

REPORT ON  
RESEARCH - TRAINING  
AND  
COMMUNITY ACTIVITIES  
1972 - 1973



INSTITUTE OF INDUSTRIAL RELATIONS  
UNIVERSITY OF CALIFORNIA, BERKELEY

INSTITUTE OF INDUSTRIAL RELATIONS

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1972-1973

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## INTRODUCTION

This Report differs slightly in format from its predecessors. In addition to containing sections devoted to the Institute's established organizational activities, there are two sections organized along certain areas of interest which involve more than one type of Institute activity. These are, first, a section on diverse activities and plans dealing with environmental problems, including health and safety problems on the job, and second, a section on the Institute's activities in the area of public employment and collective bargaining.

In the same vein, the section on faculty research has been organized along research areas as well as by individual activity. Within each of the substantive areas of research discussed in this section, scholarly work by members of our faculty is identified. This Report deals with the continued expansion and diversification of the Labor and Urban Studies program conducted by the Center for Labor Research and Education in the Institute. In view of our limited staff resources, especially as measured against our capacity to perform in all of the areas which we would like to continue or enter, we have embarked upon an attempt to plan our major activities over a five-year period. Our objective is to stagger the introduction and termination of different projects with a view both to preventing an overload on permanent staff and, if at all possible, to augment that with additional resources. Although it is yet too early to determine whether we will be as successful as we are ambitious, the planning exercise itself is proving beneficial to us.

## RESEARCH AND PUBLICATIONS

### A. Academic Research

This section is organized a bit differently from the research sections in previous Reports. The purpose is to identify those broad areas of major research interest in the wide field of industrial relations and employment, and to make brief reference to contributions by faculty members of this Institute. It may be noted that, although our research program has been constrained in recent years by the stringency which has been visited upon our academic community, the Institute's faculty members are represented in all of the major areas of academic research. It will also undoubtedly be noted that these categories are by no means mutually exclusive and that, indeed, there is considerable overlap. In part, this is traceable to the interdisciplinary nature of the problems on which social scientists interested in these broad areas work. In this connection, it is relevant to add that our own faculty membership is drawn from seven different academic departments on the campus: Business Administration, Economics, History, Law, Political Science, Psychology, and Sociology.

#### I. Collective Bargaining in the Private Sector

Although this is the classic staple of research in industrial relations, it will probably become the object of more heightened professional and public interest in the near future. With the inflation-unemployment tradeoff becoming increasingly critical and with the limitations of direct wage control programs quite apparent, it is probable that the structural characteristics of the American system of collective bargaining will become the object of serious reappraisal. Research in this area is being contributed by David E. Feller (Law), who has set forth a new and comprehensive theory of the collective bargaining agreement. The work of Joseph W. Garbarino (Business Administration), which compares the British and American industrial relations systems in light of the recent British legislation patterned somewhat after the Taft-Hartley Act, falls in this area. So does the work of Lloyd Ulman (Economics), focusing on the implications of the multinational corporation for collective bargaining.

The Institute has also sponsored research bearing upon the construction industry, which has imposed serious problems relating both to lack of opportunity for minorities and to inflationary developments in the economy. George Strauss (Business Administration) co-authored a review article dealing with labor relations in construction and, in addition, has been studying apprenticeship programs in this industry. Sara A. Behman (Economics, Cal Poly, San Luis Obispo) and three associates have completed a lengthy monograph on the economic impact of productivity changes in construction on the employment and wages of carpenters.

## II. Collective Bargaining in the Public Sector

Research has been stimulated in this general area by the extremely rapid growth of public sector bargaining in the past decade at the federal, state, and local levels, and also by some difficult and novel problems which arise when attempts are made to transplant collective bargaining to the arena of public employment. Some of the most difficult problems are posed by the rapidly growing organization of faculty in institutions of higher learning. Garbarino is continuing his pioneering research on faculty collective bargaining. In addition, special mention should be made of the contributions to research which have been generated by the Institute publication, California Public Employee Relations. This activity is reported on in a separate section; however, mention should be made now of the interpretive articles which are included in the various issues of this journal because they frequently constitute substantial contributions to the national body of professional research. Institute members whose research has been published in this manner are: Norman Amundson, M. W. Aussieker, David J. Bowen, Bonnie G. Cebulski, Bruce Poyer, Betty Schneider, David R. Smith, George Strauss, and Don Vial.

## III. Unemployment, Inflation, and Labor Market Policies

The nature of contemporary unemployment and its relationship to inflation is currently the subject of intense research and considerable controversy, especially between those scholars who believe that much of our current unemployment is "frictional" and "voluntary" in nature and those who believe that it is predominantly due to "structural" factors and is largely "involuntary." The type of public policy deemed appropriate to deal with unemployment problems frequently depends on the theory concerning the nature of unemployment which is entertained. The work of R. A. Gordon (Economics) has been especially influential in this area, since it analyzes the causal significance of the high unemployment rates among the youth, women, and color minorities in generating inflation. New work of his will emphasize the important of major historic industrial change in the economy.

Research on the role of manpower policies in combatting inflation and unemployment has also been carried out by Ulman. Michael L. Wiseman (Economics) and Frank S. Levy (Economics) have completed work on the capability of local government to provide public employment for low-skilled persons. They are beginning a study of the characteristics of welfare recipients in Alameda County; and Wiseman together with Fred Doolittle, a Research Assistant and graduate student in Economics, are also currently working on employment in urban ghettos. The Institute's research project, "Alternative Forms of Public Service Employment," which was described in our last Report, has been completed and has yielded four research papers by graduate students, in addition to the study by Wiseman and Levy noted above. They are as follows:

"The Effect of Legitimate Opportunities on the Probability of Parolee Recidivism," by Philip Cook

"The Inflationary Effects of Public Service Employment," by Philip Cook and Robert Frank

"Public Service Employment and the Supply of Labor to the Private Sector," by Robert Frank

"A Proposal to Improve the Design of the Public Employment Program," by Laurence Seidman

These studies were developed in conjunction with a special seminar consisting of the student authors cited above and by the following faculty members: Gordon, Bent Hansen (Economics), Levy, Ulman, and Wiseman.

The Institute continues to support research on policies of direct wage and price restraint (or "incomes policies," as they are known abroad). Research on the comparative effectiveness of such policies in the member countries of the OECD was carried out by Professor Pieter de Wolff (Economics, University of Amsterdam) during his recent tenure at Berkeley under a Ford Research Professorship provided by the Institute of International Studies. Work in this field was also done by Ulman.

#### IV. Education and Work

Research on education, including higher education, and research on work relationships have always been related, but the relationships have been strengthened and have become more diverse in the last decade. Research on collective bargaining in higher education, referred to under II above, is but one example of this interrelationship. Scholars with a background in industrial relations and employment problems have also made contributions to research on conflict and group relationships within the University community; the comparative work by Harold L. Wilensky (Sociology) on University crises in Italy, Britain, and the United States represents a contribution in this area. Another facet of the overlap between research on education and research on employment problems arises by virtue of the fact that employment policies of the University have been subject to re-examination because of the impact of antidiscrimination legislation; current work by Jan Vetter (Law) on the administration of affirmative action plans in colleges and universities falls in this zone of overlap. Another source of overlap in these two broad areas of research has been the re-examination of the economic role of education. The work of Samuel Haber (History) on the history of the American professions, which examines the process whereby various occupational groups have gained professional status and of the responses of institutions of higher learning in this connection, is a contribution in this area. So are the six essays emanating from a recently completed project on the Economics of Higher Education, financed by a grant from the Carnegie Commission on Higher Education to the Institute. This project has been referred to in the previous Report; it is scheduled for publication in November 1973.

Special mention should be made of the current research of E. H. Phelps Brown (Emeritus, University of London) who, in the course of his continuing

research into the structure of wages, is investigating the relative roles played by formal education and training, on the one hand, and native ability, on the other. Results of this important work were reported to the campus by Professor Phelps Brown in the Hitchcock Lectures of 1973.

#### V. Labor in Economic Development

Although this field is related to others listed in this section, including VI below, it is listed separately because it has been the subject of much research over the years. Moreover, given the importance of the role played by labor markets, tradition, and noneconomic incentives in underdeveloped countries, this area remains a focus of continuing interest. Research on the relationship between traditional personality values and economic development in India is being conducted by Van Dusen Kennedy (Business Administration). Reinhard Bendix (Political Science) and Clark Kerr (Business Administration and Economics) are extending their earlier research, Bendix in the area designated as "Authority and Inequality," and Kerr on "Industrialism and Industrial Man." (It should be added that the Bendix work deals with these problems as they relate to Western countries at an earlier stage of historical development rather than focusing on contemporary underdeveloped countries.)

