

INSTITUTE OF INDUSTRIAL RELATIONS BULLETIN

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Three Courses Being Planned For Union Members

Three special courses are being planned by the Institute for union members and officials. If sufficient interest is expressed by the labor community the courses will get under way in the next few months.

The suggested subjects are:

Labor Statistics in Collective Bargaining—a nontechnical course in the sources, methods of compilation, and uses of labor statistics, with special reference to their application to collective bargaining. Previous experience in statistics will not be required.

Reading Skills for Labor—a course to improve reading speed and comprehension and to train participants in how to discriminate quickly between the important and the trivial, the informative and the propagandistic.

The Psychology of Union Leadership.

Persons interested in enrolling in one or more of the above courses should write to the Labor Coordinator, Institute of Industrial Relations, 201 California Hall, University of California, Berkeley, or phone THornwall 5-6000, Extension 2571.

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For further information on current and future Institute programs for labor, see the "Items of Interest" column on page 4 of this issue.

Institute Authors' Books For White House Library

The books of two Institute authors have been selected for inclusion in the new White House library of significant works on American life:

The Rise of the National Trade Union (Harvard, 1955) by Lloyd Ulman, and *The CIO Challenge to the AFL* (Harvard, 1960) by Walter Galenson.

Compiled over a period of a year by a committee of scholars, librarians, and publishers, the total list of 1780 titles also includes *The Lean Years* (Houghton Mifflin, 1960) by Irving Bernstein, Associate Director of the UCLA Institute of Industrial Relations.

Supervisors' Series On Leadership Will Be Repeated

Owing to the volume of requests, the Institute's short course, "Human Factors in Supervision and Leadership," is being repeated this fall in Palo Alto. Tentative plans are also being made for a repeat in the spring.

The course is designed to provide some fundamentals of sound management practices for those who carry supervisory responsibility at intermediate levels. Emphasis is put on the problems faced by the technically trained individual in his role as a manager.

Six weekly sessions are held from 4:30 p.m. to 9:30 p.m., including dinner, and Certificates of Completion are awarded. Enrollments are limited to insure maximum opportunity for individual participation in discussions.

Samuel G. Trull, Ph.D., Industrial Management, and Donald G. Woodworth, Ph.D., Industrial Psychology, are conducting the fall course.

The course costs \$125, which includes books, other materials, and dinners.

For further information, phone Nancy Fujita, THornwall 5-6000, Extension 2571.

Central Labor Council Asks Attitude Survey

The Alameda County Central Labor Council has asked the Institute of Industrial Relations to consider a research project on the attitudes of members of affiliated unions to certain union problems.

The Council is concerned with how members feel about such questions as, "Have unions lost fighting spirit?" "Why don't members attend meetings?" "Do unionists understand labor principles?"

A subcommittee has been appointed to meet with Ulman: Council President Russell Crowell, Executive Secretary Robert S. Ash, Assistant Secretary Norman Amundson, and Steelworkers' Subdistrict Director Joseph Angelo.

Lloyd Ulman Appointed Institute Director

Lloyd Ulman, Professor of Economics and Industrial Relations, was appointed Director of the Institute of Industrial Relations July 1 on the expiration of the term of Arthur M. Ross.

Ulman has been a senior member of the Institute staff since 1958 and has participated in numerous community services programs.

Author of many articles and papers, Ulman has also written two books, *The Rise of the National Trade Union* and *The Government of the Steel Workers' Union*.

He is presently consultant to the President's Council of Economic Advisers, a member of the National Defense Executive Reserve, and the U. S. member of an international working party (under the Organization for Economic Cooperation and Development) which is studying problems related to wage changes and labor mobility.

Earl F. Cheit, Professor of Business Administration and Institute Research Economist, has been appointed to the position of Associate Director. Margaret S. Gordon will also continue as Associate Director.

Cheit is the author of the books, *Injury and Recovery in the Course of Employment and Medical Care Under Workmen's Compensation*, as well as articles in the fields of social insurance and industrial relations.

Pay Research Symposium Featured in Journal

A symposium on "Psychological Research on Pay" is featured in this month's issue of INDUSTRIAL RELATIONS, the Institute's journal. Nine experts on industrial psychology have contributed.

Also included are other articles by Milton Derber, Ralph and Estelle James, Kunio Odaka, and Harold L. Wilensky.

The February 1964 issue will present a symposium on "Labor Relations and the Kennedy Administration."

INDUSTRIAL RELATIONS is published three times a year. Individual issues are \$1.50. Subscriptions are \$4.50 a year or \$10 for three years.



CURRENT RESEARCH ACTIVITIES

Harold L. Wilensky, formerly of the University of Michigan, has joined the faculty of the University as Professor of Sociology and Institute Research Sociologist. He is completing a book on *Work, Careers, and Leisure Style: A Study of Sources of Social Integration*, to be published next year.

