



The
Institute of Industrial Relations
University of California
(Berkeley)

IR

A Report on:
Research
Training
Community Activities
1973 — 1974

REPORT ON
RESEARCH ● TRAINING
and
COMMUNITY ACTIVITIES

1973-1974

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During the academic year 1973-74, Associate Director George Strauss served with characteristic devotion and effectiveness as Acting Director of the Institute during the absence of Lloyd Ulman, who was on sabbatical leave. The Report (except for one page) was prepared under his direction.

INSTITUTE OF INDUSTRIAL RELATIONS

Advisory Committee

1973-1974

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Professor of Business Administration

“Complete understanding in this controversial field of human relationship [labor relations] will never be brought about by legislation alone. Such understanding can come only in the course of collective bargaining by people who appreciate the common benefits to be derived from open and honest labor-management relationships. Such relationships will always be more dependent upon human relationships than upon law. The techniques in this field are at least as important as those in the fields of business management and technological advancement for which our schools offer special training. It is, therefore, my recommendation that there be established in the University of California, with adequate appropriation therefor, a School of Industrial Relations for the training of those who have the vision and the urge to learn what can and should be the guideposts to advancement in this important field.”

Excerpt from the Biennial Message of Earl Warren,
Governor of the State of California, delivered to the
Senate and Assembly in Joint session January 8, 1945.

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INTRODUCTION

The Institute of Industrial Relations is more than 25 years old. Charged by its mandate with the triple mission of faculty research support, graduate student training, and community service, it strives to meet its original responsibilities as well as to move into new areas of public concern. For example, during the last few years, there has been increasing interest in the nature of the workers' jobs and their health and safety. In response to these challenges, a number of our projects last year involved the quality of work life and occupational health and safety.

Meanwhile, significant progress continued with our older activities. As California gradually works its way into public employee bargaining, our California Public Employee Relations project has become established as a clearinghouse for research and information. Our pioneering Labor and Urban Studies program – designed originally to train minorities for labor and community work – has extended its operations from its original base in the East Bay and San Jose and now offers classes through three community systems. On the research front, we saw a resurgence of collaborative work. Three separate research teams (two cutting across traditional departmental lines) worked on significant problems – one on the behavioral impact of worker discontent, another on organizational strategies in changing environments, and a third on leadership and communications in developing organizations.

Recent activities have tended to blur the traditional distinction between research and community relations. Today it is more realistic to think of our work as moving from basic research through applied research and demonstration community service projects which combine both education and research in conventional educational classes. In this process, education and research build upon each other.

For instance, Professor Raymond Miles' interest in organization development has led to community-oriented work with governmental agencies and also to case material for a forthcoming book and to a major revised article. Similarly, Professor Lloyd Ulman's sabbatical research on collective bargaining and the multinational corporation will contribute to a conference planned for fall as well as to at least one publication. And Professor R. A. Gordon's research on manpower policy has already had impact on Washington policy-making circles. Conversely, we anticipate that our occupational health and safety program, although initially concerned with education, will eventually generate significant research.

Given these developments, this year's Report abandons our traditional separate discussions of research and community service. If in so doing, we may unintentionally downplay the key roles played by our Center for Labor Research and Education and of our Management Coordinator in pulling these various activities together, that is the opposite of our intention.

QUALITY OF WORK LIFE

Recent years have brought increasing concern with the "quality of work life" and the question of whether we face a growing crisis if younger, better educated, and more affluent workers reject the boring, unchallenging jobs which are characteristic of so many lines of work. During 1973-74, the Institute undertook several projects which combined research and community relations in this area.

This is not a new Institute concern. Since 1970, Professor Karlene Roberts (Business Administration) has published a number of articles based on her work in this field. In the winter of 1972, Professor George Strauss (Business Administration) was commissioned by the U. S. Department of Health, Education and Welfare to write a critical review article on the subject; this served as a background paper for a widely cited HEW report, *Work in America*. (The Strauss contribution will appear in a collection of background papers to be published by MIT Press.)

Research Efforts

To help define our interest, an informal seminar was convened. It consisted of Professors Lloyd Ulman (Economics), Milton Blood (Psychology), Raymond Miles (Business Administration), Roberts, Strauss, Arnold Tannenbaum (visiting from the University of Michigan), and Sheldon Zedeck (Psychology). One outgrowth of this seminar, which met regularly during 1972, was a Ford Foundation grant to an interdisciplinary team composed of Ulman (Principal Investigator), Strauss, and Professor Robert Flanagan (visiting from the University of Chicago).

The Ford grant was for a study to discern any behavioral manifestations of increasing discontent. The team reasoned that if worker discontent had risen sharply, as some alleged, this discontent would have some impact on conventional economic and behavioral measures such as productivity, quit rates, strikes, absenteeism, and accidents. The study consisted of three parts:

1. An explanation of job satisfaction in terms of economic theory.
2. A series of regression analyses of standard measures of quits, strikes, absenteeism, and accidents.
3. A reanalysis of available attitudinal data.

Among the findings of this work:

1. Theoretical analysis might lead one to predict increased worker dissatisfaction, but the changes which have occurred in quit rates, etc., can generally be explained by conventional causes such as those found in employment levels and in the age-sex composition of the work force.
2. Possible shifts in attitudes can be largely explained by demographic changes. For instance, the number of younger workers has increased and younger workers traditionally are less satisfied than their elders.

A full report of this study was submitted to the Ford Foundation under the title, *Worker Discontent: Where is the Problem?*; a shorter version appeared in the May 1974 *Industrial Relations*.

American Assemblies

Strauss participated in a Department of Labor panel to plan research and also as a member of the planning committee for an American Assembly. For the background volume prepared for this Assembly, held in New York in November 1973, he wrote a piece, "Workers: Attitudes and Adjustments" (which appeared in Rosow, ed., *The Worker and the Job*).

Upon completion of this conference, the Institute organized the Western Assembly on the Changing World of Work (which was supported by the Ford Foundation through the American Assembly) at Carmel May 30 - June 2, 1974. The 65 participants represented the three Pacific Coast states and included leaders in labor, management, academia, and various forms of communications. As is typical of American Assemblies, most of the work took place in committees. Major speakers included Leonard Woodcock, President, United Automobile Workers; Louis Lundberg, retired Chairman of the Board, Bank of America; and George Daoust, formerly Deputy Assistant Secretary, Manpower and Utilization, U. S. Department of Defense. The conference attracted considerable public interest.

Involving Workers

The Institute's concern about quality of work life has extended beyond the traditional areas of research and conferences. The Institute's Center for Labor Research and Education has long been aware of a need to expand opportunities for the participation of trade unionists in the dialogue that has ensued around the research in job satisfaction. Two specific efforts in this direction include: (a) an American Assembly for workers only and (b) a series of worker exchanges which will enable teams of American trade unionists to work abroad in experiments aimed at reorganizing work and "humanizing" the workplace. Both projects are financed by the Ford Foundation.

Workers' Assembly. Our first American Assembly attracted *leaders* who discussed the workers' plight, but no blue-collar workers took part. To remedy this omission, a second conference will be held for *workers* only (with a few outside discussion leaders and observers). The Western Assembly of Workers on the Changing World of Work is scheduled for September 27-29, 1974 in Palo Alto. Participants have been selected from a broad cross-section of industries and occupations, balanced by race, age, and sex considerations. They have been drawn primarily from trade unionists currently enrolled in the Labor Center's pioneering program in Labor and Urban Studies (discussed below). As in the previous Assembly, discussion will focus on: What is going on in the workplace? What kinds of changes are most urgently needed? What are the relative responsibilities of unions and management?

One result of this conference will be publication of a short book reflecting its discussions. According to current plans, chapters will be written by worker-participants, by academicians, and by journalists who attend the meetings. Harry Bernstein, Labor Editor of the *Los Angeles Times*, will serve as General Chairman. Assuming the conference as a whole can be treated as a group interview, the final product could be viewed as a comprehensive statement of worker views on critical issues, a fleshing out of bare statistics on worker attitudes.

Workers' exchange programs. Subject to final Ford Foundation approval, we plan to send three teams of workers abroad to sample the experience of European counterparts working under conditions different from their own. One team will consist of six nurses, who will go to London to assume considerably broader responsibilities than they generally have in the United States. A team of American dock workers will go to Rotterdam, where longshore work in this highly integrated port has undergone many changes with the advent of containerization. The third team, unlicensed seamen, will experience how work has been reorganized along craft lines on a Norwegian ship so as to enhance the effectiveness of seagoing work.

Each team will be accompanied by a guide-reporter, who will help the members organize their experiences for reports. The exchange reports, in various forms, would be disseminated to labor organizations and universities to encourage and facilitate greater involvement of labor in workplace-organization issues.

OCCUPATIONAL HEALTH

Passage of the federal Occupational Safety and Health Act of 1970 and recent revelations of the long-term health hazards created by such substances as asbestos and poly vinyl chloride (PVC) have focused public attention on occupational health and safety. Experience suggests that efforts to solve problems in this area must be made by government, employers, unions and employees; the Institute's Center for Labor Research and Education is involved in a pioneering project to mobilize unions and workers to reduce occupational health hazards.