#### VI. Organizational Behavior

The study of organizational behavior dates back to the pathbreaking Hawthorne experiments of the late 1920's, and this area has commanded the attention of behavioral scientists connected with the Institute since its founding. Organizational behavior's original interest was with the individual blue-collar worker and his interactions with his peer groups. Over the years its focus has widened to include, first, white-collar employees and supervisors and then professionals and managers. Today behavioral scientists tend to look upon the organization as an "open system" which influences and is influenced by the environment. Furthermore, they have been concerned not just with describing behavior, but also with making it more effective. Recent Institute research has dealt with all these areas and has involved faculty from Psychology, Sociology, Business Administration, and, in one study, Economics.

The behavioral scientist's original interest in blue-collar workers has been renewed and heightened by speculation that the wage earner (perhaps following the college student) has been increasingly disenchanted or "alienated" from his working environment -- and that this disenchantment has contributed to our failure to match the productivity increases registered in other countries. Strauss has been working in the field of worker attitudes and particularly on various schemes, such as job enrichment, which are designed to improve worker motivation. There is considerable question as to whether there have been any significant changes in worker attitudes at all, and research in this area, involving Strauss, Ulman, and Robert J.

Flanagan (Business Administration, University of Chicago), has been commissioned by the Ford Foundation. The major problem to be attacked by this project is whether significant changes in labor market behavior (e.g., labor productivity, turnover, strikes, etc.) have occurred which would be consistent with the results of increased alienation. This work would attempt to relate the approaches of economists, psychologists, and students of organizational behavior.

Other research relating to individual attitudes toward their organization has been performed by Wilensky in his continuing studies of institutional estrangement and attachment, and by Arnold Tannenbaum (Psychology, University of Michigan), who engaged in an international comparison of worker participation and job satisfaction while a visitor at the Institute in 1971-72.

Sheldon Zedeck (Psychology), in collaboration with Moshe Krause, Research Assistant and graduate student in Psychology, has been studying the psychological determinants of organizational affiliation and leadership style. In particular, he has been concerned with questions relating to job choice. On an applied level he has been developing a new approach to performance appraisal which involves the participation of those to be evaluated (or doing the evaluation) in developing the scales which will be used in the appraisal process itself.

Moving up the organizational ladder in terms of research attention, William K. Graham (Psychology) has been investigating the use of psychological assessment centers as a device for selecting managers, with special emphasis on the use of such centers to identify women and minority employees who have management potential. Karlene A. Roberts (Business Administration) and Milton Blood (Psychology) have been working on a three-year project financed by the Office of Naval Research which is concerned with communications flows and organizational performance.

Blood has been working on two other projects: (a) a study of the reactions of physicians to large-scale group practice, sponsored by the Kaiser Research Foundation, and (b) an investigation of the behavioral properties, antecedents, and consequences of performance anxiety among musicians -- this being conducted with the cooperation of the Western Opera Theatre.

Raymond E. Miles (Business Administration) has been interested in the impact of environmental uncertainty and managerial attitudes upon organizational structure and policy. He is completing a general, theoretical study which describes alternate models of organizational structure and practice under a variety of environmental conditions, with special emphasis on organizational change. With the assistance of Henry J. Coleman, a Research Assistant and graduate student in Business Administration, he is beginning a field study to test his propositions in a variety of hospital situations. He continues his interest in organizational development, the process of introducing change in organizations -- an area about which Strauss has completed a lengthy review essay.

B. PublicationsI. Individual PublicationsReprint  
No.

- 358 "Functional and Conflict Theories of Educational Stratification," by Randall Collins. Reprinted from American Sociological Review (1971).
- 359 "MBO: A Critical View," by George Strauss. Reprinted from Training and Development Journal (1972).
- 360 "Inflation Policies and Collective Bargaining," by Lloyd Ulman. Reprinted from Collective Bargaining Today: 1971 (1972).
- 361 "Economists and Unions--Discussion," by Myra H. Strober. Reprinted from The American Economic Review (1972).
- 362 "Cost-Push and Some Policy Alternatives," by Lloyd Ulman. Reprinted from The American Economic Review (1972).
- 363 "Manpower Programs: Critical Appraisals of Training and Development in the United States and Great Britain." 1. "Manpower Programs for Disadvantaged Youths," by V. Lane Rawlins; 2. "Job Corps: Some Factors Affecting Enrollee Earnings," by Stephen R. Engleman; 3. "Britain's Training Act: A Manpower Revolution?" by F. T. Malm. Reprinted from Industrial Relations (1972).
- 364 "On-Site Labor Productivity in Home Building," by Sara Behman. Reprinted from Industrial Relations (1972).
- 365 "Labor Problems in Construction: A Review," by Howard G. Foster and George Strauss. Reprinted from Industrial Relations (1972).
- 366 "Phase II in Context: Towards an Incomes Policy for Conservatives," by Lloyd Ulman. Reprinted from Incomes Policy: What Can We Learn from Europe?, edited by Walter Galenson (1972).
- 367 "The Impetus to Contract Arbitration in the Private Area," by David E. Feller. Reprinted from New York University Conference on Labor (1972).
- 368 "The British Experiment with Industrial Relations Reform," by Joseph W. Garbarino. Reprinted from Industrial and Labor Relations Review (1973).

- 369 "Job Satisfaction Among Part-Time and Full-Time Employees," by Nancy Logan, Charles A. O'Reilly III, and Karlene H. Roberts. Reprinted from Journal of Vocational Behavior (1973).
- 370 "Some Macroeconomic Aspects of Manpower Policy," by R. A. Gordon. Reprinted from Manpower Programs in the Policy Mix, edited by Lloyd Ulman (1973).
- 371 "Organizational Development: Credits and Debits," by George Strauss. Reprinted from Organizational Dynamics (1973).
- 372 "A General Theory of the Collective Bargaining Agreement," by David E. Feller. Reprinted from California Law Review (1973).

Productivity Change for Carpenters and Other Occupations in the Building of Single Family Dwellings and Related Policy Issues, by Sara Behman, with Max DeGialluly, Erwin Dreessen, and Clyde Johnson (1972). \$1.00.

Manpower Programs in the Policy Mix, edited by Lloyd Ulman (Baltimore, Maryland: The Johns Hopkins University Press, 1973). \$8.50.

Economic Instability and Growth, by R. A. Gordon (New York: Harper & Row). To be published Fall 1973.

## II. Symposia

Jobs and the Environment: Three Papers. 1. "The Economics of Pollution Control," by Robert M. Solow; 2. "Labor's Stake in the Environment/The Environment's Stake in Labor," by Barry Commoner; 3. "Labor and the Economic Impact of Environmental Control Requirements," by Leonard Woodcock. Proceedings of a conference held in San Francisco, California, November 28, 1972. \$3.00.

A Symposium on Revision of California's Public Employee Bargaining Laws, proceedings of a conference held in San Francisco, California, May 24-25, 1973. \$7.50.

## III. Periodicals

Industrial Relations: A Journal of Economy & Society.

Published three times yearly, in February, May, and October. Subscription rates: one year, \$6.00; three years, \$14.00; single copies, \$2.50.

California Public Employee Relations.

Published four times a year. Subscription rates: one year, \$10.00; single issues, \$3.00 (reduced rates on some back issues); special discounts for bulk orders.

## VISITORS

Members of the Institute have profited greatly from visits of colleagues from other universities in the country and from abroad. The academic year 1972-73 provided a bumper crop of interesting visitors, who are listed below, together with the area in which they pursued their research interests while at Berkeley.

E. H. Phelps Brown (Emeritus, University of London), Hitchcock Professor, 1973, whose lectures were entitled "The Why and Wherefore of Pay Differentials."

Pieter de Wolff (University of Amsterdam), Ford Research Professor with the Institute of International Studies. Research on policies of wage and price restraint in OECD member countries.

Arnold Tannenbaum (University of Michigan), Visiting Professor of Business Administration, 1971-72. Research on international comparison of worker participation and job satisfaction.

Bo Ohlström (Swedish Trade Union Confederation), Visiting Research Associate.

Klas Levinson (University of Uppsala). Research on multinational corporations and collective bargaining.

Peter Sanden (University of Uppsala). Research on multinational corporations and collective bargaining.

Harry F. Stark (Rutgers University), Visiting Research Associate. Research on collective bargaining in the university.

## THE JOURNAL

Industrial Relations, the Institute's journal, is now in its twelfth 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, 1973, over one hundred articles were received, of which twenty were accepted for publication. Since a number of the published articles were specifically invited, our rejection rate of unsolicited articles continues to run over 80 percent.

Most issues of the journal include symposia on topics of industrial relations interest. Among topics covered in recent issues have been "Industrial Relations in Construction" and "Cross-national Organizational Research." Additional short collections of articles cover such fields as public employee relations, faculty unionism, manpower programs, and discrimination 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. Negotiations are now in progress for the distribution of Industrial Relations in microfilm and microfiche; arrangements are expected to be completed by early next year.

