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J O B   R E L A T I O N S

P R O G R A M



## PRESENTING THE JOB RELATIONS TRAINING PROGRAM

The Job Relations Training Program has been developed as part of the supervisory training program. It is designed to be presented in five sessions, each session lasting from one to two hours. Best results will be obtained if the group is limited to ten to fifteen supervisors, preferably from the same or related units. The group should meet regularly and on successive days.

Except for Session II one leader should conduct all sessions. Wherever possible, the topics should be developed by discussion from the group. For the assistance of the leader, brackets have been placed around the material which should come largely from the group.

For emphasis a lot of the material should be placed on a blackboard--some of this have been indicated in the text. In addition the leader should develop the principles of good job relations on the board and the four steps in handling a job relations problem.

Session II should be presented by the Community Analyst after the Introduction by the group leader. The Introduction states WRA policy with respect to racial attitudes and what the Administration expects from the staff. The Analyst will be able to adapt his material to the needs of the group. He may wish to include in his discussion comments on the origins of prejudice, need for distinguishing between racial and cultural traits, scientific evidence on "race", the history of the Japanese in America and public attitude toward them. It is especially important that free discussion be encouraged in Session II.

Each leader should familiarize himself with the material before he attempts to present it and should use several illustrations of job relations problems which particularly fit the needs of the groups with whom he is working.

While it is not necessary to follow the manual word for word, the leader should present all of the material included and should generally follow the order of the material. The leader may decide what points need particular emphasis with each group and should expand those sections using as many case examples as possible.

It is particularly recommended that the group meet for one or two sessions immediately after the program is finished with each supervisor, bringing examples of his job relations problems and applying the technique recommended for analysis.



## SESSION I - INTRODUCTION

### A. The Control of Employment Through Personnel Management

You may have worked on jobs where you, as the supervisor or foreman, were responsible for all hiring and firing. When labor was plentiful, this was easy. For years it was the practice for foremen and supervisors to recruit their own labor. This practice has tended to disappear. In industry and business, more and more, employment is controlled through a personnel office. Since the Civil Service Commission was established, this has always been true of Government.

Here, in the Relocation Centers, all employment is centralized in the Personnel Management Section. Let's talk for a while about the practical advantages of this system.

You are living and working in a community which grows smaller every day. But the jobs still have to be done. It doesn't take quite as many people to do the work as it did when the population was \_\_\_\_\_, but on the other hand it doesn't take \_\_\_\_\_ less. If each of you did your own recruiting, your own hiring and firing, what would you try to do? You'd try to

Distribution  
of the  
Labor Supply



get as many workers as you could and the best you could. Each of you would be competing with every other supervisor and foreman for workers. What would happen? Some crews would have the best men with all vacancies filled. Other crews would be shorthanded. With the decreasing labor supply and fewer and fewer skilled people, the fight between supervisors would get worse, and the community would suffer. Now with all employment handled in the Personnel Office, what happens? The Personnel Officer knows what all your needs are and what skills are available. He can see that Finance doesn't have all the good stenographers while Operations has none. He can see that though the coal crew may be short two men, the garbage crew is short ten and therefore, needs a man much worse than the coal crew.

Advantages  
to the  
Community

The community benefits by this system. They are assured that every effort will be made to distribute the available labor supply so that all services may function equally. They will not starve while coal is being delivered. They will not have to wait for pay checks because there are no typists while all of the typists work in Statistics.



Advantages  
to  
Supervisors

As foremen and supervisors there are several advantages to you in centralizing employment in the Personnel Office. You can't know personally all the workers in the center. And you can't know all the things they can do. You may need a carpenter, but you don't know any nor do any of your workers. But the Personnel Officer has a record of all the men with carpenter skills in the center and knows where they are.

Advantages  
to  
Workers

The workers have only one place to go for a job instead of many. They can know what all the openings are and can exercise some choice in where they will work.

In a community, such as a Relocation Center, where all the work is for the benefit of the community, where all work must progress evenly, where labor and skills must be distributed, where the workers must be utilized to their own advantage and that of the community, it is to the advantage of everyone to have employment a specialized function.



B. The Place of the Supervisor in the Organization

Supervisor  
as  
"Key" man

Regardless of the size of your crew, whether your job is in an office, a shop, or on the farm, you as supervisors occupy a "key" position in the administration. Yours is the responsibility for getting the work done. The policy and the major procedure may be decided some place else. You do not do all the work with your own hands, but you see that the work is done.

Relation  
to  
Workers

To the workers you represent the WRA Administration. You are the person with whom the workers have the most frequent contact. The workers see you every day. They talk to you frequently. The Project Director, no matter how accessible to the residents, cannot see your workers as frequently as you do. For hundreds of workers, you, the supervisors, are the only Administration officials they see or know. They often form their opinion of the attitude and ability of the Administration through their knowledge of you. When the cuts in labor went into effect last fall, how many of the workers had the opportunity of talking personally with the Project Director or Assistant Project Directors about the cuts? Not one out of a thousand. For them you were the only one to whom they could talk personally. What you said



carried a great deal of weight. For the worker who is not on committees, meeting with the appointed staff or other officials, you are the Administration.

Relation  
to  
Administration

To the Administration you reflect the abilities and attitudes of the workers. The Project Director and Assistant Project Directors do not and cannot know all the workers. It is largely from the collective reports of all of you that they form their opinions of the workers. If the work is done well and speedily, both you and the workers receive the credit for it. If the work is slowly and poorly done, both you and the workers share the blame.

Relation  
to  
Community

As we said before, you are the one who sees that the work gets done. The community forms its opinion of the efficiency of the Administration largely through seeing how you do your work. It is you supervisors, individually and as a group, who largely determine whether the center is operated efficiently, and it is you who give the center its reputation as a well or poorly run organization.

The Supervisor's  
Job

What is a supervisor? What are some of the titles by which supervisors in the centers are called?

