety of tasks under varying conditions. Thus, before considering appointments to the permanent staff, the City Librarian has the guidance of reports from several senior officers - which (among other benefits).[3]

The system depended upon the introduction and continued management of a training scheme - a scheme which ensured both adequate instruction in the operations and routines of the library, and at the same time helped assistants to study for the first of the Library Association's examinations:

> The operation of the 'pool', backed by the provision of training facilities, assists in preparation for the LA Entrance Examination. (This examination is difficult for the junior too familiar with the routine of one specialised department. Although more fortunate than an isolated county branch assistant, the average junior in a large system is denied the 'all-in' experience of the Jack or Jill-of-all-trades in the smaller public library). In addition, selected assistants have a chance of a six months' tour of duty in the Reference Library.[4]

For many years, the Entrance or First Professional Examination was a de facto certificate of competence for non-professional staff working in libraries. A similar situation obtained in Australia. The difficulty in both countries was that too many people of insufficient education or intellectual standing were taking and failing both these preliminary and the higher level examinations. Writing in 1964, John Balnaves, then Director of Training of the National Library of Australia stressed that:

> A well organized programme of in-service training can provide a library with much more efficient non-professional staff than the Registration syllabus can provide, and with much less effort that is at present expended on teaching 50% of candidates to fail each Registration subject and 85% never to complete the examination. Our large libraries should be able to provide such training for their non-professional staffs. There are, of course, difficulties, firstly in the content of in-service training courses and secondly in their management.[5]

It is interesting to note in this context that Balnaves refers to large (public) libraries; much of the initial impetus for and subsequent interest in a British certificate for non-professional staff came from special librarians, whose own resources were perhaps inadequate to mount sophisticated internal schemes.[6]

As full-time education for librarianship developed in Britain and elsewhere, so it became necessary to introduce new (or revise existing) training schemes for professional staff. Library school graduates might have been educated in theoretical principles but still needed

training in practice - if only of specific libraries. Post-qualification training became important and the LA's 1962 Report stresses that the model scheme put forward would be of value for all staff. However, that same report also emphasised the differences between education, which the working party took to imply 'the study of the principles and general practice of librarianship' and training, defined as 'implying the imparting by direct methods ... of informed experience within a specific library system'[8]

And since non-professional work centred upon practical, routine duties, then the trend would be towards in-service training rather than formal education. Such an approach did not, in itself, conflict with the adaptation of the LA's First Professional Examination as a non-professional certificate, not least because of the long-standing criticisms of the syllabus and its low level - a perception heightened by both the desire to improve librarianship's status and the moves towards an all-graduate profession in the 1960s and 1970s. However, since turnover of junior staff was high, emphasis would have to be placed on induction and on-the-job training, for the simple reason that the new breed of school leaver library assistant might not stay long enough to be given (or to warrant) formal training of any kind[9].

At the same time, many trainers felt that, however routine that duty which formed the subject of instruction, an element of theoretical understanding ('why we do what we do') was necessary if training was to be successful. 'The Circulation Assistant does not need to know detailed classification theory, but he should be taught the basic principles of the Library's classification system so that he can shelve correctly and locate books rapidly', wrote Littleton in 1956.[10] Mack, referring to special libraries, stressed that:

> The background story given at the start, even with a very routine clerical procedure is important. However unintelligent and poorly educated the assistant, I have always found - and my hair is grey - that such an explanation is profitable. The position of the particular job in the whole sequence should be shown and the learner should

appreciate where his work stands in relation to other assistants' work.[11]

The need to set an assistant's duties into the wider organisational context was generally apparent even at the induction/orientation phase of in-service training.[12] Writing at a time when the changeover from the old-style 'apprenticeship' structure of education for librarianship to the present day 'graduate' model was still in its early stages, K. A. Doughty spoke of the need to ensure that in-service training was made up not just of on-the-job instruction but of 'formal' courses designed to:

(a) complement what is learned 'On the job' and help overcome the limitations of such training.

(b) deal with the broader aspects of the library system, its organisation, range, government and relationship with other libraries;

(c) help staff to understand the problems of the various services and units into which a library is divided;

(d) ensure the same basic approach and methods of all staff and explain the reasons underlying the various processes involved;

(e) enable other parts of a large system to be visited and bring together staff normally separated from one another;[13]

Such formal courses have been organised in most major library systems both in this country and abroad, for many years.[14] They have grown out of a particular library situation but most have had broadly the same aims as those listed by Doughty. And those aims differ little from those set out at the head of many of the syllabii for courses leading to certificates of competence for library assistants and technicians. The motivation is also much the same; the need to ensure that the routine work of the library is effectively carried out by the appropriate level of library staff, thus allowing senior, professionally qualified personnel to fulfil their management and planning role.[15]

On the one hand then, there are formal 'internal' courses run by specific libraries and geared to the needs of the institution which

devises the scheme and, on the other, general courses run by a local college for all the libraries in the area. It is interesting to note that a number of formal in-service schemes, both in this country and abroad , have been instigated because no external course was available in the region.[16] A further variant, in Britain at least, is the co-operative training scheme,[17] though the links between North American and Australian colleges and the libraries from which they draw their students, together with the continued and consistent emphasis upon local relevance points to another kind of co-operation abroad.

McDiarmid recognised that there was, in fact, little difference between para (or non-) professional training within a library and education of the same group of support staff outside it. The LA's 1977 report[18] and various other publications in North America and Australia emphasise that it is senior non-professionals who will benefit most from such formal courses, not least because of the interaction with staff from other institutions, but primarily because they are personnel required to carry out duties which call for a degree of personal initiative, independence, analysis and synthesis of knowledge.

Arguably, the most complete training 'syllabus' at the non-professional level is that prepared for the Commonwealth Library Association (COMLA) as a result of its Workshop on the Training of Non-professional Library Staff at Suva, Fiji in 1979. Now being field tested,[19] the aim of the training modules was 'to prepare persons for non-professional library tasks who may or may not already be working in libraries but who have not previously undertaken any formal library training'[20] - the same aim as most formal technician/library assistant certificate courses. Though designed primarily for Third World countries, the modules represent a distillation of a wide variety of expertise in non-professional training, with several of the workshop participants having already devised syllabii or training courses at this level in their own countries.[21]

'No group of the modules are to be considered as a core curriculum'.[22] However, though as published in the pilot edition certain modules - notably 'Library administration practice' (processing of materials) and 'National Literature and its Bibliography' - are

lacking, it is possible to use the COMLA work as a summary of the topics generally regarded as being appropriate to non-professional training. The overlap with the various certificate courses and curricula analysed in previous chapters is considerable. Emphasis is on 'concurrent work experience ... while undertaking these modules [in order to] add relevance and the opportunity to observe and perform non-professional tasks'[23] - a theme running through the study of all the British Certificates and most of the North American and Australian ones. 'At the same time, it is important for students to understand why such tasks and skills are required. This will mean that their skills- orientated education should be based on an understanding of the purpose of their tasks'.[24] Content of modules is 'defined by a general aim followed by a series of learning objectives' - a pattern followed in the more recent non-professional syllabii in this and other countries. The modules also recognise the need for 'specialist options', to allow the particular problems of specific types of library to be dealt with adequately',[25] as well as the fact that, in certain regions, insufficient facilities exist for formal training schemes to be instigated and that distance learning schemes may be the only alternative - a situation similar to that in parts of Britain, North America and Australia.[26]

Of special interest, given the many debates about the appropriate level for a non-professional certificate course, is the division of many of the individual modules into 'basic' and 'advanced' levels. A recurring theme in this study has been the wide variety of work undertaken by non- or paraprofessional staff and the many different contexts in which that work is carried out. As the introduction to the COMLA modules stresses:

> Because the library infrastructure varies from country to country, the tasks carried out by non-professional library staff will also vary. In some countries some non-professional library staff may be required to undertake library tasks normally assigned to professional librarians. In others, non-professional library staff will be operating one-person libraries where they will of necessity have to perform tasks at a higher level along with routine clerical tasks. In such cases it could well be necessary to extend some of the units within the modules, although staff with limited training cannot be expected to acquire all the skills required of a qualified librarian, or to master them at the same level. In other countries

- still non-professional library staff, even though operating one-person libraries, may be supported by central services supplied by a national or state library service. Again some variation may be required in certain modules. It is important to recognise that different countries will interpret the terms local, state, national and regional library services and systems in different ways.[27]

The most obvious division within a module relates to audio-visual work, where the workshop differentiated between the acquisition of basic skills enabling staff to operate equipment and a more advanced course for staff with specific responsibilities for the production, exploitation and use of non-book media. Similarly, the modules concerning computer hardware and information work in libraries have 'overview' and 'comprehension' elements.

It is not possible to comment on the structure of the COMLA scheme, simply because of the modular, 'do-it-yourself' form of the publication. However, the contents list largely sums up all the various non- or paraprofessional syllabii designed and promulgated since McDiarmid in the 1940s. On the one hand, some modules concentrate on those clerical skills which McDiarmid regarded as essential for the library assistant/technician to possess - summed up as office practice, promotion and display. On the other, library methods, organization and techniques are included under the headings of

Library administration/administrative practice
Library equipment
Objectives of library and information services
Production and supply
Stock maintenance

satisfying McDiarmid's desire both for students to have an overall knowledge of the aims and objectives of libraries as well as an awareness of the kinds of material/information available to libraries, and their mode of production. McDiarmid's 'Use of books and libraries' becomes the COMLA 'Information work' modules with a detailed exposition of the nature and types of reference materials similar to the CGLI, BEC and SCOTEC courses. This is complemented by modules covering audio-visual materials, computer applications in libraries and courses on

'User needs and community studies' and the sample specialist module on public library services (including children's and extension services) - the latter a particular feature of, inter alia, the SCOTEC and some of the North American and Australian courses.

Finally, there are the para-library subjects. Though not 'liberal studies' in the McDiarmid or CGLI sense of the word, they are part of the wider 'commercial' education favoured by BEC in its core modules: Communications Skills, Numeracy, and Accounting and Personnel Management.

The organised development of certificates of competence for library assistants/technicians, then, has three main strands. Firstly, there is the 'examination model' where - as in Britain and to a lesser extent Australia - formal college courses for non-professional library workers grew out of the first-level qualifying examinations of the professional association. Then there is the situation where - as in the United States and Canada - formal training courses were developed in libraries and a logical extension of that pattern was to transfer the instruction to a local educational institution. Finally, there is the curriculum based on the range of duties and responsibilities undertaken by non-professionals and the roles expected of them. Though the COMLA modules could be cited as an example of this particular model, the analysis of the various syllabii discussed in the previous chapters suggests that all the major certificates of competence are based on library-related work and originate from a desire and attempts to separate the routine from the professional and theoretical. What the COMLA modules do confirm, however, is McDiarmid's assertion that there is little difference in content between internal (library specific and external) college-based schemes; the key factor is approach, not content.

2

OTHER PARAPROFESSIONALS

The term 'technician' has long been used in North American libraries - and more recently in Australia - as the term which best seems to describe paraprofessional library workers. Previous chapters and sections of this study have hinted at the way in which the development of library assistant/technician certificates grew out of a general national movement towards middle-level career structures and qualifications, founded on duties and responsibilities above those of the clerk or the craftsman, but below those of the 'full professional' manager, technologist or other senior personnel.