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 with our 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 is Editorial Assistant, and Hazel Grove is Circulation Manager.

## SUPPORT AND TRAINING OF GRADUATE STUDENTS

The Institute provided financial support and research training to graduate students in different departments. Under a change in policy, as noted in the last Report, applications are no longer taken from entering graduate students. Instead, faculty members of the Institute choose their own research assistants from among students in their departments, who are then employed by the Institute. This policy provides the Institute with an incentive to assign the highest priority to the provision of financial support for as many students as possible. Moreover, experience seems to indicate that a direct matching between student and faculty member is preferable to the older system whereby a pool of new students were appointed in the first instance by the Institute's staff.

During 1972-73 there were 26 graduate research assistants associated with the Institute. They are doing graduate study in the following departments: Business Administration, 7; Economics, 4; Law, 5; Psychology, 5; Sociology, 3; History, 1.

Twenty-three of these research assistants are assigned to members of the faculty on individual research projects (although two are also assisting with editorial work on Industrial Relations); and three are assigned to the Center for Labor Research and Education under Don Vial's supervision.

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, which the Institute sponsored and is administering. Another four students completed their dissertations under similar grants during this period. The four current Manpower doctoral dissertation students, together with their dissertation topics, are as follows:

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

Laurence S. Seidman, "The Theory and Design of a Guaranteed Job Program."

H. Allan Hunt, "The Relative Economic Efficiency of Registered Nurse Training Programs."

Alan A. Fisher, "The Problem of Teenage Unemployment."

This year, the Institute has been able to provide office space and other services to six 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.

Following the start made in the last Report, we are listing 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.

<u>Name</u>	<u>Department</u>	<u>Address (if away from U.C.)</u>
Philip K. Armour	Sociology	
Harry Benham	Economics	
Alexander Bergmann	Business Admin.	Lausanne, Switzerland
Theodore Bogacz	History	
Robert Boggs	Sociology	
David J. Bowen	Business Admin.	
Gene Bretton	Business Admin.	
Bonnie G. Cebulski	Law	
Joseph M. Cigliano	Economics	
Philip J. Cook	Economics	Duke University, Durham, N.C.
Suzanne Dodson	Business Admin.	
Erwin A.J. Dreessen	Economics	The Netherlands
Stephen R. Engleman	Economics	University of Glasgow
Paul Farnham	Economics	
Peter Feuille	Business Admin.	University of Oregon, Eugene
Alan A. Fisher	Economics	Cal. State Univ. at Fullerton
Robert H. Frank	Economics	MIT, Cambridge, Mass.
James Frisch	Psychology	
Daniel Hawthorne	Psychology	
Betty C. Heian	Economics	
Wallace Hendricks	Economics	University of Illinois
Allan Hunt	Economics	
Michael D. Hurd	Economics	Stanford University
Audrey Ichinose	Sociology	
Moshe Krause	Psychology	
Ernie Lightman	Economics	London School of Economics
Samuel S. Lima	Psychology	
Natalie Lun	Business Admin.	
Reynold B. Madoo	Economics	Urban Institute, Washington, D.C.
Charles O'Reilly	Business Admin.	
Patricia A. Renwick	Psychology	
David Rosenfeld	Law	
Dennis M. Roth	Economics	
Donald Sant	Economics	
Federico Sayre	Law	
Laurence S. Seidman	Economics	

Charles C. Snow  
Deborah Tong  
Anne Trebilcock  
Bruce Vermeulen  
Harold Wong  
Shirley Ann Woo

Business Admin.  
Psychology  
Law  
Economics  
Economics  
Law

Stanford University

## THE LIBRARY

The Institute Library provides informed 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. Individuals from as many as twenty different university departments made use of the Institute Library during the past two years. In this six month period, January-June 1973, the two full-time library staff members handled at least 571 reference questions and gave individualized instruction to 181 persons in the use of the Library and Library card catalog.

The Library regularly acquires selected new materials in the core subject areas of 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 topics. During the past two years particular emphasis has been placed on acquiring materials relating to discrimination in employment and affirmative action programs for ethnic minorities and women, public employee labor relations, manpower utilization, and economic controls. Acquisitions relating to public employee labor relations complement the specialized materials collected by the Institute's California Public Employee Relations Program which are housed in the CPER offices. The Library has recently begun to enlarge its collection of materials relating to the effects of multinational corporations on labor relations, employment, wages, and the work force generally.

In the Spring of 1973, members of the Labor Center staff arranged to provide storage space at the Institute for a very valuable collection of bound volumes of the Olympic Press labor papers after the final twelve papers and the Oakland plant ceased operation in December 1972. Most of the Olympic Press labor papers began publication in the 1920's and 1930's and the files provide an invaluable printed record of much of the activities and goals of organized labor in this part of California over a period of several decades. Since there is insufficient space in the Institute Library to house large back files of labor papers on a permanent basis, the Institute Librarian arranged for transfer of the volumes to the Graduate Social Sciences Library on the main Berkeley campus, where they constitute a significant addition to the labor paper collection already housed in that Library.

Since the University appropriation for purchases has always been very small, the Library depends very heavily upon gifts and exchanges for new acquisitions. Two small memorial funds established the previous

biennium have been used to supplement the annual Library appropriation. The Arthur M. Ross Book Fund is now entirely expended, but there is a balance of \$750 in the Henry P. Melnikow Memorial Fund for future purchases. Nearly two-thirds of the volumes cataloged for the book collection during the two year period were purchased out of such private resources (or were received as journal reviews, or gifts, or exchange copies).

The Library is staffed by one full-time librarian, Miss Gwendolyn Lloyd; one full-time library assistant, Mrs. Opal K. Pannell; and a part-time student assistant.

### Professional Activities of the Librarian

#### Gwendolyn Lloyd

Participated in Annual Conference of Committee of University Industrial Relations Librarians, Chicago, Ill., May 1973  
 Attended meetings of San Francisco Bay Region Chapter, Special Libraries Association  
 Member, Ad-Hoc Committee on Salaries (Statewide), Librarians' Association of the University of California, Spring 1972  
 Member, Committee on Privileges, Salaries, Conditions, and Security of Employment (Statewide), Librarians' Association of the University of California, 1973-  
 Member, Special Committee to Study Librarian Salaries (Statewide), appointed by Vice President Angus Taylor, University of California, October 1972-  
 Member, American Library Association and Special Libraries Association  
 Member, Committee of University Industrial Relations Libraries

## PROGRAMS FOR THE PUBLIC SECTOR

The California Public Employee Relations Program, under the direction of Dr. Betty Schneider, was introduced by the Institute in 1969. The project attempts to respond to the educational, information, and research needs of practitioners in the complex and dynamic field of public employee relations.

There are over a million public employees employed by several thousand public agencies in the State of California. In the sixties, the Winton Act, which defines the legal obligation of school districts in employer-employee relations, and the Meyers-Milias-Brown Act, which governs employee relations in local government, ushered in a period of unprecedented employee organizing efforts, negotiations, and litigation in California's public sector. The broad and general nature of state legislation governing employee relations in California has caused a variety of problems for parties which have never engaged in bilateral decision-making, but it has also stimulated as wide a range of experimentation with employee relations systems as can be found anywhere in the nation.

The California Public Employee Relations Program serves as a research and information center for this field, attempts to anticipate and provide for the needs of California practitioners, and endeavors to assist labor, management, and neutrals operating at all levels of California government to sharpen their focus on issues and alternative solutions. To that end, the project has been engaged in the following activities in the January 1972-June 1973 period: (1) Acquisition and Storage of Information; (2) Publication of the Quarterly Journal, California Public Employee Relations; (3) Training Neutrals in Dispute Settlement; (4) Sponsorship of a Statewide Symposium on Proposed Bargaining Laws for Public Employees; and (5) Development of a Three-Part Program on Public Agencies and Affirmative Action Issues.

### (1) Acquisition and Storage of Information

CPER Librarian Clara Stern oversees and continues to develop a comprehensive collection of documents in the field of public sector employee relations information. Included in the CPER collection are over one hundred court decisions and briefs involving virtually all California public employee relations litigation in the past four years; state laws and local agency ordinances, resolutions, and policies governing labor relations; arbitration, factfinding, and other decisions of employee relations neutrals;

memoranda of understanding, contracts, and other forms of agreement reached by the parties; grievance procedures; studies and commentaries on the operation of public employee relations systems; statistical studies by government agencies; proceedings of conferences; recommendations of consultants; and relevant bills of the Legislature. In addition, a clipping service of major California newspapers provides up-to-date journalistic coverage of employee relations throughout the State. The collection also contains the labor relations periodicals of most major public agencies and employee organizations in California. The information is made available on a priority basis to those doing research for CPER and coordinating education programs, but it is also available--and frequently used by--practitioners, faculty members, students, and visiting scholars.