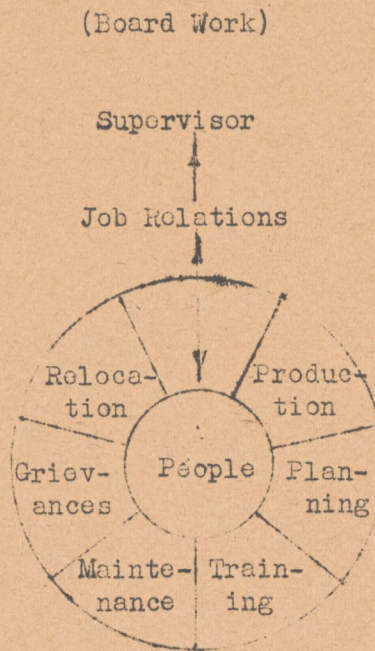


Foreman Mechanic  
Motor Pool Supervisor  
Foreman Plumber  
Senior Engineer  
Construction Foreman  
Office Manager  
Personnel Officer  
Storekeeper  
Steward  
Supervisor of Student Teachers  
Supervising Nurse  
Counselor

Regardless of your organization title, you all have one thing in common. You are in charge of people, or you direct the work of others. For our discussion, this will be our definition of a supervisor: "Anyone who is in charge of people or directs the work of others."

Every supervisor has a complicated job. He is responsible for a number of things. Regardless of what kind of work he is responsible for, all supervisors have certain things in common. We can let this circle represent the supervisor's job.





1. Every supervisor has production responsibilities, so many buildings to be maintained or a certain number of pieces of equipment to be serviced, a certain number of people to be paid, a certain number of reports to be made.
2. Every supervisor must plan the work of his unit. He knows the work to be done and the people he has to do it. But he must plan how they will do it and in what order it shall be done, not only for each day but for days, even weeks, ahead.
3. You must all train your workers. You don't teach



your workers. You don't teach your typist how to type, but you do train her on how to set up letters or forms or reports for you. Each of your workers must be taught how to do his job and you must teach him.

4. Regardless of the section or unit in which you work, there is certain equipment which must be maintained. This, too, is part of your job.
5. Almost every day there is some question to be settled between workers or some complaint to handle. It is for you to settle these grievances fairly and quickly in order that the workers will be satisfied and the work will be done.
6. The job of helping the evacuees to relocate is not done by the Relocation Office alone. Each supervisor, each employee of WRA has a part to play in this program. By developing the skills of the workers, by keeping their work standards high, by giving them confidence in their ability, by helping them to see that their future lies outside the center and by doing all in your power to equip them to meet life outside the center, you are playing your part in the relocation program.



The Supervisor  
and  
"People"

And how do you do all these jobs? Do they have anything in common? Who actually does the production? People. You do the planning but for whom? For people. Whom do you train? People. Do you do the actual maintenance work? No, it's done by the people who work for you. The grievances all involve people. You relocate people. Every part of your job involves people. People are the hub of the supervisor's job. All your responsibilities are carried out through people.

Definition  
of Job  
Relations

Job relations are the every day relations between you and the people you supervise. Since all your work is carried out through people, your relations with your workers will make or break your job. You can be the best planner in WRA, but if you can't get your workers to carry out your plans, what good are the plans?

What are some specific examples of job relations problems?

Two workers do not get along well together, and their disagreements interfere with their work.

A worker fails to maintain his equipment properly.

A new procedure affecting all workers has to be put into effect.

A new worker doesn't show any interest in his job.

Two men in your crew are constantly late and the other workers resent it.



These are only a few of the job relations problems you have.

C. Importance of Worker-Supervisor Relations

Because all your responsibilities are carried out through people and because you as the supervisor are the "key" man in the Administration, standing between the Project Director and the community, the relations existing between you and the worker--the worker-supervisor relation--is of the utmost importance.

Good worker-supervisor relations exist when you and the workers have mutual confidence and respect for each other, when the workers feel important in the organization, when they feel that you sincerely have their interests and the interests of the community at heart, when they feel that you are fair to them individually and as a group, when you have confidence that they will work to the best of their ability, when you feel that they are loyal to you, when they work well together.

Poor worker-supervisor relations exist when friction or ill-will exists between workers and the supervisor, when the workers feel that the supervisor has pets or favorites, when the workers feel that the supervisor has no interest in their welfare but only in getting the job done and getting his pay check, when the workers feel



that the supervisor has no respect for their ability or judgment, when the workers feel that the supervisor is prejudiced, when the supervisor does not trust his workers, when he thinks they are "inferior".

Worker-supervisor relations enter into every phase of your job. Tomorrow and the next day we will talk about the things here in the center that cause some of the poor job relations and keep us from doing a better job.



## SESSION II - RACIAL ATTITUDES

For the past two and a half years, WRA has talked a great deal about attitudes. Seldom, if ever, has anybody actually got around to discussing, freely and frankly, what the meaning of the term "attitudes" is in relation to WRA Administration--what is meant by frequent reference to "attitudes" in Manual and Handbooks. And yet, employee relations in WRA and in fact, the whole WRA program, have been affected and influenced by attitudes more consistently and more emphatically than by any other combination of problems that WRA has had to meet.

Reference to attitudes can and does have many meanings in this or any other program, but today we are going to discuss freely and openly the kind of attitude that is most frequently meant when the term is heard in WRA--that is, the attitude we all have on the subject of race. Ours is a program where Americans of different racial stock have come together. In the case of the evacuees, they did not come together with this particular group--that is, us--because they wanted to. In our case, however, we came because we wanted to come. When we took this job, we knew, or should have known, that we were going to meet and work with Americans of Japanese



ancestry. That is Fact No. 1 to remember, because it puts a responsibility on us that differs somewhat from the responsibility of the evacuees.

Race prejudice is a touchy subject. It has caused riots and torn cities apart during this war. It has slowed up the war effort, and it has haunted the South, particularly with its Negro problem.

These are facts about race prejudice that we all know from a distance. We know that prejudices of one American or group of Americans against other Americans or groups of Americans of different racial stock have caused internal conflicts, work stoppages and riots that have slowed down our war effort and have been condemned as un-American by all thinking patriotic Americans from the President on down. But what we cannot always do is to recognize race prejudice within ourselves, attitudes that crop up in day to day situations that affect our own work. That is the concern of the WRA Administration and our immediate concern today.

For our purposes we must assume that WRA cannot afford to have anyone on its staff with race prejudice, the feeling that an individual is a better person, or a better American, than another individual because he is from a different racial background or has a different



colored skin. We must assume that, because the predominant point of view of science and logic, and incidentally, of the Administration, is that all races are equal and that there is no such thing as an inferior or superior race. We, as WRA employees, must accept that fact, and if we cannot accept it, we should not be working for WRA. That is the second important point to remember.