Comparing the syllabii and curricula of the various non- or paraprofessional library qualifications with those in other professions or vocations is no easy process. It is made difficult because the range of subjects is so great and the context in which other sub-degree qualifications are promulgated varies considerably.[28] For these reasons, this section concentrates on the major points of similarity or divergence between the British qualifications analysed earlier and other syllabii - primarily those with the word 'technician' in their title - administered by the same examining/awarding bodies: CGLI, B/TEC, SCOT(V)EC. Reference is made, however, to examinations set by other comparable bodies - notably the Royal Society of Arts (RSA).

Some technician-level courses are specific to a particular industry or profession, and the syllabus has been drawn up in close consultation with employers or training boards, a situation similar to the 'advisory committees' set up to evaluate and monitor library technician courses. The CGLI certificates for food technicians, cotton and allied textiles technicians, dispensing technicians and dental technicians (courses 130, 427, 738 and 739 respectively) or the SCOTEC certificates in dental technology, dyeing of textiles, or food laboratory technology are examples of this kind of certificate.

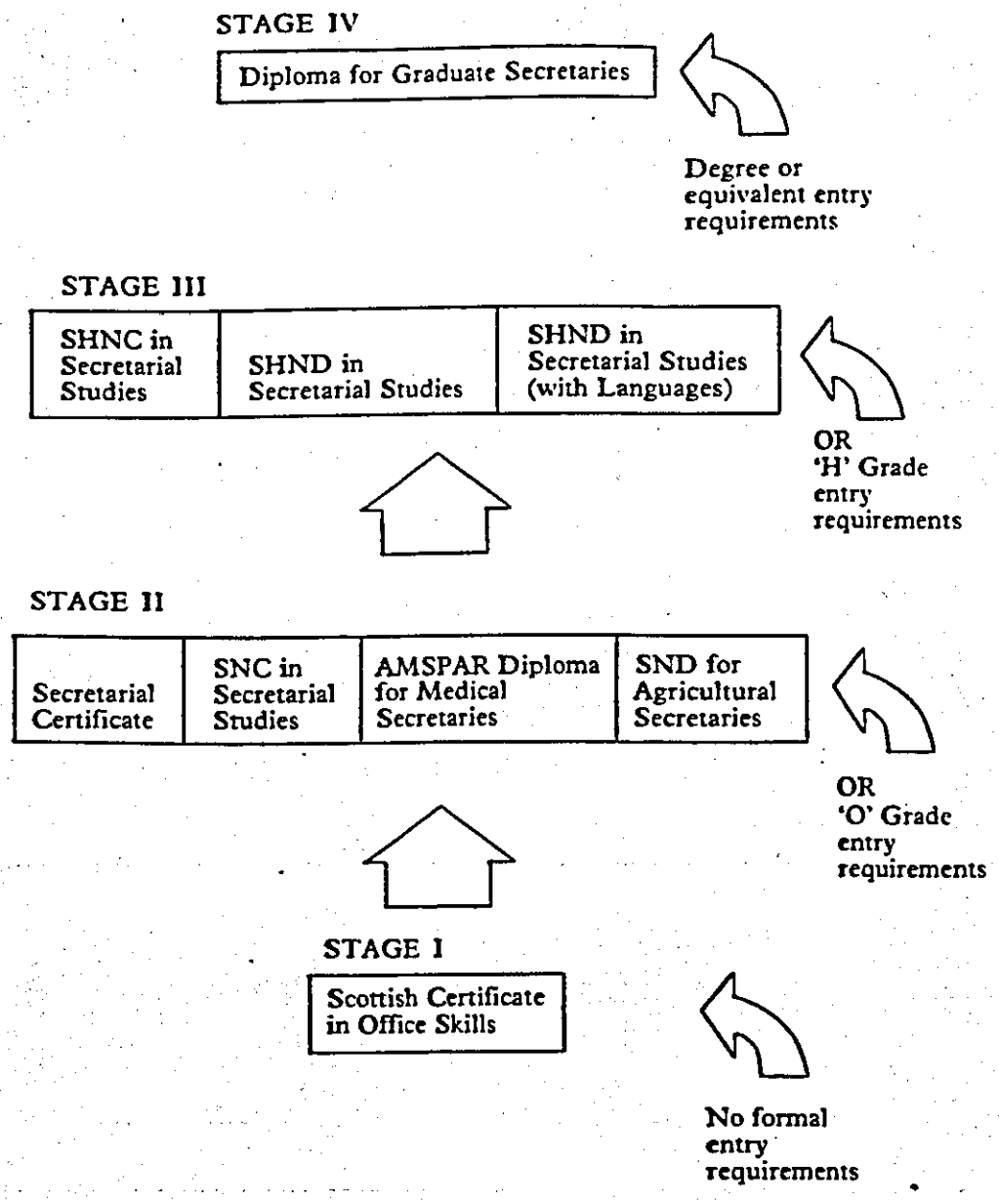
And because of this, the level at which the student will be functioning in employment is perhaps more obvious than for some courses. It is obvious because, in most cases, these qualifications

lead on to a higher level diploma or allow successful candidates to transfer to degree courses. The CLGI, for instance, has it own qualification structure, with certificates at up to three levels in some subject areas, followed by 'career extension' awards and licentiateship (LCG) and insignia awards (CGIA), the latter two with their own post-nominal letters. Thus students who have successfully completed all three parts of, say, the Dental Technicians' certificate can, provided they are aged at least 28 and have the relevant background, qualifications and experience, are eligible to receive the CGIA upon submission of a 'Critical report or theses upon a subject connected with their industry' and an appearance 'before an interviewing panel of the Institute'.[29]

At the other end of the trade/industry-related course spectrum are certificates such as the SCOTEC 'Certificate in Inspection of Meats and other Foods' which provide the student with the knowledge and understanding of food, food processing and the methods and procedures of food inspection, that together with the requisite period of practical on-the-job experience and training will enable him to qualify and practise as a Meat/Food Inspector'.[30] The qualification is complete in itself.

Career patterns and qualification structures at the paraprofessional level are enumerated most clearly in the SCOTBEC handbook of 1982/83, before the merger with SCOTEC, as for example the certificate in clerical and secretarial studies:[31]

Progressive Pattern of Courses



The diagram has obvious similarities with, inter alia, the 'career lattices' for North American librarians and the three-tier qualification structure put forward by the Library Association in the 1970s as well as the CET analysis.

The B/TEC career structure has already been discussed; in the Scottish model we see an approach akin to the general National - Higher National scheme adopted south of the border.

Many of the technician level courses are for people already

working - the various library assistants' certificates are examples of these - and the emphasis is on part-time day/evening or block release for study. So too is there a deliberate bias towards the practical in the various curricula with tests, exercises, demonstrations and course work all forming an integral part of the syllabii. In order to complete successfully the final part of the Dental Technician's Certificate of the CGLI, for instance candidates must manufacture three kinds of dental appliance as 'phased tests'.[31] Moreover, throughout the handbooks and course guides, emphasis is on the acquisition of 'basic knowledge' or 'simple understanding' or 'application of theory'. In virtually all cases such theory as is included is necessary in order to ensure that students can see the reasons for certain techniques or procedures and the context in which their actual or likely duties are carried out. The students are to 'appreciate' the theory of their subject, whilst being trained and educated primarily in the application of techniques.

In this respect there is little difference between many of these courses and those certificates for non- or paraprofessional library workers which form the basis of this study. However, because many of the qualifications are available at advanced levels, direct comparisons between syllabii are not as simple, with the exception of the SCOTEC Higher Certificate in Library and Information Science. An analysis of the latter qualification suggested that the Ordinary and Higher courses differed in level rather than content, with students studying the same subjects in greater depth and with a higher degree of specialisation and individual project work. This is certainly true of many of the SCOTEC Higher Certificate courses as noted in the 1983/84 course handbook and including qualifications in architectural design, building, civil engineering and many other subjects. In some cases, such as chemical engineering, the basic level certificate provides the student with the basic principles while the higher qualification aims to complement a 'background of education' with an ability to carry out a range of supervisory and quasi-managerial duties.[32]

Much the same is true of the CGLI certificates discussed earlier though there is less emphasis on the managerial in view of the specific nature of the qualification. This is not true, however, of the

Institute's more general technician syllabii, where supervision and decision-making form an important element in the advanced level curricula. This is particularly true of laboratory work, where 'at senior levels of appointment, there is an increase in the administrative duties, and a consequent reduction in the quantity of bench work undertaken by science ... technicians'.[32] Thus CGLI Course 735 (Science laboratory technician) concentrates in part III on 'Science laboratory administration'. The general management section alone constitutes a recommended 70 hours of the course, and has the following curriculum:

1. The process of management and basic principles involved. The functions of management: planning, organising, controlling, co-ordinating, communicating and motivating.

2. Human relations and personnel: social groups at work. Industrial psychology and morale. Economic principles applied to laboratory equipment. Industrial relations, including trade unions and employers' associations. Educational, research and professional bodies. Job analysis and description: selection, induction, training and development of staff, including assessment; safety and welfare.

3. Planning of work. Setting objectives, policies and resource allocation. Planning and control techniques, including Project Network Analysis, Gantt charts.

4. Communications, Principles and practice. Letter and report writing. Interviewing, public relations, running meetings, conferences, open days, arrangement of lecture demonstrations, use of appropriate media. Reprographics, mass communication techniques. Committees and their role, especially with respect to local government, UGC, health service and industry as employers of scientific personnel.

5. Financial control: capital and revenue expenditure. Finance in local government. Budgetary control of UGC and similar public bodies.

The Science Laboratory Technician's Certificate qualifies the holder for membership of the Institute of Science Technology. The 'Basic Certificate in Computer Programming' promulgated by the CGLI, on

the other hand, while 'indicating a nationally acceptable standard of trainee programmers' and though awarded jointly by the Institute and the National Computing Centre, was 'introduced to assist employers to evaluate the potential of such candidates'.[35] This represents a role similar to that of the LA's Entrance/First Professional Examination, when chief librarians would judge budding assistants on their performance in these 'apprenticeship' tests.[36]

Most of the syllabii published by the CGLI refer to the 'liberal studies' component discussed earlier in this study. The different, modular core-option structure adopted by BEC - also analysed earlier - rendered this approach unnecessary; indeed, the Council's philosophy was very much the opposite - that there was such a commonality of need and necessary experience at this level that specialisation - except at option level - was not appropriate. The CGLI has also been altering its approach because of this:

> This institute has traditionally catered for students following a more practical, less academic programme through its schemes and examinations for apprentices and trainees in industry. Experience with such students suggested that an outward-looking course in which a broad range of vocational interests was used as the focus for continuing general educations would attract and interest young people thereby helping them to achieve success and realise their potential.[37]

The foundation or general vocational preparation courses designed to 'motivate young people to improve their basic educational skills, to introduce them to the responsibilities and attitudes of the world of work and to help them reach an informed choice of career',[38] have been introduced. Course 365, for instance, has a 'common core' consisting of 'Communication, Numeracy, Economic, Social and Environmental Studies, Extension Studies, Guidance Education' - many of the elements found in B/TEC and other similar 'core' syllabii, both in this country and abroad. Within this framework, 'vocationally-orientated studies' can be taught: the sample syllabus for 'commercial studies' contains many of the general subjects - reprographic, communications, correspondence - found in the Library Assistant's Certificate - CGLI Course 737.[39]

These general office subjects also continue to appear in the course lists of the Royal Society of Arts. Again, the emphasis varies depending upon the particular vocation and its relationship to the professional qualification structure. The target population for 'Accounting Stage III', for instance, is:

(i) students who wish to acquire relevant experience to enable them to work towards professional qualifications, such as Association of Accounting Technicians (AAT), Association of Certified Accountants (ACA), Association of Cost & Executive Accountants (ACEA), etc.