(2) Publication of the Quarterly Journal, California Public Employee Relations

The dissemination of information to practitioners is the central activity of the project. CPER staff members participate in labor and management programs throughout the state. Responding to questions and inquiries of practitioners, students, and other interested parties is part of the daily routine of the project staff. However, the central means of information dissemination is the periodical, California Public Employee Relations.

The first issue of CPER analyzed the Meyers-Milias-Brown Act and highlighted the employment relations activities of several California jurisdictions. The publication was distributed free of charge to several thousand practitioners. The strong response to the early issues of the magazine enabled the CPER to be published regularly, on a subscription basis, when that course became dictated by budgetary stringency. The periodical is divided into three major sections: (1) an analytical article (or articles) on some aspect of labor relations of immediate relevance to practitioners; (2) a news section which reports significant developments in California public jurisdictions; (3) a documents section, in which important court decisions, joint agreements, and local employee relation ordinances are reprinted in their entirety.

Analytical articles for the magazine are written by staff members, practitioners, and scholars knowledgeable in the field. Articles are selected not only for their academic quality but, more importantly, for their usefulness to practitioners. The following articles appeared in CPER in the 1971-73 period: "Public Employee Bargaining in California: The Meyers-Milias-Brown Act in the Courts;" "Impasse Resolutions and Strikes;" "A Report and Commentary on Unit Determination;" "State Employer-Employee Relations: Purposes and Structure;" "Report of the Western Assembly on Collective Bargaining in American Government;" "Compulsory Arbitration in Vallejo: An Experiment in Dispute Settlement;" "The Administering Agency in California Public Employee Relations: Purposes and Structure;" "Proposed Revision of the Los Angeles County System;" "The State

and University Strikes of Spring 1972;" "The Scope of Bargaining Controversy: Substantive Issues vs. Procedural Hangups;" "A Symposium on the Scope of Bargaining Problem;" "The Agency Shop: An Old Issue in a New Environment;" "The State Conciliation Service: Its Functions in the California Public Sector;" "Advisory Council on Public Employee Relations;" "A New Alternative to the Strike-Arbitration Choice;" and "22 Illegal Strikes and California Law."

Since it was placed on a regular subscription basis in May 1970, CPER has maintained a circulation averaging between 1,200 and 1,300. In addition, substantial numbers of each issue are sold in bulk for various training programs. 48 percent of the subscribers consist of California public employers in local government, school districts, state government, special districts or universities; 28 percent are composed of public employee organizations; 12 percent are attorneys and other professionals; and 12 percent come from universities, libraries, and independent interest groups.

While most subscribers are within the State of California, CPER has national readership. The article "The Scope of Bargaining Controversy: Substantive Issues vs. Procedural Hangups" authored by Don Vial of the Institute staff was selected by the Public Employment Relations Research Institute as one of the ten most significant articles published in the field in 1972. The collection of these articles will be published this year by the International Personnel Management Association.

Dr. Betty Schneider is editor of CPER, and David Smith serves as a full-time assistant editor. In addition, CPER is staffed by Clara Stern, a half-time librarian; Hazel Grove, circulation manager; and two graduate research assistants, David Bowen (education) and Bonnie Cebulski (legal analysis). Paul Staudohar, Professor of Business and Economics, California State University, Hayward, and Marion Ross, Professor of Economics, Mills College, Oakland, contribute to CPER on a regular basis.

### (3) Training Neutrals for Dispute Settlement in the Public Sector

There is an increasing demand for factfinders, mediators, and arbitrators as collective bargaining in public employment expands. Furthermore, although members of minority groups and women represent a substantial proportion of the public sector labor force, few are available as neutrals. Responding to this dual need, the U.S. Department of Labor, through its Division of Public Employee Labor Relations, provided funds in 1972 to the Institute to develop a one-year pilot program to train neutrals for the public sector.

There were 562 applicants for entrance to the program and 17 trainees--9 men and 8 women--were selected following written application and interviews by committees consisting of the program director, Institute staff, members of the Policy Advisory Board, and persons prominent in labor and management circles in the Bay Area. Four of the women chosen were white; the balance of the class was composed of members of the Black, Asian, Spanish-speaking, and American Indian communities.

Adolph M. Koven, arbitrator and attorney, served as project director. Pauline Fong, an economist associated with the Institute, served as assistant director, and Howard Durham, another prominent arbitrator, coordinated the field work. A policy advisory board composed of labor and management practitioners, community leaders, prominent neutrals, and several area judges assisted in both the selection of the trainees and the development of the program.

The 17 trainees--successful community leaders in their own right--spent six months in academic training and six months gaining practical experience. The academic portion of the program consisted of six hours a week spent studying collective bargaining, the nature and function of public agencies, applicable state law, current practices, and the procedures and techniques of professional dispute settlement. The classes were taught by practitioners, academic authorities, and Institute staff members.

Six day-long mock arbitrations were conducted during the second half of the year under the direction of Durham and in cooperation with other practicing arbitrators. During the same period, the trainees attended a wide range of hearings with arbitrators and labor and management attorneys. Following the hearings, the students evaluated the cases with the arbitrator or attorneys and in several instances assisted arbitrators in preparing opinions and factfinding reports.

On July 16, 1973, the training experiment was concluded. The Institute will continue to be involved in the trainees' future, however. A referral system for selection of the graduates as neutrals will be operated through the University jointly by the American Arbitration Association, the San Francisco Regional Office; the Federal Mediation and Conciliation Service; the California State Conciliation Service; the National Center for Dispute Settlement of the AAA, San Francisco Regional Office; the Industrial Relations Research Association, Bay Area Chapter; and the Institute of Industrial Relations.

#### (4) Symposium on Revision of California's Public Employee Bargaining Laws

On June 22, 1972, the California Assembly adopted a resolution authorizing the appointment of a five-member Assembly Advisory Council on Public Employee Revision "to review the effectiveness of present statutes

pertaining to public employer-employee relations; communicate to and evaluate for the Legislature the statutory solutions adopted by other states in the subject area; to evaluate for the Legislature the current situation in California; and to report on specific proposals for establishing an appropriate framework within which disputes can be settled between public jurisdictions and their employees." On March 15, 1973, the council issued its final report. Because of widespread interest in the report, the proposed legislation that evolved from the report, and other legislative proposals to revise California public employee bargaining laws, the Institute--in cooperation with the Institute of Governmental Studies at Berkeley and the Institute of Industrial Relations at UCLA--sponsored a two-day Symposium on Revision of California's Public Employee Bargaining Laws. The May 24-25 conference drew several hundred participants. Papers analyzing various aspects of the Advisory Council's Report were presented by Reginald Alleyne, Jr., Professor of Law, UCLA; Robert Doherty, Director of the Institute of Public Employment, New York State School of Industrial and Labor Relations, Cornell University; Harry Stark, Director of the Institute of Management and Labor Relations, Rutgers University; and David Ziskind, Arbitrator and Attorney, Los Angeles. Jacob Finkelman, Chairman of the Canadian Public Service Staff Relations Board, spoke at the evening meeting on recent experiments in public sector bargaining in Canada. A transcription of the conference was printed and made available through the Institute.

#### (5) Public Agencies and Affirmative Action Issues

On June 1, 1973, the California Public Employee Relations Program initiated a three-part project designed to provide public sector practitioners with the practical information and training necessary to meet public policy obligations involved in current affirmative action requirements. The purpose of the project is to provide a practical guide for practitioners faced with the realities of adopting and implementing affirmative action programs, yet hampered by the absence of a comprehensive collection of information and of analytic literature.

The project attempts to fill this information and training gap in three steps: publication of a compendium of pertinent legal and administrative responsibilities and guidelines; publication of a symposium of analytic articles written by qualified people who focus on issues of practical importance; and a series of training workshops on affirmative action program construction and implementation.

CPER hopes to complete the Compendium by January 1, 1974, the Symposium by May 1, 1974, and initiate training programs commencing June 1, 1974.

## JOB, HEALTH AND THE ENVIRONMENT

Increasing concern about preserving and enhancing the environment has resulted in the past several years in national legislation requiring many new environmental protection standards, both in the workplace and in the community. Standards have been established for occupational health, waste disposal, noise, air and water pollution; and additional standards are still in the process of formulation and implementation, amid considerable controversy about their impact both on production and on health.

Organized labor's concern about environmental issues in California focused first on health and safety in the workplace, and was reflected in new activities of the Institute's Labor Center beginning late in 1971. At that time, a Coordinator attended the first school sponsored by the AFL-CIO on Occupational Health and Safety, held at the Labor Studies Center in Washington, D.C. The school brought together representatives from ten major University Labor Centers throughout the country, who worked with union representatives, technical experts, and government officials to derive a format for ten follow-up educational programs on occupational health and safety. The follow-up programs were given on the various campuses during the next six months.