The third and most important of all is a discussion of prejudices in relation to your job, your relation to those you work with and who work for you. It is an axiom that if you have the slightest tendency to look down upon your employees as inferior, no matter how carefully you may seek to cover this feeling in your relations with your workers, your attitude will be apparent to them. This is in part because they will suspect you from the very first contact of having prejudices, whether you actually have them or not. Their actual experiences in their former homes have taught them to expect this, and evacuation has not helped any. They are super-sensitive, and you are on the spot because of your position, your wages, and the fact that you come from a freer world and come and go as you please. So it is your responsibility to dispel their natural suspicion, and that is well nigh impossible to do unless you are actually free of prejudices.



Sometimes it is difficult to do even then.

Perhaps you have been able to meet this situation and overcome it and develop a good sound working relationship with evacuee workers and with the evacuee community. Many supervisors and foremen have been able to do this, but many have failed. And failure to establish good working relationships simply means failure to get the job properly done that you have been hired to do. A foreman or supervisor is not going to get efficiency from his workers if he fails to gain their respect and to establish a sound relationship with them. Foremen who fail in this respect very often conclude that evacuee workers are lazy or shiftless or sullen because they are Japanese. This, of course, is nonsense. Part of the fault lies with the supervisor himself. We will discuss in the succeeding hours we are together in these sessions, a number of specific things one can do to improve relationships on the job.

Today, we want to discuss further this subject of race and attitudes--particularly as it concerns the people of Japanese ancestry in this country. We have asked our Community Analyst, Mr. \_\_\_\_\_, who is the best authority in the center on these subjects, to talk to us today.



SESSION III - CENTER EMPLOYMENT CONDITIONS  
AND WORKER REACTIONS

Every center has had at least one work stoppage, and some have had several. At every center there have been difficulties between workers and supervisors. There have been misunderstandings, both on the part of the workers and on the part of the supervisors, of each others problems. Both groups have sometimes laid the blame on native and peculiar traits in the other. Some workers have laid all the troubles to the fact that the supervisors were Caucasians, some supervisors have blamed all their troubles on the fact that the workers were Japanese. We believe that the explanation lies in the recent history and background of the evacuees and in those conditions which make center employment different from employment outside. We want to spend the next hour or two talking about these things.

Three basic factors which affect labor relations on the projects are the structure of the community, including the relation of the workers to the community, the social and economic status of the evacuees caused by life in the centers, and the relationship between the supervisors and the workers. Let us examine each of these factors.



A. The Community and Its Part in Labor Relations

Community-  
Administration  
Relationships

The Relocation Centers, unlike other communities, are organized like a large industry or a Government Civil Service department. Instead of a group of independent businesses where the usual labor-management relationships exist and where there is economic competition, you have all industries and services ultimately responsible to one person, the Project Director, and only one major relationship, that of the community to the Administration. You, the supervisor, represent the Administration. When any labor disputes arise, you become not just the supervisor, you become the "Administration".

Employment  
as a  
Community  
Service

Employment in the centers is all directed to providing the community with the necessary services. Consequently labor problems affect not only the workers concerned but the whole community. Each operating unit provides some service vital to the community. Thus, trouble in any operating unit affects not only the workers in that unit but the whole center.

Community attitudes in turn affect the labor situations. If the community fails to give recognition



Influence of  
Community  
on  
Labor  
Problems

to a particular group for the service performed, the morale of the workers may suffer to such an extent that the service is reduced or the work done poorly. For example, at one project the slaughter-house workers, feeling that their work was not appreciated, became so inefficient that the community began to suffer. The Council and block managers recognized this fact and finally arranged to give a dinner for the slaughter-house workers, at which time they expressed their appreciation of their services to the community. At another project a crew working on a pipeline resigned when an article in the center paper indicated that their work was unsatisfactory and further intimated that the workers on that crew occupied an inferior position. After they resigned, the writer of the article explained that he did not mean to insult the crew, that his article had been misinterpreted. The workers were satisfied with that apology and went back to their jobs.

Force for  
Dissent

When the community is disturbed over an administrative program--for example, segregation or the labor cuts of last fall--their unrest may be reflected in a labor dispute which grows out of all proportions to the seriousness of the labor problem. Some slight incident



which otherwise would be of no importance, becomes a medium for making a community protest over an unpopular program. You as supervisor should understand these things. During the segregation program last fall, at one center there was a work stoppage in a garage repair crew. The immediate cause of the strike was the stationing, through a misunderstanding, of a military guard instead of a civilian guard, at the gate to inspect incoming freight. The garage crew refused to pass the guard and complained to the superintendent. The superintendent tactlessly told the men to either get to work or quit. Immediate work stoppage was the result. For some time community tension had been building up over the segregation program. Although the cause of this dispute was immediately rectified, other work crews and then the whole community used this as an opportunity to express their uneasiness over segregation and over the reduction in employment, and sympathy strikes broke out all over the center.

Sympathy of the community plays a great part in determining the strength of work stoppages. At one center a strike in a hospital failed because the community thought the workers had no real grievance. The sympathy of the community was with the patients and not with



the workers. If the community is in sympathy with the workers, they are willing to suffer until the grievance is adjusted. Last winter at one center a strike of the boilermen and janitors left the residents without hot water for almost a week during the coldest part of the year. While the community was anxious to settle the dispute, they did not force the workers to return until some of their demands had been met.

Force for  
Peace

On the other hand, the community is a powerful force for peace. The residents' desire for organized and peaceful environment has led the community to participate and settle labor disputes. Community councils and labor committees have, with varying success, served as go-between with the Administration and the workers. The councils and the labor committees, with an understanding of the problems of both the Administration and the community, can be of great assistance in maintaining a peaceful community and in settling labor disputes once they arise. They must have, however, the full support of the community and the Administration, and their value must be recognized.



B. Employment Conditions in the Center

It is obvious that the employment in the centers differs in many ways from employment outside. Specifically there are a number of differences which all supervisors should recognize and bear in mind when dealing with the workers. It is these factors which so often determine the reaction of the worker.

There is a limited economic incentive to work.

The sixteen or nineteen dollar a month compensation is rarely raised as the main issue in a labor dispute, but it is an important factor in general dissatisfaction in labor conditions. It is a particular sore spot with workers where an appointed staff member is receiving ten times as much for roughly the same job. In a normal community wages are a bargaining point in any labor dispute, but this is not the case in the center. Since the wages are relatively unimportant, other things such as the working conditions, community recognition and the attitude of the supervisor are more important to the workers. Where a worker on the outside will take a lot from the supervisor because the wages are important to him, the evacuee worker in the center does not consider the compensation as the most important part of his job.