Staffing

The academic year 1973-74 was devoted largely to planning. By August 1974 a four-member team was at work under the leadership of Don Vial, Chairman of the Center, and Bruce Poyer, Coordinator with the Center. The team includes two health researchers: Dr. Philip Polakoff, who came to the project from the National Institute of Occupational Safety and Health, where he studied health problems in workplaces throughout the world, and Professor Leo Seidlitz, a health research scientist on partial leave from the U. C. Medical Center in San Francisco. Also on the team are Morris Davis, a lawyer and experienced health journalist with a Master's degree in public health, and Robert Fowler, a trade union official with a broad background in health and safety education. Dr. Donald Wharton, an internist with a Master's degree in public health and a co-ordinator of the national Medical Committee on Human Rights, will join the program next year.

Dr. Fred Ottoboni, industrial hygienist with the Bureau of Occupational Health in the State Department of Public Health, served as consultant during the last half of 1973. Two third-year law students, Shirley Woo and Ann Trebilcock, assisted in preparation of a booklet, *Rights and Responsibilities of Employees Under CAL/OSHA*, which was published by the Institute and then reprinted in a 12,000-copy edition by the federal Occupational Health and Safety Administration for distribution throughout the state.

Activities During 1973-74

During the academic year, the project operated under a Ford Foundation planning grant. In addition to planning, a number of activities occurred including a conference on occupational health held in San Francisco in November 1973. It was attended by 350 trade unionists from all over California who were alerted to the importance of seeking out occupational hazards and were urged to provide the Center's project with information and contacts.

Besides publication of the booklet, previously mentioned, the project mailed a questionnaire to 975 northern California union and labor organizations asking them to identify occupational safety and health needs. At the same time staff members spoke on a variety of health and safety subjects before labor audiences throughout the state and offered consultations on such subjects as microwaves, pesticide standards, and grain fumigants. Six labor classes, with a total of 365 students, were offered occupational health information while on-campus contacts were made with faculty members in a wide range of disciplines with expertise in this field.

Important to the project's development was the establishment of a 25-member advisory committee composed of representatives from organized labor, the academic-professional community, and public agencies involved with worker health and safety.

Plans for the Future

The project has three functions: education, applied research, and technical assistance. Education will be emphasized during the first year. Under this heading are planned several one-day conferences for shop committeemen, a major conference for all trade unionists in California, specialized courses to be offered through unions, and the publishing of a monthly newsletter focusing on occupational health developments and offering information on specialized publications.

The project will serve as a clearinghouse for the experiences of unions and workers with state and federal agencies in securing health and safety in the workplace. It will also follow up and report on the administration of these agencies, including their enforcement practices, policies and standards. The staff will work closely with union committees concerned with health and safety, as well as pay attention to the problems encountered by workers in nonunion establishments.

Three demonstration and applied research projects have been developed. One will stress offering education and technical assistance using existing research. Another will concentrate on a situation where a potential health hazard requires documentation; here, assistance will be rendered by developing the expertise and funding necessary to carry out research. The third will involve use of monitoring equipment or diagnostic physical screening exams in a work situation where the union must rely on the occupational health project for technical assistance beyond its capacity to organize or purchase.

COLLECTIVE BARGAINING AND LABOR HISTORY

Collective bargaining and labor history have been among the Institute's main interests throughout its history. As collective bargaining has developed, so have the areas of our concern. Among the frontier areas to which collective bargaining has only recently been extended have been the multinational corporation, professionals, and the government. The Institute has become involved in research and in conducting conferences in all three areas. Our activities with regard to the government sector are described in a separate section. Here we will note our research on multinational corporations and the professions, as well as in a variety of other areas.

The Multinational Corporation

Professors Ulman (Economics) and Flanagan spent the year in research on the prospects for international trade unionism and collective bargaining stemming from the growth of giant multinational corporations, especially in manufacturing. There is considerable belief that the existence of these organizations should stimulate cooperation among unions in various countries and the growth of international collective bargaining. Such expectations have been nourished by the generally perceived need to subject such corporations to some restraints, by the absence of international checks on their authority, and by the historical analogy that as companies extend their scope from local to national levels, unions extend their scope similarly.

Ulman worked on this subject while on sabbatical leave as a Visiting Fellow at All Souls College, Oxford. (His work was also supported by the Institute of International Studies.) His project has relied on both quantitative information and interviews with union officers and management officials in Europe. He sought to identify — under the headings of incentives, barriers, and alternatives — those factors strategic in determining the probability of union activity or bargaining occurring on an international scale. Certain incentives which impelled unionizing within national frontiers exist currently on an international scale; and they are joined by other conditions conducive to multinational unionism. But some incentives of historic importance are lacking; certain barriers exist — or are alleged to exist; and some novel national alternatives seem to be emerging in Europe. Thus the evidence of international counterparts of national unionism and bargaining has been to date sparse and inconclusive.

During Flanagan's year at the Institute he wrote an essay on the topic and completed extensive editorial work (with Provost Arnold Weber, Carnegie-Mellon University) on the proceedings of a conference held in May 1973. This volume, which will be published by the University of Chicago Press in Fall 1974 under the title *Bargaining Without Borders: The Multinational Corporation and Industrial Relations*, deals with the main issues as the editors see them.

The first part provides a background on the prospective growth of multinational enterprise against which industrial relations issues can be assessed. The second part deals with some major problems posed by the interaction of industrial relations systems when firms go abroad. It considers both the actual impact of multinational corporations on the conduct and stability of industrial relations in major host countries and alternative management approaches to multinational industrial relations and union strategies in source and

host countries. Flanagan's own essay stresses how union and management strategies should be analyzed primarily in terms of reasons why companies go multinational in the first place. He argues that this is not the typical case of the *runaway shop*.

Finally, the Institute is planning a Fall 1974 conference on the growth and future development of the multinational corporation with stress on labor relations, although other areas will also be considered. Tentative co-sponsors include the School of Business Administration and the World Trade Club in San Francisco.

Professionals

Professionals remain the largest, single, nonunionized group of workers in America. Many efforts have been made to organize them, and with more and more of the American workforce shifting from manufacturing to service industries, many occupations are adopting the customs and strategies of professions. For these reasons Samuel Haber (History), who has been working in this area, argues that the history of the professions has become almost as important as the history of trade unionism for the understanding of America's work culture. Haber's research begins with 1750 and the transfer of British professional institutions to America; it ends in 1900 when the pattern of modern professionalism was set.

During 1973-74 he directed his attention primarily toward the last decades of the 18th and 19th centuries. The end of the 19th century is of particular interest because it was then that professionals, in large numbers, worked within bureaucratic settings. The engineers and the college professors were the principal instances of this new development.

A somewhat different approach to professionalism was represented in a two-day national conference held in April 1974 by the Institute and the Union of American Physicians regarding "Doctors' Unions and Collective Bargaining." Currently, three groups of physicians are attempting to engage in various forms of collective bargaining. These include: (1) house staff, i.e., interns and residents working in teaching hospitals; (2) salaried physicians working in governmental hospitals and agencies; and (3) private practitioners concerned with their relations with public and private insurance programs. Over 100 persons in medicine attended the conference, with a widespread representation from various parts of the country. The conference proceedings, to be published by the Institute, will provide valuable information about this form of unionism.

Collective Bargaining and Labor Law

During 1973-74 Professor David Feller (Law) completed his service as Secretary of the Section of Labor Relations Law of the American Bar Association. In that capacity he edited the reports of the committees of the Section, describing and summarizing the developments in labor relations law during the prior calendar year and delivered one of the principal addresses at the Section's annual meeting. The address, analyzing the labor law decisions of the U. S. Supreme Court during the 1972 Term, was published in the 1973 *Labor Relations Yearbook*.

Bay Area Oral History

The Bay Area labor community has renewed interest in oral histories, which absorbed considerable time and energy of the Institute in the past. In consultation with

present and retired executive officers of the Alameda County and San Francisco Central Labor Councils, the Labor Center has embarked upon a series of group recordings which have focused on the unique role assumed by Bay Area Central Labor Councils in developing collective bargaining relationships and resolving impasses through "adversary mediation." Historically, the "power base" established through this role has distinguished Bay Area Central Labor Councils from comparable bodies in the U.S. An initial day-long session was recorded late in May, covering activities in and around the Alameda Central Labor Council during the late 1930's and World War II years. Participants included retired leaders of the ILWU and Teamsters, as well as retired officials of AFL-CIO unions active during this critical period in the Council's development. A similar session, covering a comparable period in the history, is planned with the San Francisco Labor Council where "adversary mediation" has been developed very fully. Contingent on the availability of funding, follow-up sessions are planned to examine the process in operation, focusing on some major disputes in the history of Bay Area labor relations. In turn, concluding sessions will look at the collective bargaining role of Bay Area Central Labor Councils today.

Classes on Collective Bargaining

Educational programs concerned with collective bargaining constitute a substantial portion of the program offerings of the Center for Labor Research and Education. Accredited courses in collective bargaining, negotiated fringe benefit programs, and grievance procedures have been integrated into the core curriculum of the Labor and Urban Studies Program discussed elsewhere. Seminars and conferences dealing with collective bargaining developments and tailored to the needs of co-sponsoring labor organizations occur frequently. Particularly noteworthy have been several week-long, residential institutes conducted on the Berkeley campus with the AFL-CIO Labor Studies Center in Washington, D.C. Designed for full-time staff officers, one institute covered both the content and strategies of bargaining and included a collective bargaining game which spanned most of the week. Another institute focused on negotiated fringe benefit developments with emphasis on public policy issues in health care and pensions. Two additional institutes in the series were specially designed for building trades business agents. Some 65 building tradesmen, who participated in these week-long programs, examined in depth the collective bargaining impacts of major developments in the construction industry. Particular attention was given to the impacts of union wage policies, affirmative action requirements, increases in nonunion construction, changes in the structure of the industry, and environmental considerations.