Three visiting professors are associated with the Institute this year: Richard G. Lipsey, Professor of Economics at the London School of Economics and former Advisor to the U. K. National Economic Development Council; David Smith, Professor of Political and Economic Science at Queen's University, Ontario; and Robert L. Aronson, Associate Professor of Business Administration at Cornell University. Professor Smith will be working on "Postwar Relationships Between Unemployment and Growth in Canada," part of the Institute's Unemployment Study.

Arthur M. Ross, Professor of Industrial Relations and Institute Research Economist, has been chosen to organize a 1964 conference on "Industrial Relations and Economic Development" for the ILO's International Institute for Labour Studies.

Thomas Mayer, Professor of Economics on the Davis campus, has received a part-time appointment to the Institute and will be working on "Occupational and Social Groups and the Permanent Income Theory."

Earl F. Cheit, Professor of Business Administration and Institute Research Economist, is on sabbatical leave in Europe this semester. He is interviewing business leaders in five countries in preparation for a nationwide conference of business administration faculty members to be held in Berkeley this January on the social, political, and legal environments of business. While in France in September he also presented a paper before the International Society for Labor Law and Social Legislation.

Raymond E. Miles, formerly of Stanford University, has been appointed to the School of Business Administration and the staff of the Institute; he has started a research project on "Types and Sources of Variations in Managers' Attitudes Toward Management Concepts and Practices."

Pauline Fong has joined the Unemployment Study group and will investigate certain causes of unemployment in the American economy.

INSTITUTE PUBLICATIONS

SPECIAL PAMPHLET

Ideological Obsolescence in Collective Bargaining

By Jack T. Conway

(Berkeley: Institute of Industrial Relations, 1963; free)

A special printing of a speech given last May before the Institute's Industrial Relations Conference. In this paper, the Executive Assistant to the President of the IUD of the AFL-CIO not only replies in a forthright manner to critics of the labor movement but also offers stimulating insights into the functions, limitations, and potentialities of contemporary collective bargaining, which he assesses in the light of probable rather than utopian alternatives.

BOOKS

Occupational Disability and Public Policy

Edited by Earl F. Cheit and Margaret S. Gordon

(New York: John Wiley & Sons, 1963; \$11.95)

Fourteen of the nation's leading authorities on workmen's compensation and social insurance examine and appraise public policy toward the occupationally disabled worker and explore new approaches and solutions. Among the subjects emphasized in the book are: alternative methods of compensating disability under workmen's compensation, private benefit programs, and social security; approaches to the problem of restoring the severely disabled worker to employment; methods of financing; the lessons of foreign experience; the problems of administration.

The Economics of Welfare Policies

By Margaret S. Gordon

(New York: Columbia University Press, 1963; \$3)

A discussion of some of the major economic issues associated with welfare programs. In an attempt to call attention to, and stimulate research on, important problems in the field of public welfare, the author traces the growth of public welfare expenditures, compares expenditures in the United States with those abroad, presents data on the income-redistribution effects of welfare programs, and considers in detail OASDI and unemployment insurance. Finally some important questions are raised regarding the role of welfare programs as "automatic stabilizers," their impact on consumption, saving, investment, and economic growth, and their present and potential importance in underdeveloped countries.

The Government of the Steel Workers' Union

By Lloyd Ulman

(New York: John Wiley & Sons, 1962; paperback, \$2.95)

One of a series of monographs on trade union government commissioned by the Center for the Study of Democratic Institutions and supported by a grant from the Fund for the Republic. The present book analyzes the governing institutions of one of the largest and most strategically located trade unions in the United States and treats with considerable thoroughness the union's decision-making processes. In assessing the Steel Workers' Union from the point of view of democracy in government, the author finds both favorable and unfavorable characteristics.

RECENT REPRINTS

Technological Levels and Labor Resistance to Change in the Course of Industrialization, by Walter Phillips (No. 201)

Hoffa's Acquisition of Industrial Power, by Ralph and Estelle James (No. 202)

Professionalism and Occupational Associations, by George Straus (No. 203)

The Sociology of Marxism, by Seymour Martin Lipset (No. 204)

The Labor Policy of the Kennedy Administration, by Lloyd Ulman (No. 205)

The Personnel Administrator and Technological Change, by Ida R. Hoos (No. 206)

The Value Patterns of Democracy: A Case Study in Comparative Analysis, by Seymour Martin Lipset (No. 207)

(Single reprints free; additional copies, 20 cents each.)

CURRENT PROBLEMS:

KENNEDY ADMINISTRATION'S LABOR POLICY

Lloyd Ulman

(The following is a condensation of some of the main points made in speeches this month before the Institute's labor and personnel administration seminars.)