Lack of  
Economic  
Incentive



Limited  
Opportunity  
for  
Promotion

There is limited opportunity for promotion. Even a promotion carries with it little or no economic gain. There is no "future" in a center job. The worker must get his satisfaction through the recognition of the community and of his supervisor and through real enjoyment in his work. Remember that the worker is not working for you. He is seldom working for his own sake. He is not really working for the Administration even when he works in the offices. He is working for the community. You may tell him what to do, when to come to work, where to work, what job to do and how to do it, but he is really doing these things for the community. You may personally earn his cooperation and his respect, but you cannot demand it because of your position. You also are working for the community. All of you, both workers and supervisors, are finally responsible to the Project Director, and he is here for the purpose of carrying out WRA responsibilities and objectives. Among the first of these is the maintenance of the community.

Limited  
Occupational  
Areas

Because of the relatively limited kinds of employment available, many, in fact, most of the evacuees are working at jobs completely foreign to them. Many of the workers were independent farmers or business men.



They are not accustomed to working for others, and it is difficult for them to adjust to their new role of employee. Prior to evacuation, many of them worked for other Japanese and Japanese-Americans in largely Japanese concerns. Evacuation and subsequent events have made the evacuees particularly sensitive to any evidence of differentiation from the rest of the population. Therefore, there is often self-consciousness on the part of the evacuees working for an appointed supervisor. The workers are keenly aware of the special privileges and higher salaries which the appointed staff have. They are, therefore, quick to observe or suspect any evidence of prejudice or intolerance.

C. Relations Between Workers and Appointed Supervisors

Importance  
of  
Supervisor's  
Attitude

With all these factors, the importance of the community in labor problems, the changed economic and social status of the workers, the peculiar employment conditions which make labor problems especially difficult, the worker-supervisor relationship becomes increasingly important. In spite of the complicating factors, there are many crowds where efficiency, work habits and morale are unusually high. In all such cases you will find that the workers and supervisor have mutual respect and confidence



in one another.

Sensitivity  
of  
Workers

The workers are particularly sensitive to any indication of anti-Japanese feeling. Any remark, such as "you people are all alike" may be interpreted by the workers as meaning an unfavorable attitude toward Japanese. Lacking the usual employment incentives and being particularly sensitive about their status in the centers, the workers are more apt to quit at any remark which they deem discriminatory or unfair. Remarks such as "quit if you don't like it", "work or get off the lot", are often the last straw to the worker. The supervisor who uses these phrases accomplishes nothing. The conditions that drove him to make such remarks are still there, and whether the worker quits or not, nothing has been accomplished. One foreman told a crew he could replace them and said, "Anytime you want to quit, you quit." The workers did quit, but nobody replaced them.

Relations with  
Resident  
Foremen

Another area where friction often occurs is in the relationship between an appointed supervisor and a resident foreman. Too often the supervisor fails to give the foreman sufficient responsibility or to back him up in his decisions. For example, an evacuee



foreman gave a worker permission to use a truck for a certain job. The supervisor found the worker with the truck and ordered him to return it to the motor pool immediately. The worker explained that the foreman had assigned the truck to him, but the supervisor said that that made no difference, the truck had to be returned immediately. Whether the foreman had rightly or wrongly permitted the worker to take the truck, the supervisor hurt the prestige and position of the foreman and showed the workers his lack of confidence in the foreman. Some supervisors overlook the foremen in their relations with the crew or intercept the flow of work without consulting the foreman. When such things happen, the prestige of the foreman and key workers is hurt, and snubbing them may be interpreted as snubbing or doubting the ability of the whole community.

Need for Explanation of Policy and Procedure

On any job, but particularly in a Relocation Center, the supervisor has an obligation to explain procedures and policies to the workers. The workers are frequently unaware of changes to be made in policy or procedure until they are put into effect. When changes are made rapidly and without preparation, the workers have a feeling of insecurity which carries over to the



whole community. In every case of change, the supervisor must see that the workers understand the new procedure thoroughly. At one center a new central labor pool was established. A series of terminations left the property crew short handed. According to the new procedure, workers from other crews were called upon to help. Not knowing the new procedure, they felt that they were being asked to do something which was not their responsibility. As a result several of them refused and were terminated.

The labor cuts put into effect in the late summer and fall of 1943 are an excellent example of the need for giving complete explanations to the workers. In many cases, because they had no information to the contrary, workers resisted the labor cuts because they thought it was meant to force relocation through creating large numbers of unemployed.

Analysis of  
Typical Work  
Stoppages

Let us examine two typical work stoppages, thinking of the factors we have just discussed as being important in labor disputes.

Through misinterpretation of instructions, the military guard instead of the civilian guard was posted at the gate to inspect incoming packages. A garage



repair crew who used this gate daily, refused to pass the military guard and brought the matter up with their supervisor. The supervisor got tired of the discussion of the workers and told them to either get to work or get off the lot. The workers resented his remarks and refused to work. First they demanded a written apology and then the resignation of the supervisor. Representatives of the Administration and the garage crew met to discuss the problem. The military guard had been replaced immediately by a civilian, but the crew now shifted their complaint on the attitude of the supervisor. They claimed that he was prejudiced, played favorites and did not give his foreman sufficient responsibility. After another meeting with the supervisor, the crew was about to return to work when a group of agricultural workers joined the work stoppage and insisted on holding out for a written apology from the supervisor. After the agricultural workers quit, the carpenters, maintenance and operations crews, plumbers, transportation and supply crews went on a sympathy strike. The council became concerned over the break down of services, and the labor committee of the council began negotiating between the strikers and the Administration. The strikers were holding out, either for a



written apology or his dismissal. As the strike continued, the community became more concerned and began to show disapproval of the work stoppage. The council finally succeeded in getting the strikers back to work while negotiations were carried on. The background of the strike lay in the atmosphere of uneasiness and insecurity growing in the center over the segregation program and over the labor cuts. With the labor cuts coming just before the segregation trains left, the workers felt the labor cuts were designed to force relocation by creating unemployment. The community was disturbed over the disruption of its organized community life through the transfer of a large group to and from Tule Lake. These two programs, coming at the same time, caused a great deal of unrest and a feeling of insecurity. In this labor situation, we have almost all the factors appearing which we previously discussed. There is a close inter-relation between the workers and the community. There was at first community support of the strikers through the sympathy strikes of other units. After the community services were more and more disrupted and community tensions increased, the desire for peaceful settlement began to grow and finally forced the workers back on the job. In this, as in almost all other



work stoppages, the immediate cause was the friction between the supervisor and the workers. With the unrest then existing in the center, a work stoppage could have broken out almost any place, but the spark that ignited the fire was the tactlessness of the supervisor. For some time before the strike, there was evidence that the workers resented the supervisor's attitude and methods. The time was ripe for a strike, and they seized upon his "insult" to call a work stoppage.