The educational conference at U.C. Berkeley, entitled "The Environment of the Workplace," was held December 13-16, 1971, under the sponsorship of the AFL-CIO Labor Studies Center in Washington, D.C., and the co-sponsorship of the California Labor Federation in San Francisco, and the Center for Labor Research and Education, Institute of Industrial Relations, U.C. Berkeley. Twenty-five union representatives from five western states attended. Program content emphasized the legislative history and analysis of the Occupational Safety and Health Act of 1970; the union's role and responsibility in inspection, enforcement and administrative procedures under the Act; and concepts and standards involved in the identification, monitoring, evaluation and control of workplace health hazards.

The conference was useful in teaching trade union teachers who were committed to teach others about occupational health and safety. However, it was also useful in demonstrating from the beginning that much more would have to be done in the future to meet the demand for education, applied research, information, and technical assistance on many health and safety problems which differ widely by industry and by occupation.

Accordingly, a planning committee was formed to develop a worker-oriented occupational health and safety program which could meet educational needs on a continuing basis. The committee of Labor Center staff members was assisted by Dr. Fred Ottoboni, Industrial Hygienist, State Department of Public Health, Berkeley. For the next year, committee members were in touch about "the state of the art" with a number of labor and educational experts and practitioners who have long been concerned about occupational health problems in California as well as in other parts of the country. The committee met on various occasions throughout 1972 and the first part of 1973, formulated an occupational health project, and obtained planning grant funding from the Ford Foundation to complete the design of the project in the last half of 1973. The project is discussed in greater detail below.

Having made a start to determine and to deliver the educational inputs needed to help meet environmental problems in the workplace, the focus of Institute activity on environmental issues then turned in 1972 more directly to the community, where labor, management and the environmentalists were in conflict over the issues of jobs and growth versus preservation and enhancement of the environment.

In cooperation with the Bay Counties District Council of Carpenters, the Institute's Labor Center began exploring the new community confrontation issues by co-sponsoring a one-day conference on "The Environment and Jobs," held March 25, 1972, at the Claremont Hotel in Berkeley. At that time, Bay Area environmental groups were involved in a number of confrontations with workers and developers, particularly with respect to the "stop growth" initiative measures which were being passed in some communities and challenged in the courts. With special reference to housing, the conference examined the trade-offs between growth, jobs, income distribution and environmental quality, and began to identify the common ground which might be shared by workers and environmentalists in the development of growth policies that protect the environment.

The "no-growth" vs. "blind-growth" confrontations in Bay Area communities were channeled to some extent into the state-wide election process in the Fall of 1972, particularly with respect to Proposition 20. At least in the coastal areas of the state, the California electorate expressed a clear preference for effective planning as the primary alternative to continued confrontations over land-use. However, the election issues presented to California voters were not as broad in scope as the economic and environmental problems confronting them. Consequently, Institute planning began in the spring for a fall conference on "Jobs and the Environment: Whose Jobs? Whose Environment?"

The emerging issues were divided into two broad groups for consideration and discussion at the one-day conference held on November 28, 1972, in San Francisco: First, how can current pollution levels be controlled; who

pays; and what are the policy choices at the industry and at the plant levels in adjusting production to environmental requirements? In this part of the program, industrial processes were of primary concern. Second, how can future resources be allocated in order to gain greater control over land-use planning and economic development; and what are the alternatives to conflict in seeking to balance environmental, social, and economic goals in land-use planning and in economic development?

The twin issues of cleaning up current pollution levels and controlling future pollution problems were discussed and analyzed by 3 keynote speakers and 19 panelists at the November 28 conference. The keynote speakers also prepared papers, which were issued by the Institute of Industrial Relations in a publication entitled Jobs and the Environment. In "The Economics of Pollution Control," Robert M. Solow, Professor of Economics at Massachusetts Institute of Technology, argued that an effective national anti-pollution effort does not need to result in any overall job loss. He urged that the cost of environmental amelioration be paid for by taxation and effluent charges--which are more efficient devices than either subsidies or direct controls and which are traditional regulatory devices under our system of government. He suggested that the revenue derived from such charges could be used to compensate wage earners who are displaced from their jobs.

In a second conference paper, Leonard Woodcock, President, United Automobile Workers, Detroit, also favored legislative enactment of an extensive battery of compensatory devices. Mr. Woodcock recognized that collective bargaining has "a limited reach" in these matters, and strongly rejected attempts to pressure union representatives into opposing environmental progress.

The third conference paper was by Barry Commoner, Professor of Plant Physiology and Director of the Center for the Biology of Natural Systems, Washington University, St. Louis, Missouri. Professor Commoner was less optimistic about costs and doubted that adequate clean-up and control allocations would be forthcoming without fundamental changes in the economic system. But he also showed that the current environmental crisis largely represents an extension into the community of problems which were once confined to the workplace, and an extension to the population as a whole of the resultant burdens, which were once borne almost exclusively by the worker (and are still borne most heavily by the worker). He claimed that workers have most to gain from effective environmental controls, and should therefore be leading the environmental reform effort. Commoner concluded that environmental quality cannot be achieved without the help of trade unions.

The November 28 conference on Jobs and the Environment and the published papers of the keynote speakers made an important contribution to the continuing need for dialogue, information, new points of view, and new under-

standing of the key environmental issues of our time. Many of the issues have already become part of the daily experience of great numbers of people, and most of them have become much more difficult to confront because of the enormous backlog of unresolved social and economic problems in our cities-- particularly, in housing and in urban mass transit. Some of the ideas, points of view, materials and even the resource people from the conference have since been used in many other labor-management educational forums-- including a one-day conference on Jobs and the Environment sponsored by the California Labor Federation and held in San Francisco in March of 1973.

The problems involved in the enormous interface between economic policy and environmental change are only beginning to be explored. Programs of the Institute of Industrial Relations will continue to reflect a high level of concern for the quality of educational input that is ultimately reflected in decisions which determine the quality of life in California.

Of more immediate concern both to labor and to management are decisions which can often determine the quality of a worker's life in his job environment. Therefore, in developing a continuing Occupational Health Project, the Institute has received planning grant support from the Ford Foundation and has retained a full-time consultant--Dr. Fred Ottoboni (B.S.: Chemical Engineering; M.P.H.: Industrial Hygiene; Ph.D.: Environmental Health Sciences). Dr. Ottoboni will be meeting with labor, management, community and University resource people for the rest of 1973 in the process of completing the design of a worker-oriented, education, applied research, and technical assistance program to serve the primary objective of establishing effective controls over health and safety hazards in the workplace. One specific objective of special concern will be to identify and implement protective actions that can be taken by labor and by labor-management groups to reduce health hazards in the workplace. To achieve this goal, technical assistance will be rendered primarily through the collective bargaining forum. Further, as a part of the educational support for the project, information will be gathered, edited and disseminated as widely as possible in order to advance a concept of occupational disease epidemiology which is oriented to the systematic identification, verification and control of on-job health hazards.

## COMMUNITY ACTIVITIES

### Labor Programs

The Center for Labor Research and Education functions as a community service unit of the Institute of Industrial Relations. Through its staff of four program coordinators, augmented by an Administrative Assistant, secretarial services, and extensive back-up support provided by the Institute, the Center conducts a broad range of educational programs in cooperation with labor organizations and other interested groups.

Within budgetary constraints, program directions are largely determined by the needs of the labor community, based on priorities which give major attention to the pressing nature of contemporary urban problems. In this respect, an important source of strength in program development is the close working relationship with union officials which the Center's staff has been able to develop and maintain over the years. "Good will" engendered through program activities in conventional areas of labor education has fostered innovation in other areas where programs of the Center are specifically designed to help organized labor overcome some of its own institutional barriers to leadership development and community problem-solving.

The capacity of the Labor Center to respond to community needs, however, is also very much dependent on other programs and projects of the Institute which are described elsewhere in this report. The California Public Employee Relations project (see pgs. 16-18 ), for example, provides the underpinning for programs conducted with public sector employee organizations. Institute conferences, such as the one on "Jobs and the Environment" sponsored in November of 1972 (see pgs. 23-24 ) provide the groundwork for follow-up programs with labor groups. These and other activities of the Institute help to provide both the research base and materials required to maintain high quality standards in the programs of the Labor Center.

### Summary of Educational Programs

Throughout the reporting period, in the face of severe budgetary constraints, the Labor Center was able to continue a heavy schedule of short-term courses, seminars, workshops, conferences and institutes in traditional areas of labor education. The major innovation of the past year and a half was the launching of a new program in labor and urban studies, based on

earlier experimentation with minority leadership training programs. (See 1969-71 Report of IIR, pp. 41-48). This new program was initiated with the support of the Ford Foundation in the fall of 1972 through a consortium relationship with Merritt College, a two-year community college in Oakland. As discussed below, experience with the program during its first year of operation has established the viability of a University-Community College consortium approach to workers' education. The program's pioneering thrust, in turn, has opened the door to related projects and programs which are currently in a planning stage of development with the prospect of additional Foundation support in the offing.

