



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Austin Kimmel
Public Policy Analyst

DATE: January 20, 2026

RE: RESOLUTION: SLCPL AND AFSCME COLLECTIVE BARGAINING AGREEMENT

Item Schedule:

Briefing: January 20, 2026

Public Hearing: n/a

Potential Adoption Vote: February 3, 2026

ISSUE AT-A-GLANCE

The Salt Lake City Public Library is seeking the Council's review and approval of a collective bargaining agreement (CBA) entered into by and between the Salt Lake City Public Library and the American Federation of State, County, and Municipal Employees (AFSCME) Local #1004, which represents eligible Library employees. The Library's Board of Directors approved the CBA as written during its December 15, 2025 meeting.

The agreement term is effective upon execution through June 30, 2029.

The CBA between the Salt Lake City Library and AFSCME Local #1004 establishes the formal framework for labor relations and details wage schedules, dispute resolution, employee benefits such as insurance and leave accrual, union membership eligibility, among other provisions.

In correspondence between Council staff and the Library, the provisions of the CBA, including wage increases and benefits, can be implemented within the Library's existing budget and the anticipated FY27 budget without requiring a tax increase. The Library's long-term financial strategy anticipates a potential property tax increase in Fiscal Year 2027-28 (FY28) and the CBA does not change its forecast.

Goal of the briefing: *To review the collective bargaining agreement negotiated between the Salt Lake City Public Library and AFSCME Local #1004, and to understand the Council's role in approving the agreement.*

POLICY QUESTIONS

1. **Implementation and Budget Impact:**

- a. The Council may wish to ask the Library which CBA provisions take effect immediately upon Council approval versus July 1, 2026, and whether enacting those immediate provisions will have budget implications or require budget amendments.



- b. The Council may also wish to ask the Finance Department if conversations with the State and County on taxing authority, tax rate limits, and other factors may affect negotiated elements of the CBA.
2. **Compensation and Benefits:**
 - a. The Council may wish to ask the Library how pay scales and benefits in the CBA were determined, including whether the City's compensation and benefits were considered during negotiations.
 - b. The CBA specifies cost of living adjustments occur at the first pay period of August each year through the term of the agreement. The Council may wish to ask the Library to explain how August was determined and not the beginning of the fiscal year in July. The Council could also ask if some employees might receive a pay adjustment on July 1, 2026, when transitioned to the new scale, followed by an additional 3% increase in August 2026.
3. **Staffing Levels:** The Council may wish to ask the Library about its anticipated staffing needs for the upcoming fiscal year and future fiscal years. The Council may also want to know if the Library's proposed General Obligation bond would require additional staffing to meet operational demands.

KEY POINTS

The following points highlight provisions of the CBA and other supporting information that may be most relevant to the Council's role in approving the agreement and appropriating funds to implement its terms. For additional details on matters such as leave accruals, disciplinary procedures, grievance processes, and other employment terms, please refer to the complete CBA included in the Library's transmittal.

I. Council Role and Process

The Salt Lake City Library is considered a separate legal entity from Salt Lake City. The City Council's role in the Library budget process is unique to other City enterprise funds. The Library Board sets the policy for Library operations. The Council is tasked with reviewing and approving the overall budget and setting the Library's tax rate.

On February 4, 2025, the Council approved a labor resolution that established the framework for collective bargaining with eligible Library employees. The CBA under consideration today was the result of negotiations conducted pursuant to that resolution.

Paragraph 8 of the labor resolution states that the collective bargaining memorandum of understanding will not be binding until the Council votes to ratify it and appropriates the funds needed for its implementation in the Library's budget.

The Attorney's Office has prepared a resolution to accompany the CBA, which would allow the Council to act within its authority. The resolution provided by the Attorneys Office refers to the agreement as a Memorandum of Understanding (MOU), terminology consistent with Salt Lake City agreements with employee unions. For purposes of this process, "CBA" and "MOU" are interchangeable.