Those same factors appeared in another strike which affected the whole community. In July 1943 when the employment cuts were announced, the maintenance crew was substantially reduced. There was dissatisfaction over the cut and over the efforts to combine the jobs of janitor and fireman. The dissatisfaction continued but did not become serious until winter and cold weather increased the work. Along with the dissatisfaction over the cut was the dislike for the supervisor of the maintenance crew and the workers felt that he was prejudiced. With the approach of winter the workers were advised that they would go on a 24-hour schedule because of the danger of fires in unattended boiler-rooms. The workers asked for extra men on their crews. They disapproved of the staggering of hours and doubling up of



the job of janitor and boilerman. This was partially due to the occupational caste system which had developed, the boilermen feeling that they had a higher status than the janitor. The Administration refused to increase the crew on the grounds that there were already enough workers to do the work and that the labor quota was filled. The Administration and the workers were deadlocked over a month when colder weather finally forced the issue. The superintendent sent a memorandum to the workers, ordering a 24-hour schedule and changing the title of workers to janitors. Upon receipt of the memorandum all except three of the crew resigned. The lack of hot water and the janitorial service soon affected the whole community. Some workers in other activities, doing hard or dirty work, also quit because they could not take hot showers. Numerous meetings were held by the Administration, workers and various community committees. The Administration appealed to the block managers to appoint a new crew. The block managers said this was impossible. Resident group began putting pressure on the Administration to settle this dispute and finally began building fires themselves. The Washington office refused an appeal to increase the labor quota for that unit. The local



Administration finally withdrew the 24-hour schedule, recognizing that the safeguarding of Government property outside of regular working hours, was an administrative responsibility, and the workers returned to their jobs. No settlement was reached on the question of providing fires for laundry rooms and lavatories, and no real settlement of the job title. Here again the community played an important part in the success of the work stoppage and finally in its settlement. The social status of the workers involved had some bearing on the matter since it is probable that they gained status in the eyes of the community and an appreciation of their services through their strike. Equally important in this case, as in any other, was the friction between the supervisor and the workers.

In our next session we want to talk about less spectacular labor problems, the little things that occur every day, and discuss ways and means of improving the relationship between the supervisor and the workers.



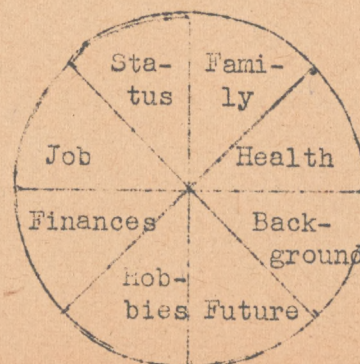
SESSION IV - PRINCIPLES OF GOOD JOB RELATIONS

A. The Worker As An Individual

The principal experiences which all workers share in common are evacuation and life in the centers. Other than that these workers are as much individuals as any group of workers. Some were rich and some were poor, some were farmers, some laborers, some professional men, some business men. Even their experiences in evacuation and life in the centers have some differences. Some resented evacuation. Some like the close community life in the centers. Others hate it. This adds up to the fact that each and every one of your workers is an individual and should be treated as such.

What are some of the things that are important to each worker:

1. His family
2. His health
3. His background
4. His future
5. His hobbies
6. His financial condition
7. His job
8. His status in the community





Each worker differs from each other worker in all these things. When he comes to work he doesn't leave these parts of himself at home. All these things are a part of him all the time and make him different from other workers.

B. Necessity for Unbiased Attitude

If you recognize each worker as an individual and treat him as such, you will go a long way toward treating him fairly and without prejudice. There are no principles of good job relations and no techniques for handling job problems which will work unless the supervisor recognizes that the workers are individuals and approaches his job without prejudice or bias toward the individual and the group.

C. Principles of Good Job Relations

With an unbiased attitude and an appreciation of the individuality of the workers, what are some of the principles of good job relations?

Let Each  
Worker Know  
How He is  
Getting  
Along

Suppose you have a new foreman on the job and when he goes home at night, somebody asks him how he is getting along. He shrugs his shoulders and says he



doesn't know. No one has said anything to him. Then he begins to wonder if he is doing all right--if the supervisor cares how he does. Then maybe his work begins to slump. He's uncertain about whether he is doing a good job--he thinks you don't care. Does that make for good relations? Or you have a man who really isn't doing a good job, but since nobody says anything to him, he assumes he is all right. He may even assume he is good. Then, someday when the supervisor has to cut his crew, this man will be the first to go. He will resent it and think the supervisor is playing favorites. Even if the supervisor never has to reduce force and let this man go, he isn't being fair to the worker, and he isn't

getting maximum production from him. Is this good job relations? These situations illustrate one principle:

"Let each worker know how he is getting along."

A word of encouragement to the worker who is doing a good job will give him incentive to continue. Where there is no economic incentive and little opportunity for promotion, this is particularly important. A mess hall worker was putting in a full 8 hours, working hard and doing a good job. Gradually his supervisor noticed that the worker was loafing on the job, becoming inefficient and rather irresponsible. The



supervisor reprimanded him a few times, but it didn't do any good. One day after a bawling out, the supervisor overheard the worker tell a friend that there was no use working hard, nobody appreciated it when you did. The supervisor paid attention. He began to compliment the man for things he did well, to give him increased responsibility, and it worked. The man was soon back at his previous level of performance.

In the garage crew there was a worker who did his work well but was careless about taking care of his equipment and about cleaning up the workshop when he'd finished a job. The supervisor praised him for the work he did well but never tried to correct his faults. One day the worker, who was planning to relocate and had a good job offer, asked the supervisor for a recommendation. The supervisor wrote an honest letter telling the worker's faults as well as his good points. When the worker got a copy of the letter, he was angry. He said the supervisor had never told him these things, and he didn't know they were important.