During the 18 months between January 1, 1972 and June 30, 1973, the educational activities of the Labor Center may be summarized as follows:

- Conducted twenty-seven, twelve-week courses in Labor and Urban Studies, involving the enrollment of approximately 125 trade unionists and a total of 1,072 teaching hours.
- In cooperation with national or international labor organizations, presented five, week-long residential institutes and summer schools, involving a total of 310 participants. (Included two sponsored by public sector unions.)
- Presented 4 additional week-long residential institutes in cooperation with the national AFL-CIO's Labor Studies Center, the number of participants totaling approximately 75 full-time staff officials and union officers.
- Conducted 8 short-term courses of 6 to 10 weeks' duration for shop stewards, committeemen and local union officers in public sector unions, involving approximately 350 participants.
- Presented 5 grievance handling and collective bargaining workshops involving some 125 participants in 2 or more weekend sessions, in cooperation with local unions (primarily public sector).
- Presented 13 one-day workshops, conferences, and seminars covering a broad range of industrial relations issues and problems, with attendance ranging from 20 to 200 per session and totaling approximately 900 participants (both public and private sector).
- Participated in numerous educational sessions conducted by employee organizations as part of their regular meetings, educational conferences and special sessions.

The above summary reflects activities which resulted in more or less formal educational programs. Excluded are many consultation services which the Center extends to labor organizations and other community groups in con-

nection with applied research interests and the development of their own educational programs. Nor does it include participation of staff in community programs which are closely related to the activities of the Center and the interests of labor, but sponsored by either governmental agencies or non-union groups. The Center's participation in these broader community activities is often stimulated by union officials who look to the Center's staff for assistance and guidance in dealing with urban problems which transcend collective bargaining solutions. In the past, most of this broader community involvement has been focused on manpower programs, housing, health care and related issues. During the period covered by this report, problems of adjustment to higher environmental standards have also loomed large, particularly in regard to the impact of higher standards on the job security concerns of organized labor. As a result, the Labor Center has become increasingly involved in community efforts to develop constructive alternatives to continued confrontations between labor and environmentalists. It is estimated that activities of this nature, which are excluded from the above listing of programs, account for as much as 30 percent of the Center's staff time.

#### University-Community College Consortium in Labor and Urban Studies

Two years of experimentation with minority union leadership training on the Berkeley campus has led to the development of a new program in labor and urban studies, which, as indicated above, was initiated in the fall of 1972 in consortium with Merritt College in the Peralta Community College District. Viewed as a major innovation in the field of labor education, the program is primarily designed for union members who are interested in more active leadership roles in their organization and communities, with continued emphasis on minority leadership development. Under a two-year Ford Foundation grant (and an extended five-year commitment), the Labor Center is currently in the process of extending the program to other community colleges in the Bay Area.

The program breaks new ground in workers' education by establishing functional links between (a) leadership training designed to meet labor's institutional needs and (b) training opportunities designed to satisfy broader and continuing educational needs of workers. Individuals who undertake training for the assumption of leadership responsibilities in their unions and communities are provided with extended opportunities to relate this training to other personal educational goals. Core courses in labor and urban studies are coordinated with special courses and workshops to improve communication skills in reading, writing, and public speaking, and with other skill courses dealing with the usage of accounting concepts and mathematics in labor relations. Through the consortium relationship, these coordinated courses, in turn, are linked with adult training programs conducted by the community colleges and covering a wide range of subjects.

Degree-oriented participants may, if they wish, group courses in the core curriculum as "major", leading to an Associate in Arts degree in Labor and Urban Studies issued through community colleges in the Consortium. Others may take the courses as worker-education offerings, leading to an optional certificate in Labor and Urban Studies.

Classes in the Labor and Urban Studies Program meet primarily in the evening, or on weekends for the convenience of working adults. Courses are planned and offered in sequences which permit participants to complete a major and the skill development courses in the core curriculum over a two to three year period, but students may determine their own rate of progression. Intensive, problem-solving counseling services are included in the program.

Accreditation is not viewed as an end in itself. Rather, it is seen as a vehicle which vastly expands the quality and quantity of resources which may be brought to bear on the leadership training needs of labor organizations, while simultaneously dealing with some of the major problems encountered by adult workers in gaining greater access to extended educational opportunities. There are no course fees or tuition in the program. One of its major objectives is to establish workers' education on a tuition-free basis and to develop new forms of student assistance which come to grips with the personal access problems of adult workers.

In this connection, the Ford Foundation grant provides, on an interim basis and in cases of special need, limited financial assistance to students for books, supplies, and transportation. In the long run, however, the program must look to the development of other sources for such direct assistance. Here, it should be noted that the Ford grant includes support funds for working with interested Bay Area unions in developing approaches to educational "fringe benefits" which focus on access problems and which stimulate "reforms" in educational institutions. The premise on which such assistance is offered to unions is that wage dollars which are "socialized" through collective bargaining for educational purposes should be used to make tuition-free education more responsive to the needs of adult workers; not to displace tax dollars for education. It is the viewpoint of the Center that the focus of negotiated educational benefits might better be directed toward providing paid release-time, and on covering incidental costs which are incurred by adult workers who become involved in continuing education, rather than on tuition-or-fee-reimbursement approaches which tend to encourage public institutions to establish fee programs. The impact of the latter would be to further complicate the access problems of workers who are unable to obtain outside assistance.

Regionalization of the Labor and Urban Studies Program in the Bay Area has moved forward ahead of schedule, building on the experience of the 27 courses offered through the U.C.-Merritt College Consortium during its

first year of operation. From the outset of the program, about 30 percent of those enrolled have been travelling to Berkeley and Oakland from other parts of the Bay Area to take courses--particularly from San Francisco and from Santa Clara and Contra Costa counties. Thus, incentives to extend the program to other community colleges as planned have been immediate and pressing.

In San Francisco, discussions which started in November of 1972 with the appointment of a local labor advisory committee have led to the approval by the San Francisco Community College District of a labor studies program which is fully compatible with the U.C.-Merritt Consortium. San Francisco City College will introduce the program this Fall with three basic courses to be followed by a phased introduction of the balance of the core curriculum. In the meantime, Contra Costa and Santa Clara Counties have also been planning to offer courses in the labor and urban studies program through their community colleges. The Labor Center is currently working with local labor advisory committees and community colleges in these counties in anticipation of starting courses in the Spring of 1974. Regionalization of the labor and urban studies curriculum in this manner will assure transferability of credits as students move between community colleges with the expansion of the program.

The rapid growth of the program--actual and projected--underscores the magnitude of the undertaking. A total of 16 courses will be offered through Merritt College and San Francisco City College this fall as the program goes into its second year (13 through Merritt, plus 3 in San Francisco). A brochure describing the Fall 1973 courses and containing information about the program is appended to this Report. As the program is expanded at both Merritt and San Francisco City Colleges and extended to community colleges in Santa Clara and Contra Costa Counties, the Labor Center looks forward to the number of courses being increased to approximately 25 in the Spring of 1974.

It is anticipated that enrollment in the program through Merritt College alone will increase from 125 to about 200 by the end of the second year of operation, and then level off at that number. Additional enrollments through San Francisco together with extensions of the program to Santa Clara and Contra Costa Counties, could conceivably raise the enrollment of students in the year ahead to 350 or 400 adult trade unionists, in addition to casual participants in particular courses.

From its inception, the Labor and Urban Studies program has been linked to the labor community through a Program Advisory Committee. Originally, the Committee took on an East Bay character, reflecting the orientation of the predecessor Minority Leadership Training Program and the initiation of the Labor and Urban Studies program through Merritt College in Oakland.

With increasing regionalization, it became necessary to expand representation on the Program Advisory Committee. Accordingly, the Committee was recently reconstituted to reflect more adequately the Bay Area regional character of the program.

The Program Advisory Committee is composed primarily of representatives of organized labor who have an active interest in the program. Broader community participation is achieved through representatives of community groups which are labor-market oriented and the faculties of the University and community colleges. The regional Committee's overall responsibility is to provide advice on all matters related to the development, operation, and evaluation of the program, particularly with regard to its regional thrust. Such local advisory committees as are established also have a vital role in the recruitment and selection of participants, and in advancing working relationships with community colleges in their areas.

The administration of a program of this magnitude carries with it heavy burdens. Thus far, the early identification of problems has contributed significantly to overcoming them. Looking ahead, a major problem to be surmounted, as the program is expanded and regionalized, is an anticipated shortage of practitioner-instructors of the type currently being used to maintain both the practical character and the high quality of the course offerings. Ways and means of developing new sources of instructors to augment the existing supply are being explored by the Center's staff, with the cooperation of the Chancellor's office. An effective training program is almost certain to require the development in the immediate future of a proposal for augmented funding of the program from either internal or external sources, or perhaps a combination of both.