PUBLIC EMPLOYEE RELATIONS

Collective bargaining, widely accepted in the private sector during the 1930's and 1940's, did not spread into the public sector until the 1960's and it is still evolving. In contrast to the private sector, regulation of collective bargaining in the public sector has been left largely to individual states and a variety of patterns has developed. Because of the unique nature of California law, our Institute (along with our sister Institute in Los Angeles) has helped to play a key educational role in its development and application.

The California Public Employee Relations (CPER) program is the Institute's primary activity in this area and, measured in terms of manpower, was our largest single activity during 1973-74. CPER is an integrated program of data collection, research, publication and training. In addition, during 1973-74 the Institute sponsored two successful public conferences concerned with public employee relations, and Professor Jan Vetter (Law) conducted an independent study of the impact of affirmative action policies in higher education.

This project was introduced in January 1969 in response to many requests from public sector labor and management practitioners for information as to California public employee relations unavailable from other sources.

Increasingly, its resources have been used by the academicians and students researching this newest major development in the general field of labor relations. California was, and still is, caught up in the turmoil common throughout the U.S. as public servants organize and public agencies attempt to adjust to the problems involved in bilateral decision-making. More than a million public employees are employed by several thousand public agencies in the State of California. In the 1960's, the Winton Act, which defines the legal obligation of school districts in employer-employee relations, and the Meyers-Milias-Brown Act, which governs relations in local government, ushered in a period of unprecedented employee organizing efforts, negotiations, strikes, and litigation. The permissive nature of the legislation has caused a multitude of problems for parties unaccustomed to bargaining, but it has also stimulated as wide a range of experimentation with employee relations as can be found anywhere in the nation.

Our CPER Program, directed by Betty Schneider, is not only unique in California, it is the only one of its kind in the U.S. CPER attempts to anticipate and provide for the information and training needs special to public sector employee relations. This goal was pursued in a number of ways during 1974, including (1) acquisition and storage of information; (2) research and dissemination of information, including publication of the quarterly reporter, *California Public Employee Relations (CPER)*; (3) education programs; (4) follow-up of a specially funded program to train neutrals for use in the public sector; and (5) development of a special project on affirmative action problems in the public sector.

Acquisition and storage of information. CPER Librarian Clara Stern continues to add to a comprehensive collection that now includes more than 100 court decisions and briefs involving all California public employee relations litigation in the past five years; state laws and local agency policies governing labor relations; decisions of third-party neutrals; formal agreements; legislative bills; the periodicals of public agencies and employee

organizations, etc. In addition, five major state newspapers are clipped daily. The information is made available to those doing research for the magazine, *CPER*, and those coordinating education programs, as well as practitioners, lawyers, professional neutrals, faculty, students, and visiting scholars.

Research and dissemination of information. CPER staff members participate in labor and management programs throughout the state and respond daily to questions of practitioners and others. However, the major source of continuing information is the quarterly, *California Public Employee Relations*. Enthusiastic response to early issues enabled *CPER* to be published regularly on a subscription basis. *CPER* circulation averages about 1,300 subscribers, and a sharp increase is expected if a new bargaining law is passed following the November 1974 election.

CPER includes analytical articles on subjects of immediate relevance to practitioners; a news section which reports significant developments at all levels of government; an open forum which encourages readers to write in; and a documents section, in which important court decisions, agreements, etc., are reprinted.

Betty Schneider is editor. Bonnie G. Cebulski, a recent graduate of Boalt Hall Law School, is assistant editor. In addition, *CPER* is staffed by Clara Stern, a half-time librarian; Hazel Grove, circulation manager; and David Bowen (education editor), who is completing a Ph.D. thesis on *Public School Collective Bargaining: A Multilateral Analysis*. Two academic experts in public sector problems from nearby institutions serve as consultants, researchers, and writers – Professors Paul Staudohar (Business and Economics, California State University, Hayward) and Marion Ross (Economics, Mill College).

Education programs. Research and publication are essential to the educational programs presented through the community services branch of the Institute: the Management Program and the Center for Labor Research and Education. CPER data, analyses, and news reports support practical instruction. In addition, the CPER staff assists in training programs in the public sector, the CPER program has been the training ground for several higher degree candidates who plan to specialize in public sector problems.

Training neutrals for the public sector. In 1972-73, the U. S. Department of Labor's Division of Public Employee Relations provided funds for the Institute's development of a one-year pilot program to train neutrals for the public sector. Goals were: (1) to meet increased demand for arbitrators, mediators, and factfinders as collective bargaining expands and (2) to alter the composition of available neutrals, which at the time in California included only three minority members and no women.

The program, successfully completed in July 1973, included six months of academic training and six months of apprenticeship conducted in cooperation with public sector practitioners. Seventeen persons completed the course, thereby increasing by 14 the number of available minority neutrals and increasing by 8 the number of female neutrals.

The Institute continued to be involved with the trainees for the 1973-74 year, although the follow-up grant was administered by the American Arbitration Association. In cooperation with the AAA, the availability of these specially trained people has been advertised. It was anticipated that the development of "acceptability" would be slow, but in fact

results have been encouraging. All have been placed on at least one panel; nine are on at least two panels. Nine arbitrations have been conducted by graduates.

Public agencies and affirmative action issues. In June 1973, the CPER program initiated a research project to provide public sector practitioners with practical information to meet current affirmative action requirements. Such practitioners have been hampered by the absence of a comprehensive collection of information and analytic literature. A reduction in staff in mid-year made it necessary to alter the delivery date, but it is now expected that a publication will be forthcoming in the spring of 1975.

Cooperation with other agencies. Throughout 1973, the CPER staff continued to cooperate closely with the Public Employment Relations Research Institute of Washington, D.C., on a proposed survey of public sector labor relations in California and Michigan. Assistance was also provided to the U. S. Department of Labor, Division of Public Employee Labor Relations, on preparation of a *Directory of Research in Public Labor-Management Relations*.

Conferences

Each year the Institute of Industrial Relations sponsors one or more public conferences concerning questions in the public sector. During 1973-74 there were two conferences.

Changing Bargaining Structures in the Public Sector. Over the past few years dramatic organizational changes have occurred, particularly on the employee side, as California's public sector adjusts to the demands of collective bargaining. There has been a substantial shift of membership from independent associations to AFL-CIO unions. In response, public employers have been seeking ways to join together to increase bargaining efficiency. On December 12, 1973, the Institute sponsored a one-day labor-management conference on "Changing Bargaining Structures in the Public Sector." Developments and experiments in California, implications for the future, and legal constraints on the evolution of bargaining structures were discussed by labor and management experts as well as educators and lawyers. Cyrus Smythe, Professor of Business Administration at the University of Minnesota, addressed the luncheon session on "Multi-Employer and Multi-Unit Bargaining in the Minneapolis-St. Paul Area."

Affirmative Action. In 1972 Congress extended provisions of Title VII of the Civil Rights Act of 1964 to public instrumentalities. Accordingly, it appeared useful to hold a conference dealing with equal employment opportunity and affirmative action issues. More than 100 representatives of California school districts, counties, cities, state agencies, and special districts attended the conference on "Affirmative Action in the Public Sector," held in San Francisco July 10, 1974. The conference focused on three major aspects: the applicability of court decisions in the private sector to the public sector; the validity of written tests as an employee selection device in the public sector; and equal employment opportunity operations as experienced by representatives of private sector organizations.

Affirmative Action in Higher Education

Partly in consequence of a study done for the Administrative Conference of the United States on administration of affirmative action programs in higher education, Professor Jan Vetter (Law) had studied some of the ambiguities and tensions revealed in the implementation of equal employment opportunity policy. His work raises the question whether litigation of discrimination questions has in some respects served more to obscure than to clarify the legal meaning of discrimination. He analyzes the extent to which the procedural and evidentiary techniques employed in litigation and elsewhere in administration of equal employment opportunity programs may have the effect of committing the law to implicit policy which approaches the requirement of minority and female quotas in employment. In a paper, he tries to locate the points at which confusion in policy appears and to identify some dilemmas which help to account for the limited intelligibility of the critical concepts of discrimination and affirmative action.

ECONOMICS AND MANPOWER

The Institute traditionally has had an interest in the application of economic theory to inflation, manpower, discrimination, and welfare problems. As in past years, our research during 1973-74 was directed toward pressing social concerns.

Employment, Unemployment, and Inflation

While on sabbatical leave during the fall quarter, Professor R. A. Gordon (Economics) carried on research in several European countries on the worsening trade-off between inflation and unemployment. Interviews were held with economists and government officials in England, France, Germany, and Sweden. In addition, he spent two weeks in Russia for a fruitful exchange with a number of Russian economists. He also participated in the annual conference of the LINK project, which involves the cooperation of research groups in about 15 countries in developing a model of world trade. (This model has recently been used to evaluate the impact of higher petroleum prices on world trade and on the balance of payments of various countries.)

In February 1974, he testified before the Joint Economic Committee of the Congress on the treatment of employment and unemployment in the 1974 *Economic Report of the President*, and in May he participated in the latest meeting of the Brookings Institution panel on economic activity.