II. Library Employee Representation

While AFSCME also represents employees in other Salt Lake City departments, AFSCME would represent Library employees as a separate bargaining unit because the Library is structured as separate from General Fund departments and enterprise funds. The Library's compensation and benefits are also separate from the City's.

Under this agreement, part-time employees would be eligible for union representation. This is unique compared to the City's labor resolutions because nearly half of Library employees are part-time.

As outlined in the labor resolution detailing the CBA process, the October 2024 vote on union formation was limited to employees who had maintained continuous employment with the Library for six months or more, regardless of their full-time or part-time status.

Like the City's labor agreements, Library employees holding supervisory and management positions are ineligible to be represented by the union.

III. Compensation and Wage Increases

Base wage increases: The entire Library employee wage schedule is set to receive cost-of-living adjustments every year over the term of the agreement:

- Effective July 1, 2026 (beginning of FY27): employees will be paid according to the hourly wage scale found in Appendix A, with steps that are 2.5% apart.
- Effective the first full pay period of August 2026, 2027, and 2028, the entire wage scale will increase by 3% annually.

Additional compensation: Individual employees may receive wage adjustments based on specific qualifications or scenarios:

- Higher classification incentive: Employees assigned in writing to perform the duties of a manager or supervisor for five or more consecutive days receive a 5% incentive, or 3% if the classification is within the bargaining unit.
- Bilingual premium: Employees who demonstrate proficiency in a recognized language receive an additional \$0.50/hour; those proficient in Spanish receive \$1.00/hour.
- On-call pay: Maintenance technicians assigned to "on-call" duties receive \$50 for each day assigned.
- Call-back pay: Employees called back to a worksite outside regular hours receive a minimum of two hours pay at their regular rate, or overtime if applicable.

IV. Benefits

Tuition reimbursement: The CBA provides up to \$5,250 per year for both full-time and part-time eligible Library employees. By comparison, this tuition reimbursement program contrasts with:

- The City's program: \$4,000 per year for full-time employees who have completed probation.
- Salt Lake County's program: \$5,250 for full-time employees, prorated for part-time employees.
- In separate correspondence with City staff, increasing the reimbursable tuition amount for City employees is under consideration, but a final determination has not been made.

Health benefits:

- Full-time employees are eligible for various health insurance programs, including dental and vision insurance, as well as other insurance policies such as life, accidental death, and dismemberment insurance.
- Library part-time employees will be eligible for a telehealth program (already available to full-time employees), with the Library paying the monthly premium for those who enroll.

ADDITIONAL INFORMATION

Failed Appropriation Contingency

Section 8.G, of the labor resolution, which the Council approved on February 4, 2025, addresses a scenario in which the City Council does not appropriate funding to implement the CBA:

(g) If the City Council fails to appropriate the funds required to implement a proposed collective bargaining agreement or wage schedule, the Library Board shall, following good faith negotiations with the Certified Employee Organization, adopt a one-year compensation plan or wage schedule for the affected employees and/or adopt a one-year extension of the existing collective bargaining agreement, and shall present the same to the City Council pursuant to the City Council budget process. After good faith negotiations, the Library shall retain final authority regarding the terms and content of any one-year compensation plan or wage schedule adopted under this paragraph for presentation to the City Council.

BACKGROUND

On February 4, 2025, the Council approved a labor resolution establishing the structure and process for the Library to begin collective bargaining with eligible Library employees. The CBA under consideration is the result of negotiations conducted pursuant to that resolution.

The consideration of the CBA is the Council's final step in the collective bargaining process before it considers the Library's Fiscal Year 2026-27 (FY27) budget, which would include funding to meet the terms of the agreement. If the CBA is approved by the Council, many provisions outlined in the agreement will take effect. Provisions determining vacation tier accruals, an increased compensation wage schedule, bilingual premium, and other benefits, are stated to take effect July 1, 2026, the beginning of the FY27 fiscal year.

Hourly Rate of Pay (Appendix A)

The following tables, copied from pages 43-44 of the Library's transmittal, are included here for convenience.