Any worker prefers a supervisor who is honest with him, who helps him to correct his faults and encourages him by praise when he does a job well.

A supervisor in the Finance office had a "rush"



2. Give Credit  
When Due

report to get out. The supervisor outlined what was needed to his assistant, and then because he had other work to do, he put the job entirely in the hands of his assistant and his staff. The report was finished on time because the whole staff worked overtime. It was a good report. The supervisor accepted it without comment. A few days later the Division Chief was in the office and in front of the staff complimented the supervisor on the report, saying that it was the only one done on time and without errors. The supervisor accepted the compliment but did not refer to the staff who did the work. Naturally, his assistant and the staff who did the work resented the fact that the supervisor took all the

credit. Did this make for good job relations? Doesn't a word of praise make for a job well done, make you feel better toward your supervisor and the whole agency?

This, then, is a second principle of good job relations:

"Give credit to the workers."

1. Tell the Worker  
in Advance  
About Changes  
Which Will  
Affect Him

Suppose that when you quit work tonight, your supervisor tells you that tomorrow your office will be moved to another building. Wouldn't you have liked the opportunity to discuss it? Suppose you are told that from now on beginning tonight, you will be on the night



shift. Suppose you are told that after tomorrow your unit will be reorganized and that you will also have the responsibility for another job and that your assistant or foreman is being transferred. Would you be happy about these changes, made without any discussion with you, with-

out any explanation of why they were made? Your workers have the right to the same treatment you expect from your boss--the right to be told, in advance, about changes that affect them, the right to be told why the changes are made, when they will be made, how they will be made.

A janitor who had been on the day shift was told when he went off duty at four o'clock, that he was being transferred to the night shift and to report back for duty at midnight. The worker failed to report at midnight, and the supervisor ordered him suspended for three days. What the supervisor didn't know was that the man's wife was on the night shift at the hospital and in the short time allowed, no one could be found to stay with the child at night when they both worked.

In the centers where the workers and the community are so closely identified and where rumors are so common, it is extremely important that any change which affects a crew or unit be thoroughly and repeatedly explained.



Have you ever become dissatisfied with your job

4. Make the Best  
Use of Each  
Worker's  
Ability

because you knew you had the ability to do a harder job than the one to which you were assigned? Have you ever had a worker in your crew to whom that happened? Did you ever look around to see if you had that job for him? In a Finance office they hired a girl as a typist. She said she had been trained to operate a comptometer and would like to do that. There was only one comptometer in the office, and they already had an operator, but told her that if there was a vacancy, they would give her an opportunity. Several months went by, and the girl continued as a typist. Then the comptometer operator relocated. Before she left the office she told the supervisor about a friend of hers who was a comptometer operator. The supervisor had forgotten that he had a typist who could do the work, and he hired the other girl. The typist quit. This story suggests another important principle of good job relations:

"Make the best use of each worker's ability."

5. Work With  
the Group

If your supervisor only tells you what to do but you never see him do any work, don't you resent it? Who gets the most cooperation from his workers--the supervisor who works with the crew or the supervisor who only



"works" ~~xxxx~~ them? Here in the centers it is particularly important that the crew feel you work with them. The distinction in wages, living conditions, freedom, etc. between appointed staff and workers is of necessity great, and if you fail to give your workers the feeling that you are part of the group with your share of the work to do, they will probably decide that you consider yourself superior.

6. Encourage  
Workers to  
Participate  
in Planning

If you have done a good job of training, your workers know their jobs and the work of the unit, and you can benefit from their knowledge and demonstrate your confidence in them by letting them participate in planning the work and respecting their advice. When the employment leave procedure for evacuee workers was put into effect, one center called a meeting of the office staff and together they worked out the details of record keeping. When the procedure went into effect, each worker was satisfied that the procedure was good and had a certain pride in the ease with which the new procedure operated. At another center the supervisor worked out all the details himself and then told his staff how it would be. There was much criticism from the staff, and as a matter of fact many details had to be changed when



the program went into effect as they were not practical.

7. Give Full Support to the Workers
- Finally, the supervisor must give his full support to his workers. How many times have you heard a worker say that he liked his boss because "he backs me up"? If a job isn't finished on time, if a job is not well done, nine times out of ten it is the supervisor's fault. The supervisor who defends his workers when they are under criticism and praises them to others when they have done a good job, will have a willing and cooperative crew.

Review Principles of Good Job Relations

Let us review these principles of good relations and try to fix them in our minds.

1. Let each worker know how he is getting along.
2. Give credit to the workers.
3. Tell the worker in advance about changes that will affect him.
4. Make the best use of each worker's ability.
5. Work with the group.
6. Encourage workers to participate in planning and respect their advice.
7. Give full support to your workers.

If we can put these principles into practice in our day to day contact with workers, we will go far toward improving our job relations.



SESSION V - METHODS OF HANDLING WORKER-SUPERVISOR  
PROBLEMS

In our last session we want to talk about methods of handling worker-supervisor problems. We've talked about the principles of good job relations to be followed in day to day contacts, things to remember and practice, which will help prevent grievances and problems. Now we want to consider some simple rules to follow when a grievance or problem does arise. In addition we want to consider whether the supervisor has made use of the principles of good job relations. Let's take one situation and analyze it.

Example  
of a Job  
Relations  
Problem

Mr. Howard was supervisor of a garage repair crew. There had been a lot of work to do, and the crew was short-handed. Under the strain both the supervisor and the crew had lost their tempers. One day Mr. Howard and his foreman, Mr. Makimoto, talked things over together and agreed to try and be more understanding of each others problems and more cooperative. Mr. Makimoto said he would call the crew together and discuss the problem with them. Later that same day, Mr. Howard came back into the shop and found all of the crew sitting around smoking. He had previously given orders that they were to return all equipment to its proper place immediately on finishing a job. Now the tools were



scattered all over the place. He turned on the foreman and said, "Where's all that cooperation you were talking about? Why, I could get half as many greenhorns in here who would do more work." The foreman said, "All right, go ahead and get them." The foreman and the crew walked out.