Discrimination

Professors Clair Vickery (Economics) and Robert Flanagan studied problems relating to discrimination. Vickery was concerned with labor market flow among major adult demographic groups, with an emphasis on differences in unemployment rates among races and sexes. Her main interest was in measures which improve job opportunities for women and minority groups, especially policies aimed at (1) increasing the efficiency of the job search process, such as expanding and computerizing services of the state employment agencies, (2) breaking down the institutional barriers within the labor force through expanding antidiscrimination activities such as the Equal Employment Opportunity Commission, and (3) upgrading the worker and changing his work habits through training. Results of this study indicate that, until the barriers which prevent access of blacks and females to many sectors of the labor market are lowered, we should not expect these other policies to have much impact on the present distribution of unemployment.

Flanagan has been concerned with the economics of racial discrimination. The research has resulted in two papers. The first, to appear in the November 1974 *Review of Economics and Statistics*, examines the influence of alternative forms of human capital investments, labor turnover, and other factors on racial wage rate differentials. The study was designed to answer questions such as the following: What types of post-school experience yield the highest return? To what extent does investment in and returns to alternative forms of labor market experience tend to widen or narrow racial wage differentials? Although empirical analysis indicates the effect of post-school investments is usually to narrow racial wage differentials, differences in the level and return to these investments

were a relatively minor source of the differential in comparison to schooling, southern residence, and marriage.

The second paper resulting from this research investigates the sources of racial unemployment differentials. Although racial wage and occupational differentials have narrowed during the late 1960's and early 1970's, the unemployment rate differential has remained stable. This research begins with the observation that the average duration of unemployment is very similar for black and white males. Therefore, racial differences in quits, layoffs, and labor force entry and the unemployment associated with these turnover flows are the main sources of the unemployment differential. Using a new data source, the National Longitudinal Surveys, these components of the flow of new unemployment were analyzed with particular attention to the influence of wage discrimination and occupational segregation.

Welfare Studies

Professor Frances VanLoo Flanagan, a visitor from the University of Illinois, Chicago Circle, was concerned with whether allotments for children under the federal Aid to Dependent Families and Children Act have resulted in the birth of more children than might otherwise have occurred. She has been looking at this question in the context of a model which incorporates individual differences in natural fecundity as well as differences in couples' choices. Since decisions concerning number of children are part of a complex set of family decisions relating to the labor force participation of husband and wife and their level and type of consumption, these variables must be considered. Her findings are not yet available, but should provide insights on female labor force participation as well as answer the question of the effect of welfare payments on fertility.

Professor Michael Wiseman (Economics) has been involved in three related areas of considerable public concern. First, he completed a study of the Public Employment Service for the U. S. Department of Labor. A paper based on this, "An Expanded Employment Service: Some Demand and Supply Considerations," will be published in *Public Policy*. Secondly, he supervised a study by Gerald Silverman, a graduate student, on the determinants of movements by families onto and off welfare in Alameda County. An article by Wiseman and Silverman, "Evaluating Social Services: Did the General Accounting Office Help?," will appear in the *Social Service Review*. Finally, Wiseman continues to work on the problems of "targeting" remedial public employment programs on the disadvantaged. He is now analyzing the complete records for 1971-73 of the San Francisco public employment program. A paper based on his findings, "Public Employment as an Urban Anti-Poverty Strategy," will be delivered at the November meeting of the Southern Economics Association.

ORGANIZATIONAL BEHAVIOR, PSYCHOLOGY, AND SOCIOLOGY

Over the years the Institute has been devoting increasing attention to the areas of organizational behavior, organizational psychology, and organizational sociology. During 1973-74, nine members of our faculty worked in these related areas: four were from Business Administration, three from Psychology, and one each from Sociology and Political Science. Problems studied ranged from emerging national cultures to individual job choice. Research sites varied too. Four of the projects involved hospitals and doctors. Others made use of the Navy, United Funds, and industrial firms of various sizes.

Organizational Behavior

Two volumes on organizational behavior were completed in spring 1974 and will be published in the fall.

The first, *Organizational Behavior: Research and Issues*, will be published by the Industrial Relations Research Association, the professional society in this field, as its annual research volume for 1974. Editors were George Strauss, chairman; Raymond Miles, Arnold Tannenbaum (University of Michigan, a visitor at the Institute for 1971-72), and Charles Snow, a member of the Institute staff. Three of the editors contributed chapters: Miles on "Organization Development," Strauss on "Work Satisfaction, Motivation, and Job Design," and Tannenbaum on "Formal Systems of Participation." Other chapters were written by scholars from other institutions, while the editors as a group wrote an integrative summary and conclusion. Taken as a whole, the work represents a summary of the present state of research in organizational behavior.

Miles' long-term project, *Theories of Management: Implications for Organization Behavior and Development*, was completed at roughly the same time and is being published by McGraw Hill. This work represents Miles' personal integration of the field and attempts to present an integrated approach to the problems of organizational analysis, placing special emphasis on management philosophy as the integrating element. Miles' book is based on his own research and the work of others, and is heavily illustrated with case studies.

Organization and Environment

Scholars concerned with organizational behavior originally studied shop floor behavior, especially relationships among individual workers and between workers and supervisors. Recently, however, there has been increasing interest in two closely connected problems: the relationship between the organization and its external environment and the impact of the external environment on the organization's internal structure. Studies of these questions naturally extend into areas previously researched by political scientists and economists.

Raymond Miles and Jeffrey Pfeffer (Business Administration) have been the two most active workers in the Institute in this field. In collaboration with Snow and Alan Meyer, a doctoral candidate, they have been studying patterns of organizational adjustment to environmental changes. They have developed a typology of adjustment patterns based on research findings from a 16-company sample in the publishing industry and an expanding sample of hospitals. On the basis of their model, they hope to predict the ability of

various organizations to adjust to change. An article based on this work will be published shortly, and research with additional organizations is under way.

For the last four years, Pfeffer has been engaged in empirical studies of various interorganizational relationships. Previously, he had studied company mergers, interlocking directorships, and the movement of executives between companies, all of which he views as a means of handling interorganizational dependencies. His two main studies during 1973-74 continued this line of research. His first project was concerned with joint venture activities among domestic corporations and made use of Federal Trade Commission data which he put into computerized form. Preliminary analyses of the data suggest that joint ventures occur especially frequently in highly concentrated industries, particularly where mergers may be proscribed. Joint ventures reduce uncertainty about both competition and buyer-seller relationships and so can be viewed as responses to organizational interdependence.

Pfeffer's second study seeks to determine the real criteria used by United Fund organizations in the allocation of funds among competing claimants. Data from 60 United Fund organizations have been obtained. His hypothesis is that fund allocations are based not so much on real "needs" as on the ability of member agencies to raise money on their own were they to leave the Fund. Thus, decisions are based primarily on agency strength and power.

Papers based on the above work have been presented to two meetings of the American Sociological Association and to a meeting of the Academy of Management.

Organizational Development and Effectiveness

Professor Karlene Roberts (Business Administration) and Milton Blood (Psychology) are in the second year of a study investigating individual differences and organizational characteristics in developing organizations. Financed by the Office of Naval Research and using three Navy squadrons as their research sites, the investigators have been collecting data on such variables as job satisfaction, organizational climate, commitment, and communications patterns. They hope to formulate models which will help predict how organizations grow and change over time and how individuals adjust to such changes. Five technical reports have been prepared to date and the project provided support for 10 graduate students.

Strauss has published an article based on a long-term project dealing with organizational growth. This study looks at the growing pains experienced by several organizations, including some followed over 10 years, as they grew from small (under 50 employees) to middle size (over 500). Most organizations found it difficult to make the transition from the informality characteristic of the first period to the formality characteristic of the second.

Personnel Practices

Several members of our staff have been engaged in studies seeking to develop personnel practices that will be useful to industry.

Professor Sheldon Zedeck (Psychology) has had a long-term interest in developing more effective measures of personnel performance which might be used in appraisals. He has been seeking to develop design evaluation scales which will be of use not only in determining promotions or rewards but also in pinpointing organizational trouble spots, in making

training manuals more realistic, and in serving as the base for job analysis studies.

His specific concern this year has been to identify and describe the differences between supervisors who are "good perceivers of behavior" (i.e., those who would be good evaluators) and those who are "poor perceivers." He has developed behavioral scales for five nursing groups in the Bay Area. This project serves two purposes: it helps research questions and it provides usable evaluation procedures for each cooperating organization.

Zedeck is also studying job choice. Specifically, he is examining the values, goals, and needs which influence graduating Berkeley students' decisions regarding possible occupations. Employing regression analysis, he hopes to learn more about why people make the choices they do. Besides its value in analyzing labor market behavior, his research findings will be of direct relevance to employment recruiters.

Blood continued his study of physicians' attitudes in the Kaiser Foundation Hospital system. Eighty per cent of the physicians in three hospitals were surveyed, through questionnaires and interviews, about their reactions to current medical practice. With growing interest in health maintenance organizations, health care delivery in large groups, and prepaid health care, this study provides a valuable perspective – that of physicians engaged in large prepaid group practices.

Roberts conducted a pilot research project concerned with the training of primary care physicians' assistants in medical practice. This study was based on a Health Manpower Grant from the U. S. Department of Health, Education and Welfare.

Professor Charles Raben (visiting in Psychology) engaged in a literature survey of research employing self-esteem measures and then began a construct validation of self-esteem and related concepts.

Comparative Societal Studies

Professor Reinhard Bendix (Political Science) continues his life-time interest in authority and inequality. His seminal 1956 book, *Work and Authority in Industry*, is being republished by the University of California Press with a long new introductory essay by the author. An article, "Inequality and Social Structure: A Comparison of Marx and Weber," appeared in the April 1974 *American Sociological Review* and another article "Science and the Purposes of Knowledge," has just been completed. This latter article includes a discussion of the civil position of science and also refers to the organization of scientific work. Finally, he is engaged in writing a volume, *The Few and the Many*, which falls broadly in the area of organizational and political sociology.