(ii) Students who wish to enter into the accounting function of an organisation. The type of post open to students would vary according to the size and structure of the organisation, e.g. book-keeper in a small organisation, sales/purchases ledger clerk, cashier.

(iii) students who wish to enter higher education in general.

(iv) students who wish to work towards professional qualifications outside the accounting field.[40]

Syllabii for the various courses are written in the context of 'general learning objectives' - what the student should be able to do at the end of the course/examination - a feature of virtually all current 'technician' syllabii studies. The certificates in office practice - though revised - are still being offered some twenty years after the LA chose instead to devise a Library Assistant's Certificate through the CGLI. This suggests that there is still a need in Britain for a cadre of efficient office workers or clerks who are adaptable, co-operative, responsible and with high personal standards, workers who can continue to carry out the many routine duties prevalent in most work situations.[41]

3

CERTIFICATES IN PRACTICE

Note This final section aims to chart the history of the CGLI, BEC and SCOTEC certificates in library work from 1967 until circa 1984, when the basic research for this study was completed by a circular letter to all colleges which taught one or other course (see the Introduction and Methodology and the Directory Appendix for further details). The emphasis is, almost inevitably, on the CGLI qualification, simply because of its being in existence for a much longer period of time than the other qualifications. Throughout the discussion, references are made to individual colleges and to comments made by (usually) the individual course tutors. Further details may be found in the Directory Appendix. Statistical tables referred to here are also reproduced in the Appendix; see the contents page for a complete list.

(a) The Library Assistant's Certificate

Reference has already been made to the network of colleges (many of which prepared students for only the FPE) which were keen to organise courses for the LAC once the syllabus was finally promulgated by the CGLI and approved by the LA in 1967. Little information could be traced regarding courses and examinations held that year (one tutor who responded to the present researcher's survey described 1967 as the year of the 'mock examination'). In 1968, however, fourteen colleges offered the course, as follows:

Aberystwyth College of Further Education
Aylesbury College of Further Education
Bedford, Mander College
Bradford Technical College
Bridgwater Technical College
Ewell (Epsom) Technical College
Manchester, St. John's College of Further Education
Norwich City College
Oxford College of Further Education

St. Albans College of Further Education
Sheffield, Richmond College of Further Education
Slough College of Technology
Stoke-on-Trent College of Building and Commerce
West London College [42]

Further details may be found in the Directory. A second list published in the August 1969 issue of Liaison added a further 10 institutions, including three in Scotland and one public library - Wallasey - an early instance of a library organising its own in-service training scheme according to the LAC syllabus and entering candidates externally (see the Directory entry for Birkenhead for details). This arrangement was repeated elsewhere during the course of the next fifteen years (Aylesbury, Bangor, Bootle, Salisbury, Swindon)[43] though in some cases the local public library service set up its own certificate course in competition with the college (Coventry). By the end of 1969, a course was also being offered in Northern Ireland (Ballymena).

An analysis of the history of individual college courses strongly suggests that the support of the public library was crucial to the viability, or otherwise, of an LAC course. LACTDG surveys carried out in the early 1970s confirm this. Birkenhead, Coventry, Ewell, Gwent, Harrogate, Kirkcaldy, Leamington, Leeds, Liverpool, Norwich, Stockport and Wakefield in particular noted that, without sufficient support from the public libraries in the area, courses could not easily be run - certainly not every year. The high percentage of examination candidates from public libraries (see Tables LAC/5(a) - (c) for further information) confirm this somewhat ironic situation; ironic in the sense that it had been public librarians who had been so opposed to the Certificate before 1967. As the major employer of assistants in the most areas, the public library service could clearly wield a strong influence on certificate courses. This was true also of the BEC and SCOTEC qualifications. Opposition in Glasgow meant that a SCOTEC course could not run there for several years; Falkirk never has been able to do so. On the other hand, public libraries in Birmingham, Ewell, Portsmouth, Tameside and Trowbridge, for instance, were sufficiently well disposed towards the BEC 'double option' module to

support it - usually instead of the CGLI - at least when it was first available. In other parts of the country, however, the BEC qualification was never effectively supported (Blackpool, Doncaster, Ipswich, Newcastle, Stoke-on-Trent).

Though the initial (1968) number of candidates (194) for the CGLI, LAC examination had more than trebled within six years, demand for courses was not uniformly good, partly because of lack of support from some public library services - already noted - and partly because of poor catchment areas. Thus, although the Tutor/Librarian at Telford College, Edinburgh, could express surprise at the high level of interest in his 1969 LAC course,[44] and Hammersmith and West London College could run two full courses, the SLA news could report that 'a course had been offered in Aberdeen [in 1968], but no applications had been received'. (See Directory entry for details). The course tutor explained that in this case the local libraries had not initially supported the course. In other parts of the country (Colchester, Grimsby, Norwich) there was not the critical mass of libraries, and hence of assistants, to make a course viable. This had been recognised in 1968 when the LA's Education Secretary, Bernard Palmer, commented at a meeting of the Advisory Committee for the LAC (CGLI ref T/380/7AC/Min(4) that:

> Only colleges in large towns would be able to offer permanent courses. In smaller towns and in rural areas, where the number of libraries was limited, colleges would only be able to offer courses at times when there were sufficient students to form a viable course.

This situation was exacerbated when minimum target enrolments were introduced or increased in many colleges and low numbers on LAC courses - often 10 or less - meant that it was increasingly not possible to run them in many areas. The same was true of BEC (Loughborough) and, to a lesser extent, SCOTEC courses (Falkirk). In some cases, with regard to the LAC, colleges agreed to divide up a catchment area between them (Bradford, Sheffield) or to offer courses alternately (Colchester, Ipswich). In other parts of the country - notably Merseyside - there was no such coordination, and lack of support from Liverpool public libraries meant that only one college was, in general, running the

course at any one time (Birkenhead, Liverpool, Stockport). LACTDG was particularly concerned about this in its 1973 Minutes. In a few instances, college mergers affected the offering of LAC courses (Gloucestershire); policy decisions to concentrate on 'advanced' work also meant course closures (Chelmsford).

In many colleges, then, an LAC course was set up to satisfy a clear demand. Some of this demand was no doubt identified as a result of the college preparing candidates for the LA examinations (Bradford, Oxford, Edinburgh-Napier). Indeed, the course tutor at Bradford commented that the success of the LAC course was partly a result of the kudos of running 'professional' librarianship courses also. Just as some public libraries did not support the LAC, so others encouraged their staff to take a course and supported their local college over a number of years. In a few instances, courses were instigated as a result of interest from other sources. Bristol was approached by NALGO, partly because library assistants had previously been sent on a general course not felt to be relevant. Stoke-on-Trent was supported by the local cooperative scheme - LINDSCO. Though students from industrial and special libraries/ information units regularly appeared on course returns and in examination lists, the numbers were rarely sufficient to influence the instigation of a course. Abingdon ran a BEC course for a short time as a result of pressure from a local industrial libary - one of the few examples of demand for such a course from employers, along with Birmingham.

LAC courses continue to be set up in the 1980s. Huddersfield began work in 1984, for instance, attracting 17 students from a wide variety of libraries. Demand for certificate courses from non- and para-professionals themselves remains strong. When offered in a distance learning mode (Edinburgh - Telford, West Bromwich), take-up for the CGLI and SCOTEC qualifications has been considerable, with waiting lists having to be created in some instances. No doubt this has been partly the result of the demise of many local college courses, though it must also owe a good deal to the motivation of individual assistants.

Contacting the colleges which taught courses leading to one or

more of the certificates revealed that in many instances the bulk of the teaching was done by one or, at most, two people, usually working in the college library and 'willing to give up large amounts of their free time to the teaching of the programme'.[45] Certainly, a good deal of the drive behind the setting up of LAC courses in particular came from the tutors themselves, several of whom commented in their response to the present writer's informal survey that they were interested in the 'lot' of non-professionals and wished to do something to improve matters. The efforts of tutors such as Lawrence Tagg (Newcastle) have been considerable in this respect. In many instances, tutors complained about the lack of time to prepare for and teach the course - not surprising considering that most were undertaking the work in addition to full-time duties (usually as college librarian). One said that he taught the course partly for the money; was this a more general consideration (not expressed by any other respondents), given that many were titled tutor-librarian and a need existed to enhance their teaching functions within the college? The fact that many were one-person bands had serious implications for the long-term future of courses; some had already ceased upon the retirement of the founding tutor.

Writing in 1986, Sheila McCullough lamented that 'those librarians who are committed to sub-professional education and training frequently feel that they are voices in the wilderness'.[46] No doubt partly because of the isolation in which course tutors found themselves, the Library Assistant's Certificate Tutors Discussion Group (LACTDG) - as it was originally known - came into existence. Instigated by the course tutors at Bridgwater 'for the exchange of ideas and problems'[47] and as a pressure group to interact with the CGLI,[48] the Group still exists as the Association for the Education and Training of Library Technicians and Assistants - a title adopted when the remit was widened to include BEC courses. An independent body comprising primarily course tutors, the group has contributed much to the field of non-professional level certificates in library work through its meetings and, in the 1970s, a series of surveys (mainly carried out by Albert Standley), the results of which are reproduced in the Appendix to this thesis. Individual members also wrote textbooks (Chirgwin, Harrison/Oates) based at least partly on the handouts prepared for

individual classes and as a result of experience of teaching LAC courses. Membership extended to other countries and, in the early 1970s, there was contact with Australia (particularly Box Hill - the college running the first technician certificate course there) and Malta, where for many years a thriving course based on the LAC ran.[49] Paul Xuereb, Librarian at the Royal University of Malta and a member of the LACTDG, was later to be a member of the group set up to design the COMLA training modules. Other (African) countries prepared (and still prepare) students for the LAC examinations, though none of these colleges was in regular contact with the LACTDG.

The Group had at least one formal meeting a year and the minutes express the concerns of the tutors - concerns discussed also in a newsletter, edited by Albert Standley for the most part, which appeared sporadically between 1969 and 1979, though more recently attempts have been made to publish a general newsletter for non-professionals and those interested in their education.[50]

The early minutes in particular contain a wealth of information about the CGLI certificate and the courses which were being set up in the late 1960s and early 1970s. Clearly, a number of difficulties were encountered as tutors gained experience of preparing students for the examinations. A number of themes emerged from the early meetings - themes which were to recur during the course of the next fifteen years.

An important consideration was the financial recognition afforded by employers to students who successfully completed a course and passed the examinations. The CGLI did not feel it had any responsibility to ask for such recognition and instead commented that 'approaches should be made direct to authorities from employing libraries'.[51] The Scottish Library Association was keen to be involved from the outset in discussions north of the border and, at a meeting of the SLA Council held on 13 October 1967, 'it was agreed that an approach be made to NALGO to promote the incorporation of provisions for day release of non-professional assistants in the NJIC [National Joint Industrial Councils] conditions of service'. By 1968, the Association was urging NALGO to request that 'appropriate financial recognition should be laid

down'.[52] The SLA recommended that holders of the certificate 'should be paid on Technical Division Grades II to III'.[53] The situation was still unclear in 1971 when NALGO was still being urged to take action by the SLA. The Association's News for 1971 included the following statement:

> LIBRARY ASSISTANT'S CERTIFICATE
> The Hon. Secretary reported on the survey of public library policy regarding the City and Guilds Library Assistant's Certificate. Of the 42 returns received, only 15 libraries declared a policy of rewarding holders of the Certificate. Twelve awarded an extra increment or two, with three recognising it as a qualification for promotion to higher Technical Division or Higher Clerical grades. Two libraries paid Higher Clerical grades I or II, and one library Technical Divisions grades II and III. Several libraries had replied that their authorities would not take action until the NJC made a specific recommendation on the matter.
>
> A letter from the District Organisation Officer of NALGO on the matter was also read, in which it was pointed out that the NJC appeared to have set their face against recognising examinations for additional increments, other than the clerical examinations of the Local Government Training Board.
>
> It was agreed to invite the views of the Library Association on the matter.[54]

The LA had carried out a survey in 1969 when an appeal for 'chief librarians of all types who have encouraged their non-professional assistants to take the Library Assistant's certificate.....' to supply information about them to the secretary.[55] The statistics which presumably resulted from this request do not appear to have survived and the LA did not at that stage take matters further.