The Kennedy Administration has sought to provide conditions conducive to the stability and extension of collective bargaining and at the same time to set limits on the exercise of the bargaining power of trade unions.

This policy has emerged from what originally were largely independent efforts in different policy centers, no two of which had identical interests in the area of industrial relations.

The policy centers

The involvement of the Council of Economic Advisers stemmed from its concern with the objectives of "full utilization of manpower and other productive resources, faster growth in the capacity to produce, balance of payments equilibrium, and price stability."

Unlike the Advisers, the principal policy objectives of the National Labor Relations Board lie within the arena of industrial relations. And as Gerald A. Brown, one of the members appointed by President Kennedy has put it, "The NLRB is charged with the promotion of a public policy which is, in essence, the encouragement of collective bargaining . . ." The "Kennedy Board" has proceeded to act on the basis of this policy.

Many persons would hold that, given the goal of full employment, the additional objectives of price stability and extended free collective bargaining are, in principle, incompatible. Former Secretary of Labor Goldberg, however, apparently based some of his policies on the premise that the two latter objectives could be regarded as complements.

The Kennedy Board

The National Labor Relations Board has set about seriously to encourage the practice and procedure of collective bargaining. Thus, while continuing to uphold the right of nonstruck employers in a multi-employer bargaining unit to lock out, it denied such employers the right to continue to operate with temporary replacements. It reversed the old Board in ruling that the agency shop is a permissible form of union security arrangement under Section 8(a)(3); the diversity of recent experience in the aerospace missile industry, where Douglas granted the agency shop, while the unions lost union-shop elections in Convair, North Ameri-

can, and Ryan suggests the potential importance of the forthcoming Supreme Court ruling on this issue. In some instances in which employers had closed down operations for antiunion reasons, they were ordered to reopen and reinstate discriminatorily laid-off employees with back pay. At the same time, the Board found that a 1959 amendment barring "hot cargo" clauses does not automatically bar all agreements prohibiting the subcontracting of work. In a number of cases, the Board found unilateral action by employers in raising (or lowering) wage rates or effecting improvements in other conditions of employment without prior negotiation to be derogatory of the unions involved and unfair.

In extending the maximum period of time during which a labor contract can bar a representation election from two years to three (in the case of contracts of at least three years' duration), the Board has tended to make signatory unions more secure in their existing employer relationships. At the same time the ability of unions both to strengthen existing relationships and to extend their areas of recognition have been legally strengthened by a series of decisions on picketing. Statutory barriers to picketing were interpreted or reinterpreted with sufficient liberality so as not to exclude all picketing of a neutral employer's premises (including consumer picketing). Picketing to induce a nonunion employer to raise his wages to levels prevailing in the area or to compel the reinstatement of a discharged employee was held not to be illegal *per se*; even picketing with an object of obtaining recognition was approved if it is also intended to inform the public that the employer is nonunion and if it does not interfere with deliveries.

While the fetters on certain types of union activity have been loosened, employers have been told that they must be a bit more unobtrusive around election time. Statements that union victories may result in loss of work are no longer regarded "*per se*" as protected campaign oratory. Racial appeals to voting employees are still permitted, but they must now be truthful, relevant to legitimate campaign issues, and not so inflamed as to threaten a reasoned basis for electing or rejecting a bargaining representative. Nor may an employer deny a union equal opportunity to reply to a (lawful) anti-union speech if he has been enforcing a rule prohibiting union solicitation on company premises. More conducive to these union electoral victories than these

and other legal prohibitions on employer activity, however, was the Board's delegation to its 28 regional directors of the power to determine bargaining units and to direct, supervise, and certify the results of representation elections. As a result, it was estimated, the average delay between a union request for an election and an NLRB order directing an election was reduced from over 90 days to about 44.

Goldberg's approach

The President appealed to the nation in his Inaugural Address for a sense of national purposefulness and willingness to forego private gain; in so doing he furnished the basis for two of his first Secretary's distinctive contributions.

The first was the establishment of the President's Advisory Committee on Labor-Management Policy, the twofold purpose of which "is to help our free institutions work better and to encourage sound economic growth and healthy industrial relations." Its report on "sound wage and price policies" has not yet emerged. However, in a report on "Free and Responsible Collective Bargaining and Industrial Peace," it agreed that collective bargaining should be responsive to the public interest, but agreed even more emphatically that, "We are opposed to any governmental imposition in peacetime of substantive terms and conditions of employment."

The problems involved in attempting to secure both "responsible" behavior and a "sound" wage-price policy became clear in connection with the Administration's second innovation—relatively frequent, though selective, interventions by the Secretary in industrial disputes. While occasionally minimizing the role of intervention, he stressed the necessity for avoiding strikes where the national interest was affected, upheld the Administration's right to "assert and define the national interest," and argued that government mediators, in addition to assisting in keeping the peace, should provide guidelines to the parties to insure that the settlements reached took into consideration the interests of the parties as well as the public.