While on sabbatical leave this year, Professor Harold Wilensky (Sociology) worked on his long-range comparative study of factors determining the level of welfare expenditures in advanced countries. The first report of his work, *The Welfare State and Equality: Structural and Ideological Roots of Public Expenditures*, will be published by the University of California Press this fall. Wilensky's study explores two basic problems: the interplay of influence, economic system, political system, and ideology and the effect of social organization on political elites. Most "rich" countries have remarkably similar welfare programs, but they differ in how extensively they support these. Wilensky contrasts such "welfare-state" leaders as Austria, Germany, Sweden, the Netherlands, Belgium, and France with such

laggards as Japan, the United States, Canada, Switzerland, and Australia. Among the factors he finds that explain well financed welfare programs are a centralized government, a strong working class, a middle class which does not perceive its tax burden unfair, and a modest military establishment.

LABOR AND URBAN STUDIES

The past year has seen growth and expansion of the Institute's pioneering program in Labor and Urban Studies, conducted by the Center for Labor Research and Education in cooperation with Bay Area community colleges. (See earlier Reports for its evolution as an accredited program in the field of labor education.) Launched two years ago in consortium with Merritt College, the program is now also in operation at City College of San Francisco and San Jose City College. An initial two-year grant from the Ford Foundation has been extended for three additional years to support further expansion of the program in other community colleges. The program's focus on training for union and community leadership continues to be buttressed by a strong commitment to minority leadership development which has characterized the program from its inception.

Union members in the program have the opportunity to combine training for union and community leadership with pursuit of personal educational goals. As an option, courses may be taken singly or combined as a "major" and applied toward an Associate in Arts Degree or Certificate in Labor Studies issued by the participating community colleges. The core curriculum includes practical courses in labor and industrial relations with emphasis on urban problems which transcend collective bargaining solutions. Special attention is also given to coordinating the core curriculum with special courses and workshops to improve communications skills in reading, writing, and public speaking, as well as with courses dealing with the use of accounting concepts and mathematics in labor relations. Through the enrollment of students in the participating community colleges, these coordinated courses, in turn, are linked to the full range of adult training programs and other course offerings of the community colleges.

Some of the program's major accomplishments to date:

-Development of the program through the initial University-Merritt College consortium has proceeded on schedule. The curriculum in Labor and Urban Studies and related skill development has been fully accredited as part of Merritt College's regular offerings. Enrollment in the Winter-Spring quarter of 1974 approximated 160 trade unionists, including some 60 students who will be completing all of the courses in the core curriculum and related skill development by the end of the Fall semester of 1974. A substantial number of the students will also be completing requirements for an A.A. degree and will pursue extended educational goals in four-year institutions. In keeping with one major objective, approximately 75 per cent of the trade unionists currently enrolled in the UC-Merritt consortium are minority trade unionists.

-With extension of the labor and Urban Studies Program to other community colleges in the Bay Area ahead of schedule, enrollment in the UC-Merritt consortium is levelling off at between 150-175 students. Experience indicates that of those enrolled at any given time, at least half will be interested in pursuing A.A. degrees. This ratio of degree-oriented students leaves ample opportunity for participation in the program by trade unionists who are interested in only some of the courses being offered in the core curriculum, or perhaps in pursuing a Certificate in Labor and Urban Studies rather than an A.A. degree.

-A majority of the students in the UC-Merritt consortium have taken advantage of the counselling services available through the program. Merritt College counselors assigned to the program indicate many of the students are developing extended educational goals compatible with the core curriculum's focus on training for labor and community leadership. Approximately 85 students have also enrolled in work study programs, thereby enabling them to integrate vocational educational training with the core curriculum.

-As indicated, expansion of the program through other community colleges in the Bay Area has proceeded on schedule. Originally, it was contemplated expansion would not occur until the program's third year after all major financial, curriculum, recruitment, and operational problems had been worked out through the pioneering University-Merritt College relationship. Pressure for a Labor Studies Program in San Francisco, however, began mounting almost immediately. With assistance of the Labor Center's staff, the San Francisco community college district launched its Labor Studies program in Fall, 1972 with three fully compatible courses in the core curriculum; these were increased to five in the Winter-Spring semester of 1974 and involved approximately 75 trade union participants. In the same Winter-Spring semester, the program was also extended to San Jose City College, starting with two courses in the core curriculum and involving approximately 55 trade union participants.

-Looking to Fall, 1974, 24 courses in the core curriculum will be offered to Bay Area trade unionists - 14 through the UC-Merritt consortium, six through the program at the City College of San Francisco, and four through San Jose City College. It is anticipated that total enrollment will approach 300.

-Accreditation of the core curriculum has been substantially accomplished without altering the practical orientation of the course offerings. Courses are geared to the educational goals and time constraints of working people. In this respect, community colleges in the program have been highly responsive to suggestions of the Labor Center concerning developing compatible curricula, utilizing available course materials, and recruiting and selecting instructors who are practitioners in labor and industrial relations. Without exception, the cooperating community colleges have indicated strong interest in maintaining a close working relationship with the Labor Center as they develop their own capabilities to operate and administer the programs.

-In expanding the program beyond the UC-Merritt consortium, the Labor Center has assumed responsibility for facilitating working relationships between local labor movements and cooperating community colleges through formation of a local labor advisory committee. The original advisory committee to the UC-Merritt consortium, in turn, has been reconstituted along regional lines, with representation on the committee by members of local labor advisory committees as well as representatives of participating community colleges and the University. Subcommittees of this reconstituted regional committee have been appointed to work towards solution of common problems concerned with the recruitment and selection of students, with instruction and faculty development, and with expansion of continuing educational opportunities beyond the Associate in Arts Degree in Labor and Urban Studies.

Building on these achievements, the three-year, extended grant from the Ford Foundation will enable the Labor Center to expand the program further. In the main, these additional support funds will be used: (a) To build upon the successes achieved thus far toward expanding the program in the Bay Area beyond the presently participating community colleges; (b) To advance the capacity of the Labor Center to be of continuing assistance to community colleges in the related areas of materials, curricula, and faculty development after all support funds have been terminated; (c) To accelerate efforts to adapt educational benefits negotiated through collective bargaining to the needs of students enrolled in the program; and (d) To develop program linkages with compatible external or regular degree programs in four-year institutions so that graduates interested in pursuing higher degrees beyond the Associate in Arts Degree in Labor and Urban Studies may be assured to transferability of credits.

CENTER FOR LABOR RESEARCH AND EDUCATION

The period covered by this Report marked the tenth year of operation of the Center for Labor Research and Education under guidelines developed in the early 1960's by the University and California's labor movement to expand the quality and quantity of resources available through the Institute for labor programs and related applied research. Most of the intervening years have been marked by budgetary constraints. Despite these constraints, Labor Center program activities have steadily increased, in part because of generous and substantial support from the Ford Foundation.

Summary of Programs

This summary of activities during the past year indicates the extent to which the Institute's Labor Center has been able to implement the mandate of the original guidelines:

- Conducted or otherwise coordinated or arranged for 38 accredited courses in labor and urban studies in cooperation with community colleges (32, 3-semester unit courses and 6, 2-semester unit courses), involving the enrollment of approximately 300 Bay Area trade unionists in one or more courses, and a total of 1,944 teaching hours. (See section in Labor and Urban Studies, pp. 20-22.)
- Developed and secured initial funding for a long-term project in occupational health and safety, designed to provide educational and technical-scientific assistance to labor unions, joint labor-management groups, and workers to help them develop constructive approaches to providing safe and healthy places of work. (See section on Occupational Health and Safety, pp. 5-6.)
- Secured a planning grant and made arrangements for a series of worker exchanges which will enable three teams of American trade unionists in the year ahead to participate in experiments abroad concerned with reorganizing work and improving the level of job satisfaction. (See section on Quality of Work Life, pp. 2-4.)
- In cooperation with national or international unions, presented five week-long residential institutes and summer schools, involving some 350 participants.
- Conducted six additional week-long residential institutes in cooperation with the national AFL-CIO's Labor Studies Center, the number of participants totaling about 130 full-time union officers and staff officials.
- Presented in cooperation with local labor organizations some 15 short-term courses (six to eight weeks) and weekend workshops for shop stewards, committeemen and local union officers involving approximately 400 participants (about half in the public sector).
- Presented eight one-day workshops, conferences, and seminars covering a wide range of industrial relations issues and problems with attendance ranging from 15 to 300 per session and totaling 1,000 participants from both public and private sectors.
- Provided speakers and staff instructors for numerous educational sessions conducted by employee organizations as part of regular meetings or special educational sessions.

Beyond these formal programs and project activities, an estimated 30 per cent of Center staff time is devoted to consultative services available to labor and other community organizations in connection with their own educational programs or research needs and interests. For example, we cooperated with Graphic Arts Union Local 12 in a survey (Northern California) which related to internal union operations, collective bargaining priorities, employment security issues, job training programs, and structural changes in the printing industry and related matters.

Frequently, the Center's consultative role with unions in areas of research and educational interest leads to staff participation in community programs closely related to Center activities and labor interests, but sponsored by governmental agencies or nonunion groups. Generally, these broader community activities extend to urban problems in housing, health care, manpower programs, affirmative action and equal employment opportunities, and most recently, environmental considerations which affect economic growth and employment security. Union leaders often look to the Center's staff for assistance and guidance in dealing with urban problems of this nature which transcend collective bargaining solutions.