The LACTDG began to campaign for financial recognition and, like the SLA approached NALGO. Informal surveys carried out by members of the group at the time showed a wide variety of attitudes, some

employers giving no rewards, others 50 pence per week, some one and some two increments. At the 1971 meeting of the group, it was agreed that 'students who are members of NALGO should be encouraged to take up the matter of financial recognition for the certificate with their local branches.... It was also felt that the NJIC should be pressed for recognition and that they be approached with a view to altering conditions of service....' The newsletter and the group minutes continued to record individual successes - cases where specific employers had recognised the certificate, and in 1972, the following note appeared in Liaison:

> THE ASSOCIATION'S policy in respect of non-professional staff in public libraries who take the City and Guilds Library Assistant's Certificate has been reconsidered, in the light of developments since its introduction about five years ago.
>
> When the Certificate was first introduced, there was no provision in the NJC Scheme of Conditions of Service whereby successful assistants could be rewarded with the payment of additional increments or by outright grant.
>
> This situation changed in July 1971, when the NJC decided to grant discretion to individual authorities to award additional increments for success in those examinations, including the LAC, which they considered would improve performances of staff.
>
> It was noted that, despite the original NJC decision not to recognize the Certificate, about ninety authorities in the United Kingdom had already encouraged staff to take it and had awarded additional increments to those who were successful.
>
> In the light of these developments, the Association has decided to urge NALGO to press for the amendment of the relevant paragraph of the Scheme of Conditions of Service, to provide for the payment of two additional increments for the acquisition of the Assistant's Certificate, in similar terms to the provision already made for officers in Clerical Grade I who pass the examination for the Certificate in Office Studies.

> Although the Certificate has now been awarded for several years, there still remains some ignorance of its existence and purpose, and also of the facilities for study.
>
> This view was expressed at the fourth annual meeting at Association headquarters of the Library Assistant's Certificate tutors' discussion group.
>
> This was generated among the tutors who teach for the Certificate in about twenty colleges up and down the country.[56]

A similar note had already appeared in the SLA News:

> LIBRARY ASSISTANTS' CERTIFICATE
> The Hon. Secretary reported that the recent NJC Circular No. 240 and the National Joint Councils for Local Authorities' Services (Scottish Councils) circular SC/20/A of 17th August 1971, contained amendments on Increments for Examination Success which appeared to give freedom to employing authorities to pay increments for the Library Assistants' Certificate. It was agreed that these amendments should be printed in SLA News.[57]

The LACTDG appears not to have continued its surveys of financial recognition of the LAC, but the disparity of treatment clearly continued. A number of colleges confirmed this in 1984 (Bootle, Ewell, Leamington, Sheffield). In the 1981 Public Libraries Staffing Establishment and Grading Census, for instance, only a third of authorities 'made additional payments for passing the City and Guilds Library Assistant's certificate; for the BEC National Library Option Modules the figure is only 23%. LACTDG had earlier found that, in some instances, increments were given for possession of GCE 'O' levels, but not for the LAC.[58]

The low level of the CGLI certificate gave the Tutors' Group much cause for concern. This took several forms. Early results suggested that the certificate courses were too easy and 'an easy examination lessens the value of the certificate and recognition is therefore more difficult to obtain'. This was compounded by the fact that 'some students who will take the examination will find it below their standard'.[59] These comments were borne out not only by the high pass

rates - at least until 1970 (Table LAC/1) - but also by the remarks of the CGLI examiner, Don Pigott, who was of the opinion that 'anyone who has worked conscientiously in a library for a period of two years should be able to pass this examination. Those who apply themselves seriously should be able to attain very high marks'.[60]

The general feeling at the time was that once the maturer people - people who might have studied for LA examinations - had gone through the CGLI system, the pass rate would fall. Writing in 1971, Pigott concluded that:

> in the first few years of the examination, the majority of candidates who sat were mature ones, whose experience enabled them to gain very high marks. This backlog has now been cleared and the quality of the work of candidates reveals a certain lack of experience, and inadequate preparation, which is evident in the lower pass rate.[61]

Reporting to the LA's Education Committee with regard to the 1968 meeting of the Advisory Committee set up to monitor the LAC, Education Secretary Palmer commented that the main item of discussion was:

> what was called by some 'overteaching' and by the educationalists 'excellent teaching' for the certificate. There was a school of thought that some directive should go to course-organisers to restrict the level of teaching to that of the certificate. The teachers present took exception to this viewpoint on the grounds that a good teacher develops his subject in relation to his students, and it was clear that the candidates for 1968 have been very good (192 passed out of 194), half of them being persons of mature age.[62]

It is interesting at this point to speculate as to how many of these candidates would have sat and passed the Entrance Examination. The fact that 54 of the 194 candidates were over 35 (See Table LAC/3) and had presumably had a reasonable number of opportunities to do this before 1968 lends weight to the hypothesis of Foskett and others that many assistants simply preferred to remain as non-professional staff, albeit 'qualified' as such.

LACTDG and CGLI Advisory Committee minutes for 1968 demonstrate

the conflict between examiners and tutors, as reported by Palmer:

> It was also suggested that colleges had extended their courses to cover topics that were not within the responsibility of library assistants in their day-to-day work. College representatives pointed out, however, that many assistants were easily capable of absorbing the syllabus material and it was the duty of colleges to design their teaching to suit the level of ability of their students.[63]

LACTDG stressed that:

> The value of this course is educational with less emphasis on passing an examination. In this respect the examination is not a test of educational background and does not measure fairly what students have learned.[64]

A view backed up by several course tutors who, when contacted in 1984, commented that passing the examination was an irrelevance and that emphasis was on sending students back to their libraries with a better understanding of their work and the aims of the library service as a whole.

At the same time, national recognition of the LAC would stand or fall by the esteem in which the certificate examinations were held. In this respect, the December 1968 examinations were deemed to have been ineffective, failing to 'reflect the breadth of the examination syllabus, and the puerile nature of the questions with alternative answers'.

The level of examining was of particular concern to the LACTDG, not least because of the low grading of the certificate within the further education structure. Graded by the D.E.S. as category 5 (Burnham Grade C) - the lowest level of further education course - the LAC was still suffering in this respect in 1984, despite a syllabus revision. 'It is the equivalent of the first year of a bricklayers' course' wrote one respondent in 1984. The LACTG minutes for the 1973 meeting noted that the grading affected lecturers' pay, and that it was probably so categorised because of the amount of practical content as

opposed to theoretical. Surveys carried out by the Group (reproduced in the appendix to this thesis) also showed the wide variety of time spent at college, depending upon the attitudes of the course tutor though few, if any, courses incorporated the 60 hours of liberal studies recommended by the CGLI; most tutors regarded this as 'not essential'.[65] None of this can have helped the argument to regrade the LAC, and NALGO's reluctance 'to accept the Library Association's plea to it to press for the award by local authorities of two increments to holders of the LAC'[66] meant that the case was never strong.

A further major problem related to the assessment of the practical work and 'as the practical assessment consisted of one third of the total number of marks for the examination, there was a great responsibility on the individual in giving practical assessments'.[67] A survey carried out by the LACTDG revealed that practices varied considerably; no detailed guidance was given by the Institute.[68]

It is not surprising that the LACTDG minutes refer repeatedly to the need for an advanced level qualification. An early summit meeting between the Group and the CGLI Advisory Committee for the LAC improved the quality of the examination papers, but the Chairman of the Committee, K.A. Mallaber, insisted that the level of the course was unlikely to change for a few years, though 'a more advanced certificate will follow eventually'. The subsequent history of these 'advanced' certificates has been dealt with elsewhere, but it should be noted that members of the LACTDG continued to press for such a qualification for much of the 1970s, making a detailed submission to the LA in 1976 as part of the consultative process which culminated in the Paulin Report.

The most obvious source of data concerning performance in the LAC examinations is the examiner's reports. Those of the first chief examiner, Don Pigott, then Librarian of the Associated Octel Company, Bletchley have already been quoted with regard to the early take up of the certificate. Apart from the report for 1967, all these summaries survive and a number of themes emerge from an analysis of both Pigott's comments and those of his successor as Chief Examiner, K.L. Gibson.

There was clearly a wide variety of standards between the colleges teaching the course - a divergence still evident in the 1980s. This reflected not only the amount of time spent on tuition and preparation of students (vide the various LACTDG surveys), but also the commitment of the individual tutors, a commitment difficult (if not impossible) to quantify, but nevertheless evident from discussions with particular colleges in the light of the present researcher's 1984 survey. Candidates studying alone and sitting the examinations as external candidates fared consistently badly according to Pigott's reports, while some overseas students were simply unable to cope with an examination which, as well as being of a higher level than they were used to, was in a language other than their native tongue. It is not clear from the examiner's reports from which the general analyses of pass rates in the Appendix were compiled - all include results for overseas candidates. The implication of the examiner's comments suggest that they are in general incorporated into the statistics (a practice not seemingly abandoned until c.1982/83), in which case the overall results do not accurately reflect the performance of British candidates who would, by implication, register a higher pass rate than that actually recorded in the statistical table LAC/1.

At the other end of the spectrum came the 'high fliers' who often recorded a triple distinction. As the Tutor/Librarian at Bristol commented in 1984, such people were 'head and shoulders above the rest'. These were clearly the assistants to whom early LACTDG minutes were referring when it was stated that:

> Some students were rather disillusioned about the papers set last December. Some felt that they did not receive a challenge to demonstrate what they had learned during the course.
>
> There is considerable variation in the educational background and ability of students. Some students who will take the examination will find it below their standard but there is no alternative course if they do not wish to study for the LA professional examinations.

The knowledge of these candidates was, as Pigott commented on many

occasions, clearly in excess of that expected. Most, however, found the examinations at least moderately difficult. Grammar, syntax and general ability in written communication were poor in many cases and the reports refer regularly to poor examination technique.

In response to the 1984 survey, several tutors remarked that mature students (aged 30 or over) often sat the course but, with little or no previous formal education, found it difficult to pass with high marks, except perhaps in the practical assessment, where, as experienced library assistants, they found the tests relatively straightforward. No consistent time series concerning age of student exists, though the LACTDG surveys reproduced in the Appendix indicate that most colleges continued to teach students of widely different ages. Table LAC/4 reproduces a CGLI breakdown of age and pass rate of students for 1971. Though insufficiently representative (in terms of time) to be used as the basis for any definitive statement on age/success ratios, it is interesting to note that the overall pass rate is highest for those candidates aged 21 - 24 and lowest for students over 40.