In this vein, the Labor Center is also looking at possibilities for more effective utilization of present teaching resources. A partial answer, perhaps more in the long run than the immediate future, may lie in the development of new teaching techniques which employ telecommunications media, including cable and microwave TV, radio, films, etc., in combination with other more conventional techniques. The use of telecommunications in labor education, however, also needs to be explored in terms of improving quality and developing better methods of providing access to education by working adults. The Labor and Urban Studies Program is ready-made for experimentation along these lines; and it is the intent of the Labor Center (at suggestion of the Ford Foundation) to develop a funding proposal to this end within a year. Such a proposal would also include experimentation with telecommunications in educational programs to be conducted in connection with the Center's Occupational Health and Safety Program, which the Labor Center is currently developing under a Ford Foundation planning grant. (See section of Report on Jobs, Health, and the Environment, pp. 21-24 )

Finally, in regard to the future development of the Labor and Urban Studies Program, it should be noted that the Labor Center is very much aware of the fact that the optional Associate in Arts Degree available to participants is "dead end" in the sense that community college credits earned in the program would not be automatically transferable to four year institutions of higher learning such as the University of California of the State College and University System. To deal with this problem, the Ford Foundation grant provides for a transferability evaluator and consultant who is working with the program as it evolves to develop and test criteria and standards to be used in assisting graduates of the program who wish to pursue higher degree programs. The realization of this objective, however, is substantially dependent on the type of extended educational programs that may be developed at the University or state colleges and universities. Possibilities of developing a compatible, advanced program are currently being explored at San Francisco State and will be taken up with the regional Program Advisory Committee to the Labor and Urban Studies Program in the immediate period ahead.

Further information about the Labor and Urban Studies Program, including descriptions of courses offered in the core curriculum and related skill development courses, is available through the Labor Center.

#### Programs Sponsored with Local and Regional Labor Organizations

The magnitude of the Center's Labor and Urban Studies' program has required a careful reevaluation of priorities. An imbalance between Center resources and program requests has been compounded by cuts in operating funds available to the Center for the use of community teaching resources in programs tailored to the needs of labor organizations. As indicated in the section of the Report summarizing educational programs . . . priority in staff time outside the labor and urban studies program has been given to public sector programs where the need for training in traditional areas of labor education has been greatest. Well over half of the programs sponsored in cooperation with local, regional and some statewide organizations during the past year and a half have been with public sector unions.

In general, these programs have been conducted primarily with public employee organizations which have recently won representation rights and must now come to grips with the responsibilities of entering into bilateral relationships. The subject matter of the programs, therefore, has tended to focus on the content and process of collective bargaining, contract administration, the duties of shop stewards, handling grievances, communications, etc. However, the development of these bilateral relationships under the present mixed array of limited "meet and confer" statutes has also required that major attention be given to the evolution of public sector labor relations law at the state and local level. In this respect, it should be noted

again, that the timely articles, documents, and current-events reports contained in the Institute's CPER publication are invaluable.

Outside of the public sector, short term courses, workshops, weekend meetings, and other sessions sponsored in cooperation with local and regional labor organizations have also been subject to priority considerations in terms of staff time. Here again, programs which are subsidized indirectly by the allocation of staff time for instruction have been restricted to organizations which tend to be financially hard pressed. In other situations, it has been necessary to charge fees which at least cover operating costs.

In connection with the Center's emphasis on public sector programs, it should also be noted that during the past year the Chairman of the Labor Center served on a five-member Advisory Council on Public Employee Relations, appointed by the Speaker of the State Assembly, Bob Moretti. The Council was charged with the responsibility of examining existing State legal frameworks and recommending proposed changes to the Legislature. Based on its educational context, the Council's Report was used as the basic document for a statewide symposium on the Revision of California's Public Employee Bargaining Laws which was conducted by the Institute on May 24-25, 1973 in San Francisco. (See Section on Public Employee Relations Project, pp. 16-20.) A considerable amount of the Center's staff time was involved in presenting this symposium.

Since the issuance of the Report of the Assembly Advisory Council on Public Employee Relations, the Chairman of the Labor Center, as one of its authors, has participated in 15 meetings of both public employee organizations and public employer groups to discuss its content and recommendations, including two seminars in Sacramento and Los Angeles organized by the Speaker of the Assembly for public sector advocates.

#### Programs Conducted with International and National Labor Organizations

Week-long residential schools and occasional two and three-day schools sponsored in cooperation with national and international unions continue to be a mainstay in the Center's educational programs. The five schools conducted during the reporting period involved the Communication Workers of America (two week-long schools), the American Federation of Government Employees, the International Association of Firefighters, and the International Association of Machinists. (Five additional schools to be conducted during the month of August, 1973, falling outside of the period of this report, will add the United Steelworkers of America, District 38, and the American Federation of Teachers to the above sponsors.) It should be noted, moreover, that other national and international unions which conduct their schools independently of universities frequently call upon the

Labor Center for instructors to participate in them. Most programs are still conducted during the summer months, but there is a growing interest in schools conducted during the spring and fall quarters.

Residential schools are roughly categorized as either "first-year" schools or "advanced" institutes and schools. The curriculum of the former typically reflects the immediate interests and skill needs of active members, stewards, committeemen and minor officers who attend them. In the advanced schools, the focus is usually on issues and problems confronting sponsoring organizations in the areas of collective bargaining and related legislative activities. This issues orientation is frequently combined with rather intensive courses and workshops designed to enhance background understanding of economic policy matters and the operation of government and political parties. Currently, a great deal of attention is being given to the changing structure of industry, the growth of conglomerates and multinational corporations, wage and price controls (incomes policy), and their impacts both on collective bargaining and the socio-economic goals of organized labor. Environmental issues, both on the job and outside the workplace, are also receiving a great deal of attention.

Since residential schools are conducted by relatively few international unions, they provide educational opportunities limited to trade unionists from the industries and occupations involved. The great bulk of national and international unions give very low priority to educational programs. This shortcoming, however, is being at least partially offset by the AFL-CIO Labor Studies Center in Washington, D.C. which was established several years ago. This year, the Center will move to its permanent new campus and will launch a four-year degree program. It has opened up broad new educational opportunities for unions which do not conduct their own programs. In order to accommodate trade unionists in the West who are not readily able to travel to Washington to participate in the Center's programs, an increasing number of residential week-long institutes are also being sponsored through the Institute's Labor Center on the Berkeley campus. Last year, the Labor Center conducted four of these institutes for the AFL-CIO Labor Studies Center, using the facilities of the Earl Warren Legal Center, with students living in the Durant Hotel. In the academic year ahead, five week-long institutes will be held on the Berkeley campus. They are as follows:

- October 29 - November 2, 1973 -- Labor Law Institute
- December 10-14, 1973 -- Collective Bargaining Institute
- February 4-8, 1974 -- Building Trades Business Agents Institute
- April 1-5, 1974 -- Negotiated Fringe Benefits Institute
- May 20-24, 1974 -- Institute on Arbitration

These institutes are primarily designed for full-time staff officials and union officers. They are offered by the AFL-CIO Labor Studies Center without fee or tuition to participants. In order to encourage maximum utilization by unions which do not conduct their own programs, the Institute's Labor Center has made arrangements with the AFL-CIO Labor Studies Center to do most of the recruiting through the California Labor Federation, local central labor councils, and other labor craft bodies.

#### Other Activities and Innovations

Although understated in this brief report, a conscious effort is maintained in the Center to relate educational activities more directly to applied research projects in an action-oriented and problem-solving context. Thus, during the current reporting period, the Center has continued to assume major responsibilities in working with both labor and community leaders on many of the socio-economic problems confronting working people--problems which, in turn, reflect the stresses and strains of modern life in an increasingly impersonal and complex industrial society. The Center's main program--the Labor and Urban Studies Program--clearly reflects this orientation. Traditional courses in collective bargaining, labor law, dispute settlement, union administration, etc., have been integrated in the curriculum with the study and development of alternative solutions to pressing urban and rural problems.

Beyond the Labor and Urban Studies Program and other educational programs sponsored in cooperation with specific labor organizations, many of the programs, activities, and interests of the Labor Center extend to areas of community problem-solving which include for example, the organization and delivery of health care services, job development and training, related housing, transportation and regional planning problems, community economic development, air and water pollution, the relationship of occupational health and safety to preservation of the general environment, and the like. In this respect, as part of the Institute, the Labor Center seeks to implement University policy calling for its teaching and research units to "play an increasing vigorous role in the activities of the extended university..."

A brief review of the Center's community oriented activities follows. In the area of environmental concerns, mounting conflicts between environmentalists and organized labor over the socio-economic impact of adjusting to higher environmental standards has drawn the Labor Center into the resultant communications void as a potential "peace maker" in search of constructive alternatives to continued confrontations. The Labor Center's activities in this regard have been touched upon in the section of this Report on Jobs, Health and the Environment and need not be repeated here.