Center's Staff

The Labor Center's programs and activities are conducted by a professional staff of four program coordinators, including the Center's chairman, Don Vial. All carry teaching responsibilities in the accredited Labor and Urban Studies Program as well as other coordinating and instructional duties. In addition to the Center's regular staff, supplemental staff assistance is engaged for projects funded by outside sources. For example, Herbert Perry (Economics, California State University, Sacramento) was employed part time earlier this year to develop the worker exchange program discussed above. Similarly, Dr. Fred Ottoboni, Industrial Hygienist with the Bureau of Occupational Health in the State Department of Public Health, served as a consultant during the latter half of 1973 to work with staff coordinator Bruce Poyer to develop the Center's occupational health and safety project. As this project goes forward, additional professional administrative staff is being employed.

Because of the Center's conscious effort to integrate applied research and educational programs, it is frequently possible to involve graduate students as research assistants in project activities. Two such students were employed in the preparation of our booklet, *Workers' Rights and Responsibilities Under Cal/OSHA*. A graduate student in sociology helped design, administer, and analyze the results of our graphic arts union-membership attitude survey, under the direction of staff coordinator Norman Amundson.

In a very real sense, the capacity of the Labor Center to respond to community needs is very much related to other programs and projects of the Institute described elsewhere in this Report. One of the most important of these programs continues to be the California Public Employee Relations project (see pp. 10-13), which provides the general underpinning for all of the Center's public sector programs. Maintenance of high quality in Center offerings depends on continuing this kind of research support, as well as on the accessibility of University faculty. Faculty members who participated in Center programs during 1973-74 include the following:*

*A list of faculty participants in management programs appears on p. 30.

Residential Institutes, Seminars, and Conferences

George F. Break (Economics)
 David E. Feller (Law)
 Robert J. Flanagan (Economics and Business Administration)
 Darius W. Gaskins (Economics)
 E. T. Grether (Business Administration)
 Van Dusen Kennedy (Business Administration)
 Lloyd Ulman (Economics)
 Jan Vetter (Law)

Labor and Urban Studies

Joseph W. Garbarino (Business Administration)
 Raymond E. Miles (Business Administration)
 Alan P. Sindler (Public Policy)
 George Strauss (Business Administration)

Occupational Health Project

Edwin M. Epstein (Business Administration)
 Patricia St. Lawrence (Genetics)

Reference should also be made to a development that is broadening the relationship of the Labor Center with the academic community. In the past, most relationships have been dominated by those with the social scientist. The new thrust of projects being undertaken by the Center, however, is expanding those relationships to include scientists and others in professional schools. The best example of this is the Center's occupational health project which has supplemented the Center's regular staff with two physicians, a physicist, and a lawyer with public health training. Realization of the project's major goals will require the organization of scientific-technical resources, which, if successful, will bring scientists from various disciplines on the campus closer to the Labor Center and the Institute.

Major Program Developments

Labor and Urban Studies, the Labor Center's main vehicle for providing training for secondary leadership at the local and regional level, has a community college base that has vastly expanded the educational resources available to the labor community. Courses in the program are tuition-free, and they are offered in a degree framework which enables trade unionists to integrate training for labor and community leadership with other extended educational goals.

In this connection, it should be noted that the guidelines developed for the Center when it was created a decade ago placed great emphasis on low-cost educational programs for secondary leadership development. Initially, this objective was pursued by the Labor Center through a labor studies program (non-credit) offered on a subsidized basis using state funds in cooperation with local central labor councils. Under budgetary constraints imposed on the Institute, however, the program had to be abandoned in the late 1960's. But the opportunities formerly provided – and many more – are now being made available through the new Labor and Urban Studies Program, except for one limitation at this time.

The labor studies program was brought to outlying areas in Northern California as far north as Redding and into the San Joaquin Valley, whereas courses in Labor and Urban Studies are offered only through participating Bay Area community colleges, and the program is still being expanded within the Bay Area. Formerly-served areas in Northern California have inquired about possible extension of the program through an appropriate community college. Under the three-year extended grant from the Ford Foundation, the Labor Center is assuming responsibility for facilitating expansion of Labor and Urban Studies beyond the Bay Area.

Non-credit, Short-term Courses and Workshops. Contrary to some expectations, the broad Labor and Urban Studies program has not diminished demand for short-term courses and workshops for shop stewards, committeemen and local union officers – programs developed jointly with co-sponsoring local and regional labor groups and tailored to their needs. However – given both the magnitude of staff commitments to foundation-supported programs, such as Labor and Urban Studies, *and* reduced operational support from state sources – re-examination of priorities for programs of this nature has become necessary. Some 15 such programs conducted during the past year have been small in number relative to expressed labor organization requests.

As in recent years, the Labor Center has continued to give first priority to public sector unions, particularly those in the early stages of developing bilateral relationships under California's unevenly developed "meet-and-confer" laws. Requests from public sector unions for more advanced programs have recently increased, and in the past year it has been necessary to balance these public sector needs against requests from similarly situated organizations in the private sector. To the extent that staff resources have permitted, other organization in both the public and private sectors have been given limited access to programs on a fee basis geared to covering operating costs and a portion of the Center's administrative overhead expenses.

Of concern to the Labor Center are the practical consequences of this system of priorities: a tendency to de-emphasize programs tailored for small groups, to turn back or delay requests for programs, and to further deprive outlying areas of needed educational services because of travel expenses. In the outlying areas, those that can bear the costs (given the availability of staff time) tend to have a greater claim on the Center's limited resources. The Center, sensitive to these problems, is on guard against such imbalances in the allocation of its resources.

National and International Union Programs. A major development in programs sponsored in cooperation with national and international labor organizations – typically week-long residential institutes and summer schools for local and regional affiliates – has been the rapid and vast expansion of the national AFL-CIO's Labor Studies Center. This relatively new Center, with its own campus at Silver Springs, Maryland, is also offering a college credit program leading to a Bachelor's Degree through Antioch College. This important development is causing national and international unions with labor education programs to re-examine their offerings, and anticipated changes in their programs will inevitably be reflected in programs they co-sponsor with the Institute's Labor Center on the Berkeley campus. A close working relationship between the Institute's Labor Center

and the new AFL-CIO Labor Studies Center has been established, and Berkeley has become an important location for jointly sponsored programs for Western trade unionists who are not readily able to take advantage of program offerings at the AFL-CIO Labor Center's new campus. This cooperative relationship started with four week-long institutes in academic year 1972-73, followed by six in 1973-74. In the year ahead, the two Centers will jointly conduct eight week-long institutes and seminars at Berkeley. In addition to repeating highly successful sessions on labor law developments, collective bargaining, arbitration, negotiated fringe benefits, and special institutes for building trades business agents, new programs will include institutes on "Women in the Labor Force" and on "Unions in the American Society in the Decade Ahead," along with a special program on "Pension and Insurance Trust Funds," designed specifically for labor trustees on negotiated programs, and focusing on investments of trust funds.

These joint programs mentioned above are designed primarily for full-time staff officials and officers. Our summer school programs, which are sponsored by individual national and international organizations, are focused on the needs of the part-time officer and active member. During the past year, five such programs were conducted on the Berkeley campus and another five are being presented this summer. The curriculum of these "first-year" schools continues to reflect the immediate interests and skill needs of active members, stewards, and committeemen and minor officers who attend them. "Advanced" schools tend to emphasize more of the issues and problems confronting sponsoring organizations in collective bargaining and related legislative issues. Currently a great deal of attention is being given to the changing structure of industry and its impact on collective bargaining and to problems relating to employment and the environment.

One-day Conferences, Workshops, and Seminars

Our shorter programs are oriented primarily toward community, social, and economic issues. Among the subjects given particular stress last year were those relating to (1) health care, especially recent legislation regarding health maintenance organizations, (2) occupational health and the environment, and (3) manpower and the newly enacted Comprehensive Employment and Training Act. The expected passage of pension reform legislation should make this a prime candidate for programs in 1974-75.

MANAGEMENT PROGRAMS

The Management Programs section of the Institute's community services activities are described below under three rubrics: Continuing Seminars, Conferences, and Special Programs and Activities. In this latter connection, it may be helpful to reiterate that during the past few years, a conscious effort has been made to de-emphasize special or "tailor-made" programs for individual organizations. The Management Programs staff consists of one coordinator and one secretary. Thus, not only do staff time and personnel constraints dictate this policy, it also is suggested by the reluctance of faculty to devote their limited time to preparation and instruction for programs and conferences where the subject matter is narrow in scope or limited in applicability.

Continuing Seminars

Two continuing seminars are conducted by Management Programs: the Social Science-Management seminars, and the Philosophy of Management series. The latter seminar series was begun in 1966 and has functioned on a continuing basis since that time. The seminar participants are largely senior management personnel. A broad theme of major social and economic significance is selected for each series, and appropriate background readings are provided to the participants. The major portion of the 1973-74 series was devoted to an exploration of the nature and growth of alienation in American society, with particular emphasis on the shifting attitudes toward the values generally associated with work. The background readings for these seminars were the Winter 1972 issue of *Dissent*, *The World of the Blue Collar Worker*, and *Work in America*.