Similarly, no consistent long-term set of statistics regarding sex of candidates exists. However, the data which was available, whether from the CGLI, LA (Table LAC/6) or individual colleges, shows overwhelmingly that the vast majority of candidates for the LAC were - and are - women. The first part of this thesis discussed the position of women in librarianship as it affected the development of professional and non-professional qualifications, and much has been written elsewhere about the 'feminisation' of librarianship and the imbalance between male and female staff within the profession.[69] The male/female statistics for LAC enrolments were inevitable regarding candidates for the LAC since the vast majority of support staff were, and are, women.

After 1976, results were given separately for each part of the examination (Tables LAC 2(b)1 - 3). The resulting statistics show the seeming discrepancy between the practical assessment and the written papers - virtually no-one failed the former, whilst the pass rates for the latter fell as low as 72% between 1976 and 1983. This

characterizes student cohorts able to carry out practical work effectively and efficiently rather than handle theoretical concepts. In that respect, those people who failed would have been 'hopelessly misguided', to quote an author cited earlier, had they attempted even the First Professional Examination. On the other hand, the 'high-fliers' noted above would no doubt have benefitted from further study - possibly at degree/professional level.

The most interesting and, perhaps, most important point about the LAC examination statistics reproduced in the Appendix is the fact that, though candidates from public libraries dominate, students from a wide range of other institutions also followed courses leading to the certificate (Tables LAC/5(a)-(c)). Probably the least well represented sector of librarianship was the universities, where para-professionals tended to be non-graduate chartered librarians and a qualification such as the LAC would have seemed inappropriate as a result.[70] The numbers from special and other non-public libraries are consistent, if small. The statistics are important in that they suggest that the syllabus was of sufficient relevance to staff in all types of working environment - a relevance made possible by the high degree of commonality between different kinds of library at the level of non-professional routine. Essentially generalists, as noted earlier in this thesis, library assistants would seemingly benefit most from a general education - as originally proposed by McDiarmid.

Further light can be shed on the CGLI, LAC in practice by an analysis of the results of the pre-revision research questionnaire survey mounted for the CGLI before the course 737 syllabus was revised in 1983. Colleges participating in the tutor questionnaire are logged in the Directory Appendix.

In June 1980 questionnaires were sent to the 41 centres which had entered candidates for the previous December's examination. A 61% return was received - covering approximately 55% of the 'annual candidate entry' - though not all responses were 'usable for the purpose of [the] report'. The main conclusions were as follows:

- 79% of students worked in public and academic libraries.

- over 90% of students were supported (given time and fees) by their employers and 23% had also received structured in-service training.
- 24% of centres also offered other librarianship courses but only 14% had a Library Department.
- teaching hours for the course ranged from 82 hours to 220 hours.
- 76 - 86% of respondents were satisfied with the width and depth of the current 737 syllabus.
- 90% requested removal of one or more syllabus topics (notably proof reading).
- 38% asked for a list of reference books to be included.
- 33% of respondents supported the idea of specialist options at this level.
- 90% supported the ideal of specialist options at an advanced level.
- 64% could envisage support from colleges, 55% from students and 36% from employers for an advanced library assistants scheme.[71]

Many of these points have already been highlighted, simply because they were evident from earlier surveys and statistics. In addition, however, it is interesting to note that only 23% of those taking an LAC course were also given structured in-service training, suggesting that to many employers the college course was deemed to be an effective substitute. The support for specialist options is also worthy of note; indeed, some libraries themselves organised courses in audio-visual work or children's librarianship - 'electives' common in North American and Australian technician courses as well as schemes such as the COMLA modules.[72]

The detailed results of the CGLI survey are reproduced in the Appendix. Of especial interest are the following points:

- 17 out of the 21 centres analysed had 20 or fewer students.
- 8% of the total student sample attended in their own time.

- the difficulties relating to the mounting of specialist options or advanced certificates (applicability, numbers, educational philosophy) were likely to be insurmountable.

This latter point was summarised by one particularly striking comment:

> If the standard is raised the certificate will cease to cater for the people for whom it was intended: it is not intended to be an academic course.
>
> The introduction of an Advanced Certificate may deprive the lower course of a number of students if exemptions from the lower one are granted ... may result in insufficient students to run either course.[73]

Concern was also expressed at the possibility of duplication (in the form of the BEC 'double option' module) in a limited market. The approximate numbers enrolling for LAC courses in 1980 as noted by the CGLI was 600 per year; many Institute certificates attracted as many as 10,000 students. One other major problem was identified:

> If the LAC has one weakness it is that too many librarians have dismissed it through reading the syllabus alone. Most importantly it has too often been poorly interpreted. The syllabus could end up being twice as long but it is the detail which is lacking.[74]

To complement this questionnaire survey of colleges preparing students for the LAC, the market research team employed by the CGLI to undertake the 1980 study asked a number of employers for their views of the certificate. The introduction to the summary describes how this part of the survey was carried out:

> The tutor questionnaire asked respondents to supply the names and addresses of two local library employers who supported the 737 scheme. Approximately 40 employers were contacted upon this recommendation. In addition, a number of employers read about the proposed syllabus review in the August Library Association Record and wrote asking to see the questionnaire.
>
> Accordingly, in September [1980] 52 questionnaires were mailed to employers. While many of the questions were common to the tutor questionnaire,

there were some differences. All respondents also received a copy of the 737 syllabus.

27 questionnaires were returned - a response rate of 52% of which 26 were usable for this report.

The broad summary of replies reads as follows:

- Respondents represented the following type of employer: County Librarian 63%, Local and College libraries 26%, Industrial libraries 11%.
- 77% of the library assistants were employed in public and academic libraries.
- 85% of employers provided in-library training.
- 27% of employers made use of library assistant training courses other than 737.
- 58% of employers could offer their library assistants a route for career advancement.
- 81% of employers required their library assistants to use computerised and other technology at work.
- 54% of employers were satisfied the syllabus is wide enough.
- 69% of employers were satisfied the syllabus is deep enough.
- 46% requested removal of one or more syllabus topics (notably proof reading).
- There was no consensus on the minimum number of hours reasonable for the release of students to take 737.
- 38% of employers supported the idea of specialist options at this level and 35% at an advanced level.
- 46% supported the idea of an advanced Library Assistants scheme.

The balance of responses confirms other statistical breakdowns of LAC students' employers, with university libraries being notable by their absence from the study. 'In-library training' was given by the

majority of employers - contrasting markedly with the college respondents' comments regarding the number of library assistants who did receive such instruction. It may have been, of course, that only the more diligent employers (those who could well be more in favour of all kinds of training of non-professionals) took the trouble to reply. Certainly Bird's more recent study of public libraries suggested that at least one quarter of authorities did not have a formal training scheme for library assistants.[75] Nevertheless, 7 out of the 26 respondents were also sending their assistants on either a BEC or a SCOTEC course. Despite the relatively high proportion of libraries covered by the survey which identified a career structure for support staff, it is interesting to note that less than half supported the idea of specialist options or an advanced certificate. Perhaps the most significant point to emerge from the C.G.L.I. research is the high percentage of employers requiring their non-professional staff to use computer and other technology. This is reminiscent of Ramsay's comments regarding Australian librarianship and the 'need for another staff category [being] even more apparent in fields which post-date the older librarian and are not learned by the new'.[76]

(b) The BEC and SCOTEC certificates Much less data concerning the BEC and SCOTEC qualifications in practice exists than for the LAC, not only because they are much newer certificates, but also as a result of the much lower level of enrolments and the smaller number of courses. The lack of interest in the BEC 'double option' module in many areas has already been noted in this section and the considerable opposition to the scheme was charted in detail in the first part of this thesis. Of National level students who registered in September 1980, for instance, 55 completed the librarianship module in summer 1982, with 66 completing the following year.[77]

In 1981, NALGO's Education Department and the Local Government Training Board established a distance learning route to the BEC 'double option' module though the documentation was still being written in 1983. Notes of discussions between the present author and NALGO's Education Department regarding the planning of this scheme are included in the appendix. The number of students following this course has been extremely low[78] despite the fact that it was designed at least in

part to cope with a situation where a college provided core modules on a 'traditional' basis but was unable (primarily because of the small number of enrolments) to offer specialist options.

Few comments were received from course tutors as a result of the 1984 survey, either because schemes had been abandoned or as a result of enrolments being so low as to preclude meaningful comment. One significant assessment was received, from John Chirgwin, co-author of the Library Assistant's Manual and Tutor/Librarian at Stockport College of Technology. His response is quoted extensively, not least because it represents the views of someone who taught both BEC and CGLI courses:

> For many years this College ran courses preparing candidates for the CGLI Library Assistant's Certificate. We were never entirely happy with the Certificate, and there were several improvements that we think could have been made. The Certificate has been revised I believe, since we stopped offering it. The main complaint was the lack of participation in the development of the curriculum, i.e. the syllabus was laid down from on high, and we had to teach to this syllabus come what may. There crept into the course an element of cramming for exams, rather than practical on the job skills. It became almost as important to prepare candidates in writing essays describing the operation and function of office practices, as in actually doing or practising office routines. With the new BEC courses there is much more opportunity for participation in course development. One drawback is that the double option module is attached to the B4 Public Administration Board. Our C.G.L.I. course was always well supported by local industry. We always had three or four from local firms and organizations, but they are not interested in acquiring a predominantly local government qualificaition. Ironically, it was the public libraries and local authorities that let us down during the last (!) economic crisis, and without their support the course folded because of insufficient numbers. The Certificate folded, after several years, because of lack of support, and our teaching resources have been directed into other teaching areas.

> My main complaint about the BEC Certificate is that not sufficient time is allocated to Library Studies; and speaking now as an employer, I am not too happy about sending my own staff on it. At the end of the course, students obtain, assuming they are successful, a National Certificate in Public Administration and they will have spent two thirds of their time studying common and board core modules on a number of subjects which are all very well in themselves, but not much use to Library Assistants. Because the Library Module is an option, it does not find pride of place on the timetable, since it is the core subjects that dominate the teaching timetable, and these core subjects may be taught across the professional groups with Library staff spread among them. This is all very well educationally and no doubt there are advantages for large employers, e.g. transferability of staff. I can also see that politically it is a good thing to hitch our people onto a vehicle which should be recognised across local government in most of the administrative professions. One hopes that the benefits in terms of salaries, status etc., will follow. All that has happened is that a Library Module has been tacked onto a nationally recognised course for people training for careers in business and administration generally.
>
> With the old CGLI we were in charge of the course ourselves. We had students all day, and could dictate their General Studies, Office Practice etc. There was the chance to do far more with them in terms of practical work, visits and discussion. Visits are largely out of the question now. Try taking a group round a neighbouring library in 90 minutes, transport time included, and probably between 4.00 and 5.30 pm!
>
> Having said all this, we do our best to make it work, and for the students. There is no other course to offer them at this level. I do think more time should be devoted to their job specialism, but it cannot be allocated within the BEC framework.