Salt Lake City Public Library Hourly Wage Scale

Appendix A - 2.5% Step Scale

FY2026-2027													Effective July 5, 2026				
GRADE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11	Step 12	Step 13				
11	\$18.35	\$18.80	\$19.27	\$19.75	\$20.24	\$20.74	\$21.25	\$21.78	\$22.32	\$22.87	\$23.44	\$24.02	\$24.62				
12	\$20.64	\$21.15	\$21.67	\$22.21	\$22.76	\$23.32	\$23.90	\$24.49	\$25.10	\$25.72	\$26.36	\$27.01	\$27.68				
13	\$22.17	\$22.72	\$23.28	\$23.86	\$24.45	\$25.06	\$25.68	\$26.32	\$26.97	\$27.64	\$28.33	\$29.03	\$29.75				
14	\$23.28	\$23.86	\$24.45	\$25.06	\$25.68	\$26.32	\$26.97	\$27.64	\$28.33	\$29.03	\$29.75	\$30.49	\$31.25				
15	\$26.54	\$27.20	\$27.87	\$28.56	\$29.27	\$30.00	\$30.74	\$31.50	\$32.28	\$33.08	\$33.90	\$34.74	\$35.60				
16	\$28.44	\$29.15	\$29.87	\$30.61	\$31.37	\$32.15	\$32.95	\$33.77	\$34.61	\$35.47	\$36.35	\$37.25	\$38.18				
17	\$30.44	\$31.20	\$31.98	\$32.77	\$33.58	\$34.41	\$35.27	\$36.15	\$37.05	\$37.97	\$38.91	\$39.88	\$40.87				
18	\$32.38	\$33.18	\$34.00	\$34.84	\$35.71	\$36.60	\$37.51	\$38.44	\$39.40	\$40.38	\$41.38	\$42.41	\$43.47				
19	\$33.20	\$34.02	\$34.87	\$35.74	\$36.63	\$37.54	\$38.47	\$39.43	\$40.41	\$41.42	\$42.45	\$43.51	\$44.59				

2.5% pay step plan

FY2026-2027													Effective August 2, 2026				
GRADE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11	Step 12	Step 13				
11	\$18.92	\$19.39	\$19.87	\$20.36	\$20.86	\$21.38	\$21.91	\$22.45	\$23.01	\$23.58	\$24.16	\$24.76	\$25.37				
12	\$21.23	\$21.76	\$22.30	\$22.85	\$23.42	\$24.00	\$24.60	\$25.21	\$25.84	\$26.48	\$27.14	\$27.81	\$28.50				
13	\$22.85	\$23.42	\$24.00	\$24.59	\$25.20	\$25.82	\$26.46	\$27.12	\$27.79	\$28.48	\$29.19	\$29.91	\$30.65				
14	\$24.00	\$24.59	\$25.20	\$25.83	\$26.47	\$27.13	\$27.80	\$28.49	\$29.20	\$29.92	\$30.66	\$31.42	\$32.20				
15	\$27.30	\$27.98	\$28.67	\$29.38	\$30.11	\$30.86	\$31.63	\$32.42	\$33.23	\$34.06	\$34.91	\$35.78	\$36.67				
16	\$29.31	\$30.04	\$30.79	\$31.55	\$32.33	\$33.13	\$33.95	\$34.79	\$35.65	\$36.54	\$37.45	\$38.38	\$39.33				
17	\$31.36	\$32.14	\$32.94	\$33.76	\$34.60	\$35.46	\$36.34	\$37.24	\$38.17	\$39.12	\$40.09	\$41.09	\$42.11				
18	\$33.35	\$34.18	\$35.03	\$35.90	\$36.79	\$37.70	\$38.64	\$39.60	\$40.59	\$41.60	\$42.63	\$43.69	\$44.78				
19	\$34.20	\$35.05	\$35.92	\$36.81	\$37.73	\$38.67	\$39.63	\$40.62	\$41.63	\$42.67	\$43.73	\$44.82	\$45.94				