Two special sessions were arranged, to which selected guests were invited. In November 1973, a seminar was held on future monetary and economic prospects in the western world. Robert A. Jones, Bank of America, and Kent Sims, Federal Reserve Bank of San Francisco, were the principal discussants. At the February 1974 seminar, the special guest was Professor Robert J. Flanagan, University of Chicago, who discussed some of the industrial relations implications developing from the growth and expansion of the multinational corporation. Background reading for this seminar included papers prepared by Professor Peter P. Gabriel, Boston University, and Robert Z. Aliber. The papers were presented at an earlier conference on this subject organized by Professor Flanagan.

The Social Science-Management seminars were begun in 1968. The major thrust of these seminars is to bring to the seminar participants the research findings in the social sciences having applicability to organizations. Professors Raymond E. Miles (Business Administration) and George Strauss (Business Administration) share the chairmanship of the seminars. "A Taxonomy of Managers' Implicit Theories About Human Nature in the World of Work" was the subject of one seminar during the past year. This doctoral dissertation by Hossien Shokrkon had as its data base results of a survey of a number of companies and organizations whose staff members have participated in the seminars. The concluding seminar for the year had as its guest Theodore J. Purcell, S.J., a visiting professor from Georgetown University, who discussed "The Social Responsibility of Business," using as the basis of his remarks his research findings in his recent book, *Blacks in the Industrial World*.

Conferences

Management Programs had sole or primary responsibility in connection with the organizing and carrying out of four major conferences during the 1973-74 academic year. These conferences are described in more detail in other portions of this Report; however, they included the following:

“Changing Bargaining Structures in the Public Sector,” San Francisco, December 12, 1973;

“Western Assembly on the Changing World of Work,” Carmel, May 30-June 2, 1974; and

“Affirmative Action in the Public Sector,” San Francisco, July 10, 1974.

Management Programs conducted a two-day program on “Administration of Collective Bargaining Agreements in Health Care Facilities” in San Francisco July 25-26. This program was arranged in cooperation with Continuing Education in Nursing, University of California. Program instructors were Patricia Vaughan, R.N., Director of Education and Training, French Hospital, San Francisco; George Constantino, Senior Labor Relations Manager, Foremost-McKesson, Inc., San Francisco; John K. Hislop, Coordinator, Management Programs, Institute of Industrial Relations, University of California at Berkeley; and Thomas J. Kane, Attorney, Corbett, Welden, Kane & Hartman, Berkeley.

Special Programs and Activities

In accordance with the policy of emphasis on programs of broad general interest, only one “special” program was arranged during the year for management personnel. At the request of the United Bay Area Crusade, a three-day program on “Management by Objectives” was conducted by Management Programs for directors and senior administrative personnel of selected constituent agencies funded by UBAC. The program was conducted on-campus in the Alumni House. Instructors were Miles, Professor Sheldon Zedeck (Psychology), and David Bowen, graduate research assistant at the Institute.

One of the more important of the various activities falling outside the parameters of seminars, conferences, and training programs relates to requests for the cooperation of business and other organizations in connection with research projects and doctoral dissertations. In addition to the study by Hossein Shokrkon, the cooperation of several organizations has been obtained in connection with the research for a doctoral dissertation by Moshe Krausz (Psychology). The same type of assistance has been given to Gerda G. Fillenbaum, Ph.D., Center for the Study of Aging and Human Development, Duke University. Dr. Fillenbaum, in residence at the Institute in 1973-74, is engaged in research to construct scales which will measure commitment to work among middle- and upper-level persons in industry. This type of interaction between members of the academic community and organizations in the outside community has proved to be mutually beneficial.

Economics and Manpower

Three seminars, each of three days' duration, are being conducted in August 1974 under the auspices of the Institute for representatives from Regions VIII, IX, and X of the United States Department of Labor. As requested by Labor Department representatives, the seminars are designed to provide labor market analysts and manpower planners with

background knowledge and information on the operation of labor markets, with special emphasis on the sources and uses of relevant data, as required for effective implementation of the Comprehensive Employment and Training Act.

As is the case with the programs of the Center for Labor Research and Education, University faculty participation is of vital importance in the Institute's management programs. For example, faculty participated during 1973-74 in the following management seminars and conferences:

Social Science-Management Seminars

Milton Blood (Psychology)
 Raymond Miles (Business Administration)
 Theodore Purcell, S.J. (Business Administration)
 Karlene Roberts (Business Administration)
 George Strauss (Business Administration)

Philosophy of Management Seminars

Robert Flanagan (Economics and Business Administration)
 Robert C. Goshay (Business Administration)
 Richard Holton (Business Administration)
 George Strauss (Business Administration)

Management by Objectives (United Bay Area Crusade)

David Bowen (Business Administration)
 Raymond Miles (Business Administration)
 Sheldon Zedeck (Psychology)

Western Assembly on the Changing World of Work

Karlene Roberts (Business Administration)
 George Strauss (Business Administration)

THE JOURNAL

Industrial Relations, the Institute's journal, is now in its thirteenth year. It continues to publish articles from a wide variety of disciplines and from institutions all over the world. Its Editorial Board is primarily from Berkeley, but there is representation from the UCLA and Irvine campuses, and from Cal Poly at San Luis Obispo.

Both the number and quality of the articles submitted have been growing at a steady rate, thus putting a growing burden on our reviewing editors. During the year ending August 31, 1974, over 150 articles were received, of which 20 were accepted for publication. Since a number of the published articles were specifically invited, our rejection rate of unsolicited articles continues to run over 85 per cent.

Many issues of the journal include symposia on topics of industrial relations interest. Among topics covered in recent issues have been "Faculty Unionism in the West" and "An Exchange: Communism and Trade Unions." Additional short collections of articles cover such fields as public employee relations, manpower programs, and alienation and satisfaction in employment. We are experimenting with an editorial approach in which distinguished scholars from various universities will be asked to develop short symposia in their areas of competence.

Our current circulation, numbering approximately 2,400, includes subscribers from throughout the world. *Industrial Relations* is now available in microfilm and microfiche.

As noted in our last Report, one possible measure of our impact is the number of requests made for permission to reprint our articles in anthologies, etc. These requests now average over 40 annually. We were among the first of the social science journals to make a charge for such permissions, although recently this practice has been generally adopted by journals in psychology and economics. In one respect our practice is unique, in that we share half our permissions fees without authors.

Margaret S. Gordon was the first Managing Editor of *Industrial Relations*. George Strauss served in this capacity from 1964 until 1970, and following a year's leave, rejoined the staff as Associate Managing Editor. Raymond E. Miles, who served as Associate Managing Editor from May 1968 until 1970, is the current Managing Editor. Barbara Porter is Associate Editor, Charles Snow served as Editorial Assistant through the October 1974 issue, and Heidi Seney has now been appointed as Editorial Assistant. Hazel Grove is Circulation Manager, assisted by Denise Curtis.

A study is now underway to determine the feasibility of broadening the journal's review board and restructuring the editorial staff to reduce the work load on the Managing Editor and Associate Managing Editor. It is hoped that changes in this direction will be accomplished during 1974-75.

THE LIBRARY

The Institute Library is a specialized, selective, interdisciplinary collection of materials on industrial relations and labor economics; the labor movement; labor legislation; personnel administration and manpower utilization; organizational behavior; industrial psychology and sociology, social insurance and employee benefits; and related economic, social science and behavioral science topics. It consists of approximately 11,000 volumes; 950 serials; and 35,000 cataloged non-book items such as documents, publications of university and other research organizations, labor union and employer publications, collective bargaining agreements, bibliographies and miscellaneous pamphlets. The Library is staffed by Gwendolyn Lloyd, Librarian; Clara S. Stern, Assistant Librarian (part-time); and Library Assistants Opal K. Pannell and Judith L. Johnson.

The Library regularly acquires selected new materials in the core subject areas. In specific subject areas the acquisition policy remains flexible, responding to changing emphases in the Institute's research and community service activities and to developments on the local and national scene. Currently, particular emphasis is being placed on acquiring materials related to discrimination in employment and affirmative action programs for ethnic minorities and women, public employee labor relations, manpower policy and utilization, and work satisfaction/dissatisfaction.

Net growth of the Library collection is never large due to its selective nature, a small budget, and the fact that some material is discarded each year. During the year July 1973 - June 1974, 658 volumes were added and 138 withdrawn; 1764 pamphlets were added and 78 withdrawn. Since the University appropriation for purchases has always been very small the Library depends heavily upon gifts and exchanges for new acquisitions. Of the 236 volumes cataloged for the book collection during the year, only 43 per cent, or 102 volumes, were purchased out of the University appropriation. Of the remaining 134 volumes, 12 were purchased on memorial funds and 122 volumes were received as gifts, exchanges, or journal review copies. Only about one-tenth of the serial titles are purchased. Additionally, many valuable research studies, reprints, etc., are received from other industrial relations institutes and schools under a reciprocal exchange of publications. Most pamphlets and most federal and state documents are obtained on a complimentary basis.

The Library provides informed and individualized reference service and a source of additional copies of books and journals heavily used in other campus libraries, as well as collections of specialized materials not available elsewhere on campus. During the past year the Library staff handled at least 1,000 reference questions and gave individualized instruction to 350 or more persons in the use of the Library and Library card catalogs.

Although the staff and allied faculty of the Institute, and industrial relations, labor and organizational behavior students form the primary clientele, the Library is used by U.C. faculty, research and administrative staffs, and students from as many as twenty different departments. Each year some visiting scholars from the U.S. and foreign countries make extensive use of the Library and reference services. Off-campus patrons include representatives of labor and management, consultants, government officials, faculty and students from other universities and colleges, staff of other libraries, and unaffiliated individuals pursuing personal interests.