This latter point highlights a recurring problem with regard to these certificates - the level and nature of any specialisation within the courses. The 1984 survey certainly showed that the LAC syllabus was modified to take account of local needs. Standley, commenting on his West London LAC course in 1972, said:

> He had sometimes felt tempted to divide his Certificate class into general and special 'streams' but had hesitated to do so because a valuable aspect of the course was that it did enable students from different types of Library to appreciate, and learn from, each other's situation. He felt, however, that the syllabus and the examination gave a (perhaps unavoidable) advantage to students from the larger and more general libraries.[79]

Most LAC tutors felt, however, that mixing with other students on a general course was of most benefit. Worth commented:

> ... The students come from a wide variety of backgrounds. The age of the students also varies considerably. In my opinion this diversity is a good thing. The interactions within such a varied group can only be beneficial in widening the horizons of individual members of that group. Exchanges of experience between different types of staff is particularly valuable. (In talking about practices in different libraries I try not to show bias towards any one system but point out the advantages and disadvantages of each as far as possible. Students will often express their own opinions on their library during such discussions, however).
>
> In conclusion, what I like to feel at the end of the course is that students have gone back to their individual libraries knowing more than they knew before and having a wider knowledge of what library practice is all about. If this has been achieved, I also hope that the respective employers have found it beneficial too.[80]

And yet the diversity and the general educational background of the BEC 'double option' module did not find favour within either the profession as a whole or particular groups of employers. In a survey carried out in 1985, Sheila McCullough found that out of a total of 6327 full-time assistants involved in the study, 698 (11%) possessed the LAC, while only 45 (1%) held the BEC certificate.[81] By 1986 the Association for the Education and Training of Library Technicians and assistants could report that 'the B/TEC course with the Library Option Module is now only being offered in two colleges. Its total collapse

is likely within the next year or two if an injection of interest is not forthcoming'[82].

Opposition to the SCOTEC Certificate has already been noted, but this was insufficient to prevent Sheila McCullough from writing that 'the certificate was widely welcomed as a qualification for sub-professional library staff, and student numbers were encouraging'.[82] This was in no small part due to the Scottish Library Association which, having supported paraprofessional education through formal policy statements - discussed in the first part of this thesis, 'mounted a considerable publicity campaign to encourage librarians to release staff for the course'.[84] Problems still remain, however, McElroy, writing in 1984, commented:

> Many libraries have not adopted education for sub-professional staff at all: the majority of those who have done so see education as a means of rewarding their abler and more experienced library assistants rather than as a means of training all staff: in a sense therefore they educate those who arguably need the courses least! In most cases, particularly in the public library sector, the Certificate Course is perceived as all that one need aim for; too few evince much interest in the Higher Certificate despite the stated policy of the professional body. Greatest uptake of the latter has been in college, special, and, to a lesser extent, university libraries where library staff who express interest and motivation tend to be encouraged by their senior colleagues.
>
> Perhaps it is unfortunate that SCOTEC would not be persuaded, in the immediate post-Paulin months, to prepare the Higher Certificate first. We urged them to do this, believing that a Higher Certificate would more accurately reflect the abilities and interests of library staffs, but SCOTEC felt that as good educational administrators they had to start at the bottom and work up! A pity.[85]

It is interesting to note that the Higher Certificate syllabus drew on the certificate course, with certain elements being transferred from the one to the other. One respondent to the 1984 survey (Kirkcaldy), a member of the moderating panel for the SCOTEC

certificate, commented:

> Courses of this level have their difficulties because there is inevitably examinable overlap with some of the content of professional programmes, and this has already manifested itself in the setting of examination questions. When the proposed higher certificate is implemented I imagine that such perplexities will increase, but not all of the members of the moderating panel would share my opinion.

Course results for the Certificate examinations for 1978/79 - 1982/83 have been reproduced in the statistical Appendix. The pass rates for these years are high, though a drop is experienced as numbers grow. Bibliography and sources of information seemed to be the most difficult aspect of the course in those years.

The examiners' reports contain much that corresponds with those for the LAC and little that is strikingly different. 'In too many answers command of language was poor', while specialist questions were often not well answered.

The success of the Telford District Learning Scheme for the SCOTEC Certificate has already been noted. It is significant that, when the project was extended into England and Wales, it was the CGLI and not the BEC qualification which was chosen. By March, 1986, Telford had received over 50 applications, and numbers had to be limited to 100, with ten regional tutors. By January, 1987, it was hoped to increase the enrolment to 200, with a further ten tutors being appointed. Overseas students might also be offered entry to the Scheme.[86]

The proliferation of certificates - CGLI, BEC, SCOTEC - was felt by the LACTDG and many respondents to the 1984 survey to be dangerous when the market for such qualification was limited. The duplication of effort was perhaps subsiding by the time the Telford Scheme was extended south of the border, and the endorsement of each others courses by CGLI and SCOTVEC[87] means that there is in effect a national qualification for library assistants once again. The BEC qualification, on the other hand, seems to have been largely overlooked; certainly many respondents (college tutors) to the 1984 survey

did not feel it to be either an appropriate qualification or a significantly better one - in terms of content - than the CGLI certificate, especially now that the latter has a revised syllabus.

Opinions regarding non - or paraprofessional qualifications in British librarianship continue to differ with many being opposed to the concept of either career ladders or educational structures at this level. Writing in 1978, Peter New commented:

> Of course the problem, and the need for a 'ladder' would not arise if all courses were open to all comers whatever the standard of their previous education. But this is rarely the case, for such an open policy would lead to much wasted effort on the part of teachers, and on the part of students who fail. The whole point of educational prerequisites is to prevent people of too low a level attempting what is beyond them. It is therefore most important that any 'ladder' policy is understood to be a way in which exceptional people may rise through the qualification structure despite the handicaps in their general education. This narrow minority route must never be thought of as the broad highway, for if that became the case all technicians would have expectations of a full professional qualificiation, and they themselves would be recruited with this in mind. By this means we would be back to the bad old days when there was little differentiation between professional and clerical staff and where, in the quest for qualified librarian status (expected of everyone), young people would blight years of their life in study for which only some of them were equipped.[88]

At the same time, there has been much concern for the lot of the non-professional - not least from those people who have prepared candidates for the various certificate examinations though, as Sheila McCullough comments, 'those librarians who are committed to sub-professional education and training frequently feel that they are voices in the wilderness'.[89]

The correspondence columns of the Library Association Record suggest that attitudes are changing. G. Wheatley, of Chichester, wrote in the April 1987 issue as follows:

With reference to the post of Assistant-in-Charge, Peacehaven, East Sussex, the following advice would seem appropriate: throw away those Library Association qualifications; cast aside Chartered status; do not worry about professional standards for, with only a BTEC or a City and Guilds, you can run a branch library in East Sussex, and earn over £8,000.

This senior non-professional post requires experience of supervising staff, and the ability to be innovative and to develop the role of the library in the community. Presumably the BTEC and the City and Guilds are now regarded as equivalent to Chartered status? What does the Library Association make of all this? Apparently, it approves.

Lost in wonder, but not in love, or praise.

The LA's response was:

The Manpower Department replies: In drawing attention to the advert for an Assistant-in-Charge for Peacehaven, Mr Wheatley is voicing a concern which is probably shared by others in our profession.

The number of public library authorities which have introduced improved grading structures for non-professional staff has increased over the last few years. The improved gradings have usually been accompanied by the creation of posts of increased responsibility such as the one at Peacehaven.

The Association would support the implementation of well-planned career structures, and the continuation of this particular post, for two main reasons:

1. Routine administration of small branch libraries is most appropriately done by senior non-professional staff, IF this frees higher graded professional staff for more stock, development, specialist and detailed inquiry work.

2. The development of enhanced career prospects for non-professional staff is important for the changing role of libraries as we approach the 1990s and is in line with the recommendations of the FUTURES REPORT.

John Allen, County Librarian for East Sussex, comments: 'Gone are the days when the target of

professional librarians was to run a small branch library. In East Sussex they are rewarded by a basic grade of Scale 4-6, which recognizes the fact that they are spending all their time on work of a truly professional nature.'

The Association would certainly be concerned were BTEC or City and Guilds qualifications being regarded as equivalent to Chartered status but it does not agree with Mr Wheatley that Peacehaven falls into this category.[90]

To this were added the views of an LAC course tutor:

I should like to make a comment on the letter published on page 181 of the April RECORD from G Wheatley. I share Mr Wheatley's concern over non-professionals in professional posts, but I should like to support non-professional training and education such as is offered through the City and Guilds Library and Information Assistants Certificate or the BTEC 'qualification'.

For many years in academic libraries, I witnessed non-professional staff running libraries while professionals took holidays, attended meetings or had occasional sick leave. They also often took charge of the library without supervision for part of the extended day. It is clear that students at such times did not receive such a high standard of service as when a professional was present. However, they were able to use the library, when otherwise it might have been closed, and the non-professional staff had more rewarding and satisfactory jobs. Often the grade did not reflect the responsibility!

Now that I am involved in organizing the City and Guilds course, I am delighted to be able to offer the opportunity to assistants to learn more about library work, and to look forward to more responsible, though non-professional work as a result of gaining the certificate. I am also pleased to see professionals relieved of very mundane, clerical work, which has so often been their lot in the past.[91]

Another letter in the correspondence columns of the LAR suggests, however, that there are a good many people who are

professionally-qualified and willing to work in non-professional posts.[92]

What is not as yet clear is the extent to which a library staff should be qualified - if at all. Certainly, the general educational trend is towards shorter, vocationally-related courses and away from general degree-level education[93] and the continued promulgation of the CGLI, BEC and SCOTEC qualifications would conform to such a shift of emphasis.

CONCLUSION

'It is better to know some of the questions
than all of the answers'
(James Thurber)

GENERAL BACKGROUND

The preface to this thesis outlined some of the general historical background to the study and this is not repeated here. The introduction lists a number of hypotheses and issues which form the basis of this concluding section.

The earlier chapters clearly show that non- or paraprofessional level qualifications in library work have a long history, especially in the United States, with its tradition of graduate, library school-based professional education. The Williamson Report of 1923 described the overall framework within which such qualifications, training and education would develop, though it was not until the work of Errett McDiarmid was published in the late 1940s that formal training of library technicians became at all widespread. During the 1930s, however, several attempts were made to separate professional and non-professional duties - attempts which culminated in the ALA's 1948 list of duties - a list used as the basis of most subsequent categorisations - in Britain as well as North America.

These early developments highlighted a number of themes which run through much of this thesis. Firstly, the separation of professional and non-professional duties was seen as a means by which the status of librarianship as a profession would be improved. Secondly, any training or education for those not aspiring to professional status should only be based on those duties deemed to be non-professional ones. Thirdly, since such duties would be centred upon routine work, any training given should be of a practical nature. Fourthly, some form of training for non-professional staff was essential if routine work was to be carried out efficiently and with the minimum of supervision - an essential prerequisite of improved status for professional librarians.

A number of tensions also began to emerge. Apart from differences of opinion as to what constituted non-professional work, the key issue related to the kind of training which support staff should be given. On the one hand, the practical basis of their duties suggested that any instruction which they received should be given in, and by the library which employed them. On the other hand, since much of the routine was common to most libraries, central, college-based courses serving a whole area of the country could provide a more cost-effective way of providing the necessary basic training. It was already being admitted that there was little difference in content between the two kinds of instruction, though a further tension arose as librarians failed to agree on the amount of theoretical background necessary in training at the non-professional level in order to instill a proper understanding of the work being carried out. Herein also lies the dichotomy between a generally-recognised qualification and local (library-specific) training needs.

THE BRITISH BACKGROUND

The social background to the development of library technician courses in the United States has already been referred to in the preface. In Britain, the government of the day envisaged a situation where education was stratified in three layers - not unlike the levels then developing in American librarianship. This approach was widely accepted, and there was a general move towards a much more rigid system of education, with movement from one level (upwards) towards another becoming increasingly difficult. This resulted in the demise - in many industries and trades - of the apprenticeship system and, in some industries, the introduction of a technician-level of employee.[1]

These changes were accompanied - indeed, hastened - by a growth in the number of places available in higher education. The emphasis shifted towards degree-level qualifications and graduate status for the professions.