2.5% Step 3% COLA from scale effective July 5, 2026

Effective August 1, 2027													Effective August 1, 2027				
GRADE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11	Step 12	Step 13				
11	\$19.47	\$19.95	\$20.44	\$20.95	\$21.47	\$22.00	\$22.55	\$23.11	\$23.68	\$24.27	\$24.87	\$25.49	\$26.12				
12	\$21.89	\$22.43	\$22.99	\$23.56	\$24.14	\$24.74	\$25.35	\$25.98	\$26.62	\$27.28	\$27.96	\$28.65	\$29.36				
13	\$23.52	\$24.10	\$24.70	\$25.31	\$25.94	\$26.58	\$27.24	\$27.92	\$28.61	\$29.32	\$30.05	\$30.80	\$31.56				
14	\$24.72	\$25.33	\$25.96	\$26.60	\$27.26	\$27.94	\$28.63	\$29.34	\$30.07	\$30.82	\$31.59	\$32.37	\$33.17				
15	\$28.13	\$28.83	\$29.55	\$30.28	\$31.03	\$31.80	\$32.59	\$33.40	\$34.23	\$35.08	\$35.95	\$36.84	\$37.76				
16	\$30.16	\$30.91	\$31.68	\$32.47	\$33.28	\$34.11	\$34.96	\$35.83	\$36.72	\$37.63	\$38.57	\$39.53	\$40.51				
17	\$32.30	\$33.10	\$33.92	\$34.76	\$35.62	\$36.51	\$37.42	\$38.35	\$39.30	\$40.28	\$41.28	\$42.31	\$43.36				
18	\$34.35	\$35.20	\$36.07	\$36.97	\$37.89	\$38.83	\$39.80	\$40.79	\$41.80	\$42.84	\$43.91	\$45.00	\$46.12				
19	\$35.23	\$36.11	\$37.01	\$37.93	\$38.87	\$39.84	\$40.83	\$41.85	\$42.89	\$43.96	\$45.05	\$46.17	\$47.32				

2.5% Step 3% COLA from scale effective August 2, 2026

FY2028-2029

Effective August 13, 2028

GRADE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11	Step 12	Step 13
11	\$20.04	\$20.54	\$21.05	\$21.57	\$22.10	\$22.65	\$23.21	\$23.79	\$24.38	\$24.98	\$25.60	\$26.24	\$26.89
12	\$22.54	\$23.10	\$23.67	\$24.26	\$24.86	\$25.48	\$26.11	\$26.76	\$27.42	\$28.10	\$28.80	\$29.52	\$30.25
13	\$24.23	\$24.83	\$25.45	\$26.08	\$26.73	\$27.39	\$28.07	\$28.77	\$29.48	\$30.21	\$30.96	\$31.73	\$32.52
14	\$25.45	\$26.08	\$26.73	\$27.39	\$28.07	\$28.77	\$29.48	\$30.21	\$30.96	\$31.73	\$32.52	\$33.33	\$34.16
15	\$28.98	\$29.70	\$30.44	\$31.20	\$31.98	\$32.77	\$33.58	\$34.41	\$35.27	\$36.15	\$37.05	\$37.97	\$38.91
16	\$31.09	\$31.86	\$32.65	\$33.46	\$34.29	\$35.14	\$36.01	\$36.91	\$37.83	\$38.77	\$39.73	\$40.72	\$41.73
17	\$33.25	\$34.08	\$34.93	\$35.80	\$36.69	\$37.60	\$38.54	\$39.50	\$40.48	\$41.49	\$42.52	\$43.58	\$44.66
18	\$35.38	\$36.26	\$37.16	\$38.08	\$39.03	\$40.00	\$40.99	\$42.01	\$43.06	\$44.13	\$45.23	\$46.36	\$47.51
19	\$36.29	\$37.19	\$38.11	\$39.06	\$40.03	\$41.03	\$42.05	\$43.10	\$44.17	\$45.27	\$46.40	\$47.56	\$48.74

2.5% Step 3% COLA from scale effective August 1, 2027