Is this the way you would have handled the situation? The supervisor lost his temper. That is obvious and, of course, never helps the situation. The sequel to this story is that the foreman went to the Personnel Officer and explained that after his talk with Mr. Howard, the supervisor, early in the day, he and the men had discussed the situation and agreed that they had been partially at fault for the poor relations and would do their best to cooperate. They had gone back to work feeling better about their job and had worked hard all morning. Shortly before noon a rush job had come in, and several of them had worked right through the lunch hour. All the crew worked without a break through the afternoon and finished the job about 4 o'clock. They decided to rest a few minutes and smoke before going on to anything else, and it was just at that time the supervisor came back. When he jumped on them right away and made the remark about cooperation and greenhorns doing more work, they were mad and hurt and decided there was no point in going on and trying to please the supervisor.



This story throws more light on the situation. The workers were not "loafing". They were sincere in their efforts to cooperate and improve relations.

Let's look at the effect of what the supervisor did from these angles:

1. How did the foreman feel toward the supervisor?
2. How did the rest of the crew feel?
3. What did it do to production?

On all three counts the action was wrong. Was there a way to avoid these mistakes?

Method of Analyzing Problems

1. Get the Facts

What should the supervisor have done first? He could have talked to the foreman to find out why the crew was resting. This is the first step:

"Get the facts."

Then what would he do with the facts? He would weigh the facts and decide on the action to be taken. This is the second step:

2. Weigh and Decide

"Weigh and decide."

After weighing and deciding he would:

3. Take action

"Take action."

Then, isn't it a good idea to check and see how it all comes out? That means his final step would be:

4. Check Results

"Check results."



Determine  
Objectives

Basic to all these things the supervisor has to decide what his objectives are, what is to be gained:

1. For the individual
2. The group
3. The community

Let's take this story and follow it through, using this method and see what Howard, the supervisor, might have done:

Review of  
Method

1. What were the objectives he hoped to gain?
  - a. With his foreman, Mr. Makimoto, he wanted to continue the good relations which they had established that morning.
  - b. With the group he wanted to remove the friction which had existed.
  - c. He wanted to improve production which had not been too good due to the friction.
  - d. With better relations with the crew they would be a force for peace and contentment in the center.
2. What were the facts in this situation?
  - a. There had been friction between the supervisor and the crew.
  - b. He had talked things over with the foreman and they had agreed to try to cooperate more.
  - c. The crew had agreed with the foreman that they would try to do a better job and get along better with the supervisor.
  - d. The crew had worked hard all day. Some of them had missed their lunch in order to



finish a job.

- e. This was the first rest period they had had all day.
- f. Orders had been given that tools were to be replaced as soon as a job was finished.

3. What possible actions could the supervisor have taken?

- a. Bowl the crew out for loafing.
- b. After finding out from the foreman why the crew wasn't working, compliment them on the work they had done and remind them to return the equipment.
- c. Ignore the situation.

What action do you think would have been the best?

Which action would best have gained his objectives?

Importance  
of  
"Getting the  
Facts"

Let's look at the handling of another situation and see how the supervisor applied the technique we have been discussing. In this situation, getting all the facts was the most important and the hardest part of the supervisor's job. In some situations all the facts are not obtained until the personal opinions and feelings of the worker are considered. These personal opinions and feelings are facts and they may be the controlling facts in arriving at the right decision. The supervisor of a hospital laboratory noticed that one of the laboratory technicians was using an acid in a dangerous way. The supervisor said to the worker, "I



have told you never to use the acid that way. It is dangerous." The supervisor was only stopping the worker to avoid an accident. He had warned him before. The worker, a boy of about 19, was irritated. He said that he had done it that way before and nothing happened, and if the supervisor didn't like the work he was doing, he would get out. The supervisor tried to calm him down and explain that bad accidents had happened from careless use of the acid, and he didn't want the boy to endanger himself and others. The worker said he was tired of being nagged and picked on and tired of the job too. The supervisor asked him what was the matter, that he used to be a dependable and careful worker but was now slowed down and was getting careless. The worker replied that he was doing the best he could, and if that wasn't good enough, the supervisor should get someone else. The supervisor had a job relations problem on his hands. Let's see if we can apply our method for working

out these problems and find a good solution. First, what were the supervisor's objectives?

1. He wanted to change the worker's attitude.
2. He wanted to make him a safe worker.
3. He wanted to enforce safe procedures.
4. He wanted to keep up the quality and production of the laboratory.



Now what were the facts in this case as the supervisor knew them?

1. The worker used to be very dependable.
2. His work had slowed down.
3. He was becoming careless in violating safety rules.
4. He had been warned before.
5. He was snapping back at the supervisor.

The supervisor knew he didn't have all the facts in the story. There was a gap between the first fact that the worker used to be dependable and that he was now an unreliable man. In order to get the whole story, the supervisor decided that he would have to talk to the worker and get his opinions and feelings in the matter. In getting the facts the supervisor had done three things. He had:

1. Reviewed the worker's record.
2. Considered the rules which applied (safety rules in this case).
3. Now he was going to get the feelings and opinions of the worker.

He told the worker that when he had finished the test he was doing, he would like to have him come into the office where he could talk to him alone. He didn't want to talk to him in the laboratory in front of the rest of the workers. He also wanted to give him a chance to calm down. When the worker came in, the supervisor was friendly and said that he



did not want to give the impression that he was nagging. He did want to call the worker's attention to the danger to himself and others in the way he was handling the acid. He went on to say that he had noticed that the quality of his work was falling off, and when he first came to the laboratory six months before, his work had been excellent but of late he had been slipping. He asked him if he had any trouble or worries or if he disliked the work. He was trying to give the worker an opportunity to tell his own story. The boy said that the work was alright--it was monotonous sometimes, but he thought he was doing his work as well as anyone else and defended himself on the grounds that he had never had an accident. The supervisor had called him in to have a friendly talk with him and not to argue. He agreed that there had been no accidents yet, but he was afraid that there would be, and he wondered if the worker was really interested in his job or if there was some other kind of work he would rather do. Shig said the work was alright. He had chosen the job and he'd stick to it. The supervisor remembered that Shig had been enthusiastic when he started the job and spoke of wanting eventually to go on and study medicine. Now he didn't seem so enthusiastic. The supervisor asked if he had changed his mind about studying medicine. Shig said he couldn't. He had promised his



father. The supervisor asked him what he really wanted to do. Shig hesitated and then said that he really wanted to be a mechanic, but his father had always insisted that one of the boys be a professional man, and since his older brother wasn't very well and couldn't stand the work, it was up to him. He said he had a friend who had relocated, and he wanted to work in the garage but his father made him work in the laboratory. The supervisor had listened to Shig without interruption. Now he said that if Shig wanted it, he was sure a transfer to the garage could be arranged. Shig said he would take the job in a minute if it weren't for his father. The supervisor suggested that if Shig liked, he would be glad to have a talk with his father. Shig said he thought that might help because his father had often said he respected the supervisor. The supervisor agreed to come around that evening and talk to Shig's father. Shig thanked the supervisor and apologized for "talking back" in the laboratory. He said he had been fed up with the job, and he appreciated the chance to talk. To finish the story the supervisor did talk to Shig's father several times. Finally, the father agreed to let Shig do as he liked. Shig worked in the garage several months and then relocated very successfully. By listening sympathetically to the worker's story, the supervisor found out the real facts behind the situation.