BRITISH CERTIFICATES IN LIBRARY WORK : GENERAL

Against this background, various attempts were made to introduce a certificate of competence in library work for non-professionals working in British libraries. British librarianship's apprenticeship system

of professional education meant that, in effect, a non-professional qualification already existed in the form of the First Professional or Entrance Examination. The archival research undertaken as part of this study revealed much evidence that this was a de facto certificate for those many assistants who were unable - either because of domestic circumstances or level of educational ability - to qualify professionally.

Not surprisingly, then, there is little difference in content between the FPE syllabus and the early attempts to frame a curriculum for a library assistant's certificate. If the CGLI qualification eventually promulgated took a long time to appear, however, it was because the tensions which had been evident in the United States as early as the 1930s now began to make themselves felt in Britain.

There was, for instance, a feeling, widely expressed during the 1950s and 1960s (with the division of library work into professional and non-professional segments becoming increasingly fashionable), that professionals should be educated and non-professionals trained. There was no point in encouraging the new-style Saturday counter assistants to qualify professionally - they were young, female and unlikely to stay in library work for long; not that their continued presence would do much to improve the status of the profession. In any case, the high failure rates in the FPE had given sub-professional education a bad name.

And yet, there were many people on both sides of the professional/non-professional divide who felt that a bridge between the two camps should exist, even after 1964 and full-time professional education. Indeed, up until the introduction of the new professional syllabus, it had been the Library Association's 'view' that some kind of opportunity for professional advancement should remain available for all library workers, regardless of their initial level of educational attainment. The 1962 Report of the LA's Working Party on in-service training, for instance, drew attention to the need to train all members of staff, though in the case of non-professionals this was as the result of a change in approach towards training: under the old apprenticeship system, assistants had been expected to educate

themselves as potential professionals; without the incentive of chartered librarian status, the onus almost inevitably fell on the employing authority rather than the individual staff member.

The problem of articulation between non-professional and professional qualifications in library work had already been encountered in North America, it being difficult to decide how far to let support staff have an opportunity to qualify as professionals. In a sense, the reverse happened in Britain, with the division into professional and non-professional qualifications resulting in a de-linking of the FPE (in the shape of the LAC) from the professional examinations. What had been a de facto qualification was now de iure the only certificate available to library assistants; what had been an obvious career structure was now rigidly divided.

This was not untypical of changes in the British education system overall, as already noted, and the promulgation of the LAC by the CGLI rather than the LA itself made sense. As a professional body, the LA could hardly be involved with the setting and marking of non-professional-level examinations, simply because the status of professional librarians was too much at stake.

Similar fears had been expressed in the United States, but an expanding economy and political encouragement to develop paraprofessional careers, coupled with a desire to improve the status of librarians by deprofessionalising as much routine work as possible meant that technician-level qualifications were developed against only limited opposition. In Australia and Canada, the introduction of paraprofessional certificates and career structures was seen as a way of reducing the number of professional libarians, not only as a way of improving the status of those who remained, but as a way of saving money.

The ambivalence towards non- or paraprofessional qualifications in this country must have emanated at least partly from the fact that the apprenticeship system was still in force when certificates of competence were first mooted. The status of librarianship was so fragile and the need to move towards a graduate profession so burning

that there was no room for a qualification structure under the LA's control which allowed for non-professionals.

Coupled with this issue was that of membership of the professional association. As librarianship expanded, the LA saw no need - despite its charter - to look after the interests of those workers who would never become chartered librarians. Not only did a need to improve status lead to this view, but the buoyant financial position which was to ensue from the emergence of a larger cadre of professionally-qualifified librarians made it practicable. This policy of exclusion was a deliberate one - just as deliberate as was the LAA's policy of encouragement of paraprofessionals into membership - evidence of this association's recognition of its duty to look after the interests of all those working in librarianship.

THE LIBRARY ASSISTANT'S CERTIFICATE

Highly desired by special librarians and initially much frowned upon by their counterparts in the public sector (with academic libraries having little interest in developments), the Library Assistant's Certificate, when eventually introduced in 1967, proved extremely popular, with several hundred students taking the examinations each year. Its success seems to have been due to a number of factors. Initially, there was a 'backlog' of students who would have previously sat the FPE and who now had no other outlet. As already noted, there was an increasing recognition that support staff needed to be trained now that there was no prospect - however remote - of their qualifying professionally and hence little impetus for self motivation. Because of this, the LAC was attractive to many employers who had perhaps neither the time nor the inclination to devise internal training schemes for library assistants. In this context, it is significant that some libraries ran such schemes based on the CGLI qualification, while enterprising colleges were running formal courses before the LAC was introduced. Not surprising, then, that the certificate syllabus had much in common with library training programmes, as discussed below.

What seems surprising, given the problems with pass rates in the FPE, was the high success levels in the LAC examinations. Though

early cohorts were undoubtedly of above average capabilities, this does not explain the latter pattern of results. One must look elsewhere for an answer: it is to be found in the CGLI's policy:

> The Institute had never said, 'there are our examinations boys, take them or not as you like'. Much care had always been taken with the content of the questions to ensure they were fair and reasonable. But in the sixties the Examinations Board became worried by the inconsistencies in results and in some cases the high failure rate. A high failure rate has never, in the Institute's opinion, necessarily been proof of high standards, rather it was regarded as an indication that something could be wrong with the examination. The students taking the City and Guilds examinations were mostly employed in the trade in which they were being examined, and in addition to doing the course were obtaining on-the-job experience. They should therefore have had a reasonable chance of passing. When too many of them did not, it was time to look at the technique of the examinations themselves.[2]

The achievements of the LAC and the tutors who prepared students for the examinations were considerable. As Davinson has pointed out, one of the major successes of the CGLI qualification 'had been to keep the flag of non-professional library staff training flying throughout a period when professional librarians have been involved to the point almost of obsession with professional education and its problems'.[3] If the certificate has become less popular in more recent years, it is at least partly as a result of improvements in internal training schemes, though it must be admitted that financial cutbacks - especially in the colleges where students were prepared for the examinations - have also taken their toll. But where a dedicated tutor found that he or she had support from local employers, much could be done and the LAC was seen as a worthwhile qualification. Such successes have been due not only to the enthusiasm of individuals but also to the fact that their courses were relevant to local needs. Much the same situation obtained in the other countries studied in this thesis. Though it was ironic (yet significant) that the LA should allow a part-time non-professional qualification to be introduced at a time of full-time professional education, the fact that assistants did

not have to give up their jobs to complete a course and library employers had, at most, to countenance day release no doubt helped the certificate to survive.

The LAC had (and still has, despite the 1982 syllabus revision) its disadvantages and deficiencies. The Library Association's ambivalence towards the qualification and the fact that the certificate had no place in any kind of career structure meant that the effectiveness and standing of the LAC were considerably reduced - certainly when compared with Foskett's original plans. And, while the lowly status of the qualification aided its survival (it was no threat to professional qualifications and therefore could be allowed if not encouraged to develop), employers' attitudes were naturally affected by the LA's view, though some authorities and a handful of non-public libraries did reward successful completion of an LAC course with additional pay increments or promotion.

There were doubts in some quarters about the educational standard of the LAC, just as there had been about its predecessor the FPE. Several attempts were made to introduce an advanced certificate, particularly in the early 1970s, as a way of remedying this problem. Support from employers was never strong; when the CGLI conducted its market research prior to revision of the LAC syllabus for instance, there was still insufficient interest, not least because of the emergence of the BEC certificates. A further theme emerges here: and that is the extent to which non- or paraprofessional qualificiations could or should overlap with professional ones. The LAC was acceptable because it was based on that part of the old professional syllabus no longer deemed appropriate. Higher level qualifications, both in this country and abroad ran into at least some difficulty when they began to overlap with professional qualifications - in content if not depth of treatment. Both in terms of syllabus design and course take-up, evidence documented in this study suggests that, at the present time, there is no obvious place for a truly paraprofessional qualification in library work in this country.

Though North America has been at the forefront of library technician education, the qualifications which the graduates of the

college programmes received have lacked 'portability' - whether to other states or to other (para) professions; the same has been true, albeit to a lesser extent, of the Australian and Canadian certificates. The LAC, despite its failings, was a national qualification, managed by a widely-recognised and respected institution. Foskett's original aims were at least partly realised, for a certificate holder should be able to move from library system to library system knowing that he or she could present to a prospective employer a certificate of competence which at least ensured that the holder knew about the basics of library work, even if an acceptable standard of performance in library assistant-type duties was not automatically guaranteed. The CGLI itself boasts that one of its certificates 'is a passport for a job anywhere in the world'.[4]

BEC/TEC DEVELOPMENTS

If the CGLI LAC was very much of its time, then so was the BEC 'double option' module in library and information work. The Haselgrave Committee set up BEC and TEC in addition to the CGLI and, while the Institute ceased offering certain qualifications in consequence, there continued to be both overlap and confusion between the examining bodies.[5] This was perhaps the first problem with the BEC course in library work - it did not replace the LAC but was introduced as another qualification - a qualification whose relationship with the older certificate was not clear. Though it had the backing of the LA and led, if desired, to professional-level study, it was not welcomed by employers.

Initial opposition to the BEC 'double option' module was strong, and many librarians and library groups could not see the relevance of those common core business studies modules which, though imparting skills useful to library assistants, were perceived as being of no real relationship with non-professional duties. This thesis has shown that there has been much disagreement over the uniqueness of work done by library assistants, with different countries and groups adopting different stances. Writers from McDiarmid onwards have stressed the general clerical nature of much routine library work and evidence from other countries suggests that many of the duties are not unique. Indeed, it is significant that the RSA certificate in office practice

was seen for a time as a viable alternative to the CGLI certificate.

However, the opposition to the BEC qualification, combined with the heavier demands made on both employers and employees and the fears of a profession still worried about its status, meant that the courses were not well supported. An additional reason for the poor reception of BEC (and later B/TEC courses) was perhaps the high level of intellectual snobbery which had crept into the British educational system since 1945. Writing in 1984, Neale Rainer, Chairman of B/TEC commented:

> The post-war years have seen great emphasis on higher education, by which most people have meant university or other degree courses. What has not been so obvious to the outsider has been the steady development of vocational education, nearly always more closely geared to the demands of life and work than degree studies but, unfortunately, often lacking comparable public status and esteem. If one thing in education irks me more than any other it is the all too frequent use of the term "sub-degree" to categorize the kind of study that so many students have completed successfully. It is a term which implies that vocational education is in some way an inferior form of education. This is not so and BTEC is not in the business of creating quasi-academics. In my view, the preparation and training young men and women receive on BTEC courses will have been far more appropriate, both to them and for their later success at work, than many undergraduate courses. The outstanding ability of Britain's technicians in the Armed Forces illustrates the point about education and training for competence.[6]

In the same issue of the Times Higher Education Supplement in which that statement was published, however, it was noted that the Council was not as well known as it should be, and appeared to get less credit and recognition than they deserved.

The Working Party set up by the LA in the light of the Paulin Report to devise certificate courses for non-professionals had followed a similar pattern to its predecessors by opting to have such courses organised by a body other than the Association itself. However, whereas the CGLI was chosen because the LA was not interested in

promulgating its own qualification at non-professional level, the BEC option was chosen not only because it allowed articulation with professional courses, but also because it provided students with opportunities in other areas of (primarily) business studies.

But the curricula were framed at a time when unemployment was rising and even professionally-qualified librarians found it difficult to obtain employment. The SCOTEC certificates should have fared better because of their much more obvious basis in library work but, despite imaginative course designs and the enthusiasm and support of the Scottish Library Association, opposition - or lack of interest - meant that the qualifications were not as successful as their creators had originally envisaged.