The latter approach, of course, leaves two questions unanswered: If the mediators find their range of alternatives restricted by economic considerations, might they not be rendered less efficient in their traditional role of peacemakers? How can we be sure that peaceful settlements, arrived at without mediation, will reflect the public interest?

(Continued on page 4)

ITEMS OF INTEREST . . .

Kennedy's Labor Policy

(Continued from page 3)

Fall Labor Program

Three special programs for the labor community are now being planned for this fall or early spring.

A seminar on issues in labor law will cover: the Taft-Hartley Law; the Landrum-Griffin Law, especially the reporting provisions; comparisons of federal and state labor laws; the jurisdictional strike act in California, its uses and misuses.

One-day conferences for federal and state employees. The latter will concentrate on current legislation affecting state employees.

The Institute's annual Railroad Employees' Conference. Tentative topics are:

1. What was the public's choice—strike, seizure, compulsory arbitration?
2. Possible future legislation.
3. Public reaction to the rail problem.
4. The prospects for rail unions.
5. The future for union-management relations in the railroad industry. Will "minor" issues be settled by collective bargaining? What happens after two years?

Dates for these programs have not yet been finally set. For further information, phone Nancy Fujita, THornwall 5-6000, Extension 2571.

New Business Manager

Margaret G. Frantz, Institute staff editor, has been appointed Business Manager of the journal, *INDUSTRIAL RELATIONS*.

Personnel Administration

The Personnel Administration Seminar, designed by the Institute to develop a more active relationship between Bay Area personnel managers and the University faculty, will meet monthly for dinner during the academic year. Now in its fourth year, the Seminar affords participants an opportunity to explore and evaluate new developments in personnel administration.

The first meeting of the fall was held October 8 at Gino's restaurant in San Francisco. Lloyd Ulman, new director of

the Institute, spoke on "The Labor Policies of the Kennedy Administration."

Notices regarding the November 6 meeting will be sent out shortly. Inquiries should be addressed to George Strauss or Lyman W. Porter at the Institute.

Monthly Labor Seminars

Monthly luncheon meetings for East Bay and San Francisco union representatives will be held as usual during the academic year.

Lloyd Ulman, Institute Director, addressed the two October meetings on the labor policies of the Kennedy Administration.

I.R. Alumni Association

A dinner meeting of the Industrial Relations Alumni Association will be held at 6 p.m., October 21, in the Lewis-Latimer Room of the Men's Faculty Club, Berkeley campus.

V. Wayne Kenaston, Assistant Regional Director of the Federal Mediation and Conciliation Service, will speak on "Have We Gone Too Far in Industrial Relations" and "Future Trends of the FMCS." A question and answer period will follow.

Dinner will be \$3.50 and reservations should be made in advance. Members may bring guests.

Union Printers' College

A one-day college for printers was held October 5 in cooperation with the San Francisco Typographical Union.

Guest speakers included Russell A. Wagle, President of Local 21, "Scale negotiations"; Elmer F. Brown, ITU President, "Union mergers in the graphic arts"; A. R. Tommasini, Superintendent of the University Printing Department, "New processes and creative printing"; John F. Shelley, Congressman; the Rev. Hamilton T. Boswell, Co-Chairman of the Church-Labor Conference, "Freedom and jobs"; Harry Bridges, President of the ILWU, "The longshore automation agreement"; Mike Ford, RCA representative, "Computers in printing."

The guidepost problem

In defining "the national goal," the Council of Economic Advisers followed their predecessors in endorsing wage restraint and the (over-all) productivity principle.

I do not believe, however, that such a set of general appeals can effectively modify private behavior; not only because the conduct urged would run counter to immediate self-interest but also because, even with the best will, the parties would probably require expert official translators of the instructions. Furthermore, some of the problems would seem to require political solutions.

For example, with the possible exception of basic steel, there are no major industries for which reliable data on hourly employment costs exist, figures essential for calculation of price changes. Selection of measures of productivity for evaluation of wage and price decisions also presents problems.

The "departures" from the general guideposts also entail data problems, and they raise conceptual problems as well. For instance, on the wage side, modification requires availability of measures of excess demand and full-employment excess supply in order to indicate by how much wage increases in specific industries may increase or fall short of the increase in over-all productivity.

These and other problems are not insoluble, but it is evident that a complex wage-price policy cannot be self-enforcing. In summary, the guideposts fall considerably short of satisfying what might be regarded as four essential conditions for the success of such a policy in peacetime in a democratic country. These are: (1) that the policy be based upon a small number of mutually consistent and broadly accepted principles; (2) that it be capable of objective measurement; (3) that it entail a minimum number of predictably adverse side effects; and (4) that it be enforceable.

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