SUPPORT AND TRAINING OF GRADUATE STUDENTS

The Institute provides financial support and research training to graduate students in different departments. The students are generally chosen by the individual faculty members from among the students in their own departments. During 1973-74 there were 24 graduate research assistants associated with the Institute. They are doing graduate study in the following departments: Business Administration, 6; Economics, 3; History, 2; Law, 3; Psychology, 6; Public Health, 1; Sociology, 3.

In addition to the research assistants, four students are currently working on their doctoral dissertations under grants from the Manpower Administration of the U. S. Department of Labor (3) and the National Science Foundation (1). Three students completed their dissertations under Manpower Administration grants during the year. They are as follows:

H. Allan Hunt, "Registered Nurse Education and the Registered Nurse Job Market."

Dennis M. Roth, "The Effects of Geographical Immobility on the Unemployment and Underemployment of Low-Income Area Residents."

Laurence S. Seidman, "The Design of Federal Employment Programs: An Economic Analysis."

During the year, the Institute was able to provide office space and other services to eight additional doctoral dissertation students who have no financial connection with the Institute but who are writing their theses in the field of industrial relations. This has proved beneficial, since it brings students from all the industrial relations disciplines together under one roof – something which would not be possible if they had desk space only in their own academic departments.

The following is a list of the graduate students who are now or have been connected with the Institute during the past two years. We do this in the hope that it will help our former research assistants, who are now pursuing professional careers elsewhere in the country and abroad, to keep track of their old associates and thus to maintain friendships formed during their student days here at the Institute.

Name	Department	Address (if away from U.C.)
Philip K. Armour	Sociology	
Harry Benham	Economics	
Alexander Bergmann	Business Admin.	Lausanne, Switzerland
Theodore Bogacz	History	
Robert Boggs	Sociology	American Embassy, Nepal
David J. Bowen	Business Admin.	
Joseph M. Cigliano	Economics	
George Cluff	Economics	
Philip J. Cook	Economics	Duke Univ., Durham, N.C.
Donald Dalton	Economics	
Suzanne Dodson	Business Admin.	

Name	Department	Address (if away from U.C.)
Paul Farnham	Economics	
Peter Feuille	Business Admin.	SUNY, Buffalo, New York
Alan A. Fisher	Economics	Cal State Univ. at Fullerton
Kathleen Gerson	Sociology	
Howard Greenwald	Sociology	
Daniel Hawthorne	Psychology	
Betty C. Heian	Economics	Honolulu, Hawaii
Wallace Hendricks	Economics	University of Illinois
James Hodder	Economics	
Peter Hom	Psychology	
H. Allan Hunt	Economics	University of Connecticut
Melvin Jameson	Economics	
Lawrence Kahn	Economics	
John Kestell	Psychology	
James Klumpner	Economics	Princeton University
Moshe Krause	Psychology	
Ernie Lightman	Economics	University of Toronto
Samuel S. Lima	Psychology	
Anne Lipke	History	
Natalie Lun	Business Admin.	
Bruce Lurie	Business Admin.	
Philip McGough	Business Admin.	
Richard McCracken	Law	
Alan Meyer	Business Admin.	
Phillip Nowak	Public Health	
Charles A. O'Reilly	Business Admin.	
Luca Perrone	Sociology	
Sam Rosenberg	Economics	Univ. of Calif., Davis
David Rosenfeld	Law	
Dennis M. Roth	Economics	Dept. of Labor, Washington, D.C.
Donald Sant	Economics	
Federico Sayre	Law	
Laurence S. Seidman	Economics	Univ. of Pennsylvania
Jerry Silverman	Economics	
Charles C. Snow	Business Admin.	Penn State University
Katherine Strehl	Business Admin.	
Deborah Tong	Psychology	
Anne Trebilcock	Law	
Bruce Vermeulen	Economics	
Harold Wong	Economics	
Shirley Ann Woo	Law	

PUBLICATIONS

1973-74

I. Individual Publications

- 373 "Size, Composition and Function of Hospital Boards of Directors: A Study of Organizational-Environment Linkage," by Jeffrey Pfeffer. Reprinted from *Administrative Science Quarterly* (1973).
- 374 "Segmented Market Theories and Racial Discrimination," by Robert J. Flanagan. Reprinted from *Industrial Relations* (1973).
- 375 "The Emergence of Hawaii's Public Employment Law," by Paul Staudohar. Reprinted from *Industrial Relations* (1973).
- 376 "Executive Recruitment and the Development of Interfirm Organizations," by Jeffrey Pfeffer and Huseyin Leblebici. Reprinted from *Administrative Science Quarterly* (1974).
- 377 "Racial Wage Discrimination and Employment Segregation," by Robert J. Flanagan. Reprinted from *The Journal of Human Resources* (1974).
- 378 "The Minimum Wage and Teenage Unemployment: A Comment on the Literature," by Alan A. Fisher. Reprinted from *Western Economic Journal* (1973).
- 379 "The Uses and Limits of Manpower Policy," by Lloyd Ulman. Reprinted from *The Public Interest* (1974).
- 380 "The Changing Labor Market for College Graduates," by Margaret S. Gordon. Reprinted from *Higher Education and the Labor Market* (1974).
- 381 "The Utilization of College-Trained Manpower in the United States," by V. Lane Rawlins and Lloyd Ulman. Reprinted from *Higher Education and the Labor Market* (1974).
- 382 "The Professions and Higher Education in America: A Historical View," by Samuel Haber. Reprinted from *Higher Education and the Labor Market* (1974).
- 383 "Inequality and Social Structure: A Comparison of Marx and Weber," by Reinhard Bendix. Reprinted from *American Sociological Review* (1974).

- 384 "Workers: Attitudes and Adjustments," by George Strauss. Reprinted from *The Worker and the Job: Coping with Change* (1974).
- 385 "Measuring Organizational Communication," by Karlene H. Roberts and Charles A. O'Reilly III. Reprinted from *Journal of Applied Psychology* (1974).
- 386 "Organizational Decision Making as a Political Process: The Case of a University Budget," by Jeffrey Pfeffer and Gerald R. Salancik. Reprinted from *Administrative Science Quarterly* (1974).
- 387 "Connective Bargaining and Competitive Bargaining," by Lloyd Ulman. Reprinted from *Scottish Journal of Political Economy* (1974).
- 388 "Worker Discontent and Work Place Behavior," by Robert J. Flanagan, George Strauss, and Lloyd Ulman. Reprinted from *Industrial Relations* (1974).

II. Periodicals

Industrial Relations: A Journal of Economy & Society.

Published three times yearly, in February, May, and October. Subscription rates: one year, \$8.00; three years, \$20.00; single copies, \$3.00.

California Public Employee Relations.

Published four times a year. Subscription rates: one year, \$15.00; two years, \$25.00; single issues, \$4.00 (reduced rates on some back issues); special discounts for bulk orders.

This list does not include a substantial number of faculty publications which have not appeared in our Institute reprint series.

VISITORS

Members of the Institute have profited greatly from visits of colleagues from other universities in the country and from abroad. There is not space to list all of the visitors to the Institute during 1973-74; however, the following are the visitors who were with us for three months or more:

Geoffrey Carliner (Department of Economics, University of Western Ontario),
Visiting Research Fellow.

Gerda G. Fillenbaum (Center for the Study of Aging and Human Development,
Duke University), Visiting Research Fellow.

Alan A. Fisher (Department of Economics, California State University, Fullerton).

Fran VanLoo Flanagan (University of Chicago, Circle Campus), Visiting Lecturer,
School of Business Administration.

Robert J. Flanagan (Graduate School of Business, University of Chicago), Visiting
Assistant Professor, Department of Economics and School of Business
Administration, and Assistant Research Economist at the Institute.

Kazuo Kikuno (Musashi University, Tokyo), Visiting Research Fellow, School of
Business Administration.

Toshie Mukai (Kyoto Prefectural University, Kyoto), Visiting Research Fellow.

Theodore J. Purcell, S.J. (Georgetown University), Visiting Professor, School of
Business Administration.

Leela Ramamurthy (Bombay, India), Visiting Research Fellow.

V. Lane Rawlins (Department of Economics, Washington State University).

Louise B. Wolitz (Department of Economics, Hunter College).

THE CLERICAL AND ADMINISTRATIVE STAFF

We wish to acknowledge the valuable service of the nonacademic staff of the Institute, most of whom joined the Institute five or more years ago. The thorough knowledge of the Institute – its activities and its personnel – thus acquired by the clerical staff over the years has been a great asset to the Institute in its relations with students, visiting faculty, and the general public. Many friendships begun at the Institute between graduate students and the clerical staff have lasted long after the former have left the University.

Following are the current, permanent members of our secretarial and administrative staff.

Denise Curtis
Assistant Circulation Manager

Eugene Darling
Secretary, Occupational Health
and Safety Program

Linda P. Datz
Secretary, Main Office

Ethel L. Davis
Technical Assistant, *CPEP*
and Accountant

Valerie P. Douglas
Secretary, Labor Center

Christine J. Gloria
Secretary, Labor Center

Hazel M. Grove
Circulation Manager

Leslie S. Jaeger
Secretary, Main Office

Judith L. Johnson
Library Assistant

Joan J. Lewis
Sr. Administrative Assistant

Judith A. Loney
Secretary, Management
Programs

Opal K. Pannell
Library Assistant

Nancy Robinson
Manuscript Typist

Carolyn J. Williams
Administrative Assistant,
Labor Center