Apart from the prejudice and antipathy of employers towards these qualifications, their growing number must have added to the confusion, though the eventual rationalisation into CGLI and SCOTVEC courses may have helped in this respect. So too might the introduction of correspondence courses thus allowing assistants too far from any major educational centre to study for one or other qualification.

SYLLABII AND CURRICULA

Given that the work of assistants, technicians and other paraprofessional workers is practically based, it is not surprising that the various curricula are closely related to tasks and responsibilities. What is significant is the fact that, while non- and paraprofessionals are found in such a wide variety of roles and situations, there is a high degree of overlap, both in terms of formal duties and of qualifications.

And these are duties which have emerged as the professionals moved away from the routine and towards management, planning and graduate and post-graduate qualifications. At the same time, a potential - and in some cases actual - void developed between the clerical and the professional, leading to the development of the technician. Yet the term 'technician' itself covers a wide variety of roles, responsibilities and qualifications. North American courses, for instance, differ little in content from the City and Guilds Library

Assistant's Certificate, itself founded on what was once regarded as a professional examination. Yet the literature suggests a much more obvious and recognised position for the paraprofessional in, for instance, the United States than in Britain.

The fact that there are many different kinds of paraprofessional qualification structure suggests a degree of confusion over the appropriate division between professional and non-professional and between degree and certificate. But this tension is felt in other countries also, especially with regard to articulation between diploma and degree. The courses analysed in this thesis range from the truly non-professional to the truly paraprofessional, with the prefix 'para' meaning beside the professional. Is there any significant difference between the most sophisticated Australian or Scottish certificate and 'professional' or degree level qualifications except depth of treatment or length of study and educational background of the candidates?

At the same time, the practical basis of paraprofessional qualifications means that there is also little difference in content between formal college schemes and the more sophisticated library in-service training. The emergence of certificate courses was, indeed, a logical development of certain kinds of induction, on-the-job and developmental training in some countries. Many of the earlier paraprofessional qualifications (such as the LAC) are a combination of old-style professional examinations and library-based instruction. As such, they had and have a legitimacy based on proven application over a number of years. More recent syllabii have attempted to break this mould, though opinions clearly differ as to the extent to which routine library skills are unique to librarianship or are part of a greater technician-level whole and can therefore be taught in a wider context and in company with students from other backgrounds.

Opinions also differ as to the extent to which professional skills can be imparted to people categorised as non-professional. On the one hand, any duty which can be made routine is potentially a non-professional one; on the other, students are ill-served by a watered-down 'professional' syllabus which simply gives them less of the same. There is clearly a fine balance within a certificate syllabus between

imparting too much theory - theory which cannot be put into practice because it relates to applications at professional level (thus giving rise to criticisms of the 'watered-down' approach) and insufficient background information (leading to a mechanised and unquestioning form of instruction and study). While the answer may lie midway between the two, the COMLA modules suggest that the appropriate level will vary from country to country, area to area and organisation to organisation.

Because of this, one must ask whether non- or paraprofessional certificates at national level are entirely feasible, given the wide divergences already noted. Clearly there is a desire - on both the part of the employer and the employee - to have some kind of test and assessment of competence and ability - if only to ensure portability of qualifications and maintenance and evidence of standards. But in aiming to cover such a wide spread of backgrounds, the fear is perhaps that any qualification which gains acceptance will be a lowest common denominator rather than a highest common multiple. The steps towards national criteria for the development and accreditation of courses in certain countries must have helped in this respect, and the high degree of commonality between the various qualifications - at least in terms of content - suggests that national certificates are possible as well as desirable.

OTHER PROFESSIONS

This thesis has analysed the development of non- or paraprofessional certificates in library work in this country and compared these qualifications with similar ones in other countries. Reference was also made to other professions though no single pattern emerged, not least because of the great divergence of structures and approaches. What is clear from a study of various CGLI certificates is that the LAC does not fit into a qualification structure in the way that many of the Institute's other syllabii do; the three-tier model so closely akin to the BEC structure is not reproduced in the librarianship qualification, not least because the LAC grew out of the LA's examination structure - a structure which could not be replicated in its entirety simply because the other parts were deemed to be at a professional level, whereas the CGLI courses are vocational for the most part.

Comparison with other technician qualifications - especially those promulgated by the CGLI and SCOTEC - shows that some professions do have a truly paraprofessional qualification, and one which emphasises the supervisory and managerial aspects of the duties undertaken by these workers. Many of these qualifications form part of a structure closely akin to the North American career lattice concept. However, the only truly paraprofessional librarianship qualification in the U.K. at the present time would appear to be the SCOT(V)EC Higher Certificate, where much of the syllabus overlaps with professional-level study in content, the difference being in approach.

Librarianship was not the only profession to undergo the metamorphosis in its educational structure described in this thesis. Writing of engineering, Heywood comments:

> Until 1945 it was held that the best way to educate and train engineers was via apprenticeship and day release. In today's parlance, successful craftsmen could graduate into technicians, and successful technicians into graduates. The advances in technology made during the war brought demands for the full-time or sandwich training of technologists and by 1963 when the report on Higher Education was published these were the main routes to professional qualification. As a result of the recommendations of the Crowther Committee, which was influenced by the investigations into wastage by E.C. Venables and others, a White Paper on technical education sought to make sandwich or block-release education the norm for technicians. The overall effect of policies in this period was to stratify grades and make movement between them increasingly difficult, the consequences of which have yet to be investigated.[7]

END-NOTE

Heywood's conference proceedings, from which this last quotation is taken, goes on to discuss the future of technician or paraprofessional level education. One author quotes James Callaghan's 1976 Ruskin College speech which 'seems to have captured in a couple of paragraphs what many would agree should be the goal of technician or of any other education'.

> ... The goals of our education from nursery school through to adult education are clear enough. They are to equip children to the best of their ability for a lively constructive place in society and also to fit them to do a job of work, not one or the other, but both. For many years the accent was simply on fitting a so-called inferior group of children with just enough learning to earn their living in a factory....There is now widespread recognition of the need to cater for a child's personality, to let it flower in the fullest possible way. The balance was wrong in the past. We have a responsibility to see that we do not get it wrong in the other direction. There is no virtue in producing socially well-adjusted members of society who are unemployed because they do not have the skills, nor at the other extreme must they be technically effective robots. Both of the basic purposes of education require the same essential tools.[8]

Librarianship, like engineering, as currently constituted, is an 'excellent example of restructure practice',[9] with the stratification discussed earlier in this concluding section being much in evidence. What has not emerged in librarianship, unlike engineering, is the true paraprofessional hence the shortage of enrolments for the higher certificate courses. As Weir points out, 'as a society, we may have to choose between producing a technological élite, besides whom the rest of us are drones, and promoting equality of educational opportunity, even at the expense of economic growth'.[10]

Thus far, librarianship has tended to the élitist approach though, as Veaner has pointed out, technological change will not reduce the need for competent non- and paraprofessionals, for it must be remembered that

> libraries, even though they deal with intellectual products and services, are not so unique and distinctive that they differ radically from other service enterprises characterized by high volumes of production work, say a dry cleaning establishment, a garage, or a hospital. Structurally there will be many more similarities than differences in jobs and work requirements. To be sure, the skills required will differ vastly and so will the stock in trade, the equipment, the goals and objectives. But there will be striking similarities in structure and function, especially in the distribution of employees as matched to the work to be done. Until the bedpan that cleans itself has been invented, hospital orderlies will

> be needed; until the maintenance-free fuel system is devised, garages will need to hire carburettor specialists; until the self-shelving book is developed, student aides and library pages will be needed. So will terminal operators, searchers, persons to repair library materials, messengers, copy machine operators, and so forth.[11]

The evidence presented in this thesis suggests that the British library profession has yet to recognise this and that, until it does so, the further development of paraprofessional qualifications will be limited. Despite this, it is clear that non- and paraprofessionals - and their certificate course tutors - often have a keen interest in their work - an interest often overlooked by professional staff.

Writing in 1878, Sir Harry Trueman Wood said:

> What can we teach the workmen which will be of service to them? Only comparatively few can ever be expected to learn much. The best men will be helped on to the front, but there will always remain hewers of wood and drawers of water till the end of time, and he would be a sanguine educationalist who expected to raise the whole mass of our population in such a fashion as to make all our artisans foremen and to leave none to do the rough work.[12]

If there remains an ideal in paraprofessional-level library education, however, it must surely be summed up in the statement which ends Lang's history of the CGLI, whose aim is

> to ensure that craftsmen who take the City and Guilds road can reach the same level of proficiency as those who take the TEC technician course. It may be a more practical road; it may be a different course, for the craftsmen will learn, in the way the apprentice learns, a totality of skills; but it will lead all the same to the top, and the able ones, the persevering ones, will be just as useful, if not more useful, as the professional technologists at the end.[13]

[NOTE: In view of the large number of works cited in this section, the style of citation differs from that used in the rest of the thesis, consisting only of the author and, where necessary, such further details as are necessary to differentiate the work from any other by the same writer. Full details are given in the bibliography for each of these abbreviated references; where an item is cited here which is not in the bibliography, full details are given.]

1. The bibliography contains a number of references to North American research studies. See especially the studies by Azad (1978), Boelke (1968), Christianson (1973), Dorsett (1972), Evans (1979), Held (1969), Hensley (1971), Lukenbill (1973), Mugnier (1980).

2. A substantial sample of these studies - many duplicating each other, may be found in Adamovich (1975). See also Gill (1977), Hoy (1968), Sollenberger (1965).

3. Baker D. (1986) summarises much of this research work. See also Bird (1986), Bowen (1977, 1982), Edwards (1976), Jones, K (1980), Leeds City Council (1981), McCullough (1984), McElroy (1978), Russell (1985), Stewart (1982).

4. See the various references under American Library Association, Canadian Library Association, Library Association, Library Association of Australia for details.

5. See, for instance, Abidi (1980), Aiyepeku (1972), Akinyotu (1972), Casteleyn (1981), Commonwealth Library Association (1979).

6. The work of Ian Johnson - mostly unpublished - is particularly noteworthy in this respect. A summary of his research appeared in the (then) Library Education Group (of the Library Association) Newsletter 22:6-9, 1982. See also Aiyepeku (1972) Commonwealth Library Association (1979), Dean (1972). Studies of individual countries' training and education of non- and paraprofessional library staff also refer to work in other countries, as for instance Australian 'cross-references' to Britain and the United States.

7. Baker, D (1986), Casteleyn (1981), Commonwealth Library Association (1979), Dean (1972), Tanganyika (1975), Tso (1980) - See also the references in the bibliography under the various library associations, as noted in footnote 4.

8. References to major United States surveys are noted in footnote 1. Bird (1986) and Edwards (1976) are the most obvious examples of British work in the field, while the CELIM (Continuing Education in Library and Information Management) project at Ealing School of Librarianship (Project Head: Dr Stephen Roberts) looks set to develop into a major study of 'curriculum' design at this level.

9. See for instance, Baker, D (1980), Chapman (1979), Coutts (1981), Davinson (1977 Symposium) and also the North American studies cited in footnote 1.

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12. Bowen (1977, 1982), Leeds City Council (1981), Russell (1985)

13. The series of reports on the five previous years' developments, published periodically by the Library Association, contain summaries of this kind, as does the paper by Jones in Davinson (1977 symposium). See also Bramley (1981).

14. See Davinson (1976, 1981)

15. Levett (1981) is the only major example traced, however, where library assistants constitute one group of paraprofessionals.

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10. Ibid. 4.

11. Russell,op. cit., 294.

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