In addition to facts already listed, he now knew:

1. The job was monotonous.
2. The boy's father wanted him to follow a profession.
3. He disliked the work and wanted to be a mechanic.

Now the supervisor felt that he had all the facts and could take the necessary step and weigh and decide what to do. He decided that he could do the following:

1. Put the boy on probation.
2. Give him less dangerous work.
3. Transfer him to a new position.

The supervisor decided to transfer him to a new job.

He had to consider now whether

1. To handle this transfer himself. Since the procedure calls for approval of all transfers by the Personnel Management Section, he had to talk the situation over with them and have them approve the transfer.
2. He had to refer this to his superior. Since he had final authority over personnel in the laboratory, he did not need the Chief Medical Officer's approval.
3. He was timing the action properly. Since he had talked to both the worker and his father and they had agreed to the change, he felt that he could go ahead without waiting further.
4. He was passing the buck to anyone else. No, in this case he had handled the case by himself.

Now he was ready to check his action against his objectives. He had improved the worker's attitude. He was



sure from past performances that the worker would observe safety rules if he was interested in his job. He had lost a worker, but on the other hand, this boy had been dangerous to keep in the laboratory. Now let us check to see if the principles of good job relations apply in this situation.

1. Let each worker know how he is getting along. The supervisor had warned the worker that his work was slipping.
2. Give credit when due. The supervisor had told the worker that he used to be a good and dependable man.
3. Tell a worker in advance about changes that will affect him. The supervisor had talked to the worker about the possibility of a transfer before he took any action.
4. Make the best use of each person's ability. The supervisor recognized that the worker's real interest and ability did not lie in his present job. The supervisor had treated the worker as an individual.

At one center a landscaping crew had been working together almost from the time the center opened. The crew was very proud of the work they had done and most of them were skilled men in their field. Their supervisor was very popular with the crew, and they had always gotten along very well together. They had mutual respect and confidence in each other. The manpower commission which had been set up to try and take steps to alleviate the critical labor

Choosing the  
Right Action To  
Meet  
Objectives



shortage, decided that the landscaping project could be discontinued. The supervisor was told that his crew would be disbanded, that he himself would be moved to a new job. Rumors of this change immediately spread to the crew, and there was considerable hostility to the plan. The supervisor decided that he had better talk to the crew at once and try to secure their cooperation in making the change. He called the crew together and told them in detail what would happen and just why it was being done. He gave each member of the crew a chance to express his own opinion. He then defended the plan and tried to show the crew that it was for the best interest of the entire community. He asked them to help him in working out a detailed plan for discontinuing the landscaping project and for trying to get community cooperation and planning to at least maintain the work which had already been done. The crew finally agreed that in the long run and because of the serious labor situation, their project probably should be disbanded. With the supervisor they worked out details for discontinuing the project, and with their enthusiasm for their work they were able to organize block volunteer committees to help maintain the work which they had already done. The supervisor went with each of the workers to the Personnel Office and put in their files personal letters of recommendation. In consultation with the Personnel



Officer he helped each of the crew get another job to his liking. When the landscaping project was discontinued, there was no trouble with the workers, and they were extremely cooperative in finishing the work. In this situation the supervisor took positive action to prevent trouble. Let's see what his objectives were:

1. He wanted the workers to accept the new plan.
2. He wanted to maintain a smooth running crew until the project was disbanded.
3. He wanted to carry out the new policy.

Now what were the facts in this case?

1. There was high morale in his crew.
2. The unit was to be disbanded.
3. There was strong loyalty to him.
4. The plan was going to be unpopular.

Now he was ready to weigh and decide what action to take. He had these choices:

1. He could say nothing to the crew.
2. He could talk to the crew and tell them he did not like it either but it was orders.
3. He could try and secure the cooperation of the crew in putting the plan into effect.

He decided on the latter action because this way he could gain his objectives. The crew did continue to work until the section was disbanded. He maintained the high morale of the group. They accepted the new plan and cooperated in putting it into effect, and the agency's policy was carried



out.

Supervisor  
has Major  
Responsibi-  
lity for  
Improving  
Relations

We have taken just three situations and analyzed them in terms of this method. Practically any labor relations problem which comes up can be analyzed this way. If you have any situations, suppose we try and apply this method and see what would be the best action to take. This method of analysis and the principles of good job relations we talked about have to be practiced constantly in order to be effective. You cannot improve job relations overnight nor can you change your own attitude and that of the workers within a few short days. You, however, are the supervisor and must lead the way. The primary responsibility for improving relations rests with you. By and large the workers will follow your lead. I would suggest that you supervisors arrange to meet together regularly and discuss your problems together to enable you to get some practice. In using this method of handling worker-supervisor problems, if you pool your common experiences and ideas, you can be of great help to one another.

Need for  
Cooperation  
and  
Continued  
Effort

For the past several days now, we have talked constantly about labor relations problems. We have talked about your place in the organization, your responsibilities as a supervisor, the importance of good relations,



workers, the absolute necessity for racial tolerance. We have tried to analyze those conditions in the center which affect labor relations problems and which you must always keep in mind in any situation. We have talked about the basic principles of good job relations and about a method of handling job relations problems. We have covered a lot of ground in the last few days. We do not expect that as a result of these few hours of discussion, our labor relations problems will automatically disappear. This is a job which takes time, constant attention and cooperation from everyone concerned. Unless you truly want to improve your relations with your workers, no procedure or technique will help you. We believe that each of you is genuinely interested in the problems of the evacuees and of the operation of these centers, or you would not be with WRA. We hope that these discussions have been helpful. We hope that you will continue such meetings and discussions among yourselves. Furthermore, we hope that you will help the Administration by giving us the benefit of your experiences and your thoughts on this problem.