What may be important to stress is that many environmentalists seeking reconciliation with labor call upon members of the Center's staff to help them achieve their objectives, just as progressive labor leaders seeking reconciliation seek the assistance of the Center. In addition to sponsoring conferences and arranging for environmentalists to participate in "crisis" sessions called by labor in connection with various scheduled meetings of local unions, district councils and state bodies, members of the staff have also participated in several educational conferences sponsored by environmentalists groups, such as California Tomorrow.

As a result of such involvement, leaders on both sides have urged the Labor Center to assume the responsibility of seeking support for applied research that would help the various parties find common ground for advancing environmentally sound, job-creating projects. Such a proposal was developed in the Fall of 1972 and is currently before the Ford Foundation for consideration. The essence of this proposal is to create within the greater Bay Area a regional vehicle which will enable organized labor to work cooperatively with conservationist organizations and with low-income groups in dealing with pressing environmental issues and problems that affect the security needs of workers. The funding of this project is seen by the Labor Center's staff as being fully compatible with and supportive of the Center's Occupational Health and Safety Project, for which the Ford Foundation has already advanced a five-month planning grant, looking forward to a three-to five-year work program.

In other areas of urban problem solving, the Labor Center has also been drawn into community activities stemming from the growing concern of labor organizations and low-income groups over the impact of "revenue-sharing" on Federal grant programs aimed at solving urban crisis problems. For example, in connection with the housing moratorium declared by the Administration on low and moderate income housing programs, the Labor Center assisted a coalition of labor organizations, low-income minority groups, and housing developers to arrange for a weekend conference in February, 1973, which explored the implications of the housing moratorium from both a consumer and jobs point of view.

Similarly, in the manpower field where revenue-sharing concepts are also threatening the future of manpower training programs, staff members of the Labor Center have been maintaining contact with sponsors and administrators of manpower programs through a continuing seminar group, co-chaired by Professor Curtis Aller of San Francisco State University and Benjamin Hargrave of the State Human Resources Development Department. The Center is currently working with this group on plans for a manpower conference in the Fall of 1973.

In the health care field, the Labor Center's long involvement with the California Council for Health Plan Alternatives (which the Center helped to create approximately six years ago) has continued to be productive. Members of the Center's staff assumed active roles in an Advisory Committee to CCHPA on the Quality of Health Care, whose creation led to a \$150,000 grant from HEW to CCHPA for the development of a Health Plan Rating Guide. Completed this summer, the purpose of the Guide is to assist group purchasers of health plans to evaluate alternative programs available to them, with particular reference to so-called health maintenance organizations which have been developing rapidly under stimulus of national Administration policy.

In the community development field, several years ago the Labor Center obtained an OEO planning grant which led to the creation of a community development corporation known as the West Side Planning Group, Incorporated. The main purpose of this Mexican-American controlled corporation is to advance opportunities for low-income families (primarily farm workers) to participate in the economic growth and development of the West Side of the San Joaquin Valley, an area composed of large land holdings presently undergoing significant social change and economic development as a result of massive investments in water development and a new interstate freeway linking San Francisco and Los Angeles. During its several years of operation, under a \$2 million OEO grant, WSPG had developed a number of enterprises and cooperative farming ventures which are contributing to increasing job opportunities of farmworkers for year-round employment. WSPG is completely independent of the Labor Center, but as an individual, the Chairman of the Center continues to serve as Chairman of the Board of Directors of WSPG.

Finally, the Labor Center is planning to undertake a new project related to the growing controversy over worker alienation and the quality of work-life issues. In general, current research in the field fails to give adequate consideration to workers' perceptions of the problem or to their views concerning experimentation to humanize work. In response to a request for proposals from the Ford Foundation, the Labor Center has submitted a planning grant proposal which would enable the Labor Center to develop detailed plans and procedures for implementing a designated number of worker exchange visits within the U.S. and between the U.S. and Europe.

Professional and Public Service Activities of Labor Center Staff Members

Norman E. Amundson

Member, Board of Directors, Printing Specialties Union  
Retirement Center, Incorporated

Peter Guidry

Member, Industrial Relations Research Association, Bay  
Area Chapter  
Tri-City Democratic Club Member, NAACP  
Member, Workers Education Local 189, and Berkeley University  
Local 1474 of the American Federation of Teachers, AFL-CIO  
Member, Committee on Philosophy and Goals, Newark Unified  
School District  
Member, Local 304, International Brotherhood of Teamsters  
Member, National Community Disputes Settlement Panel  
Member, A. Philip Randolph Institute, Bay Area Chapter

Bruce Poyer

Member, Industrial Relations Research Association, Bay  
Area Chapter  
Member, Berkeley University Local 1474, American Federation  
of Teachers, AFL-CIO  
Member, University Labor Education Association  
Member, National Community Disputes Settlement Panel

Donald Vial

Member, Industrial Relations Research Association, and Past-  
President of Bay Area Chapter  
Member, and Western Area Representative, University Labor  
Education Association  
Member, Workers Education Local 189, and Berkeley University  
Local 1474 of the American Federation of Teachers, AFL-CIO  
Member, Board of Directors of KQED, Inc., Bay Area educational  
channel, and Chairman of Board's Committee on Open Studio  
Television  
Chairman, Board of Directors of West Side Planning Group, Inc.  
Member, Board of Directors, Save San Francisco Bay Association  
Member, Board of Directors, Association of California Consumers  
Treasurer, Consumer Research Foundation

## Management Programs

### Introduction

The activities of Management Programs are reported on below under three general headings: Conferences, Training Programs, and Continuing Seminars. With regard to conferences, these programs are undertakings of the entire Community Services staff of the Institute. The subjects are of broad general interest and thus appeal to populations beyond the borders of the labor-management community. The conference on Public and Private Industrial Relations Under a National Policy of Wage-Price Restraint is an exception, in that it was designed specifically for the management community in the public and private sectors.

The training programs of four weeks for each of the three groups from the San Francisco Department of Public Health were designed and presented in response to a specific request from that Department. The request was made through the Adult Education Division of San Francisco Community College, which provided the meeting facilities and some of the clerical services.

The Continuing Seminars sub-heading describes two seminar series which have been carried out for a number of years. The Philosophy of Management seminars were begun in the fall of 1966; and two years later, 1968, the Social Science-Management seminars were launched. In both of these groups, several of the original participants continue to be active. This, in turn, has enhanced the continuity and increased the cohesiveness of the groups, resulting in close relationships between the Institute and these representatives of the business community.

### Training Programs

Labor Relations and Supervisorial Techniques. Management Programs conducted an extensive training program for professional, para-professional and administrative personnel of the San Francisco City and County Department of Public Health. Slightly in excess of 90 participants, divided into three groups, attended these sessions. Each group met for two hours a day twice a week for four weeks, thus a total of forty-eight hours of instruction was given. The programs began in May of 1973 and were concluded early in July. Subject areas covered included a brief history of the development of the labor movement in the private sector, major statutes currently covering labor relations in the public sector in California, and two sessions on the handling of grievances. With regard to supervisorial techniques, a

session was spent on a review and discussion of the three leadership models as developed by Professor Raymond Miles and a second session on the basic principles involved in Management By Objective as a managerial tool. With the exception of two sessions for each group, Jack Hislop, Coordinator of Management Programs, served as the instructor for these series of programs. The sessions on grievance handling were presented by Thomas J. Kane, Attorney at Law, Corbett, Welden, Kane & Hartmann.

Manpower Forum. In October, 1972, Management Programs held a one-day session dealing with the manpower informational needs of both public and private agencies and the available data resources. The forum was organized with the help and cooperation of the San Francisco Regional Office of the Department of Human Resources Development. The principal public agencies concerned were the State Department of Rehabilitation, Bay Area high school districts, state colleges, and community organizations active in the promotion of improved job opportunities for minority groups.

### Conferences

Public and Private Industrial Relations Under a National Policy of Wage-Price Restraint. In connection with the visit to Berkeley of Leonard Neal, Chairman of the Commission on Industrial Relations, the United Kingdom, a one-day conference was organized and held in March, 1973, for management personnel in both the private and public sectors. Participating with Mr. Neal in the conference was Professor Pieter De Wolff, University of Amsterdam, The Netherlands, then in residence on the Berkeley Campus. The experience of several countries in Western Europe in the above matter has been much more extensive than in this country. In addition, public sector collective bargaining is considerably more developed in both the United Kingdom and the Netherlands. Thus, it appeared useful to make available to interested parties the experiences to date in these two countries.

General Conferences. The three major conferences of the Institute, which are reported in detail in other sections of this report were the October, 1972, Conference on Labor Arbitration; the November, 1972, Conference on Jobs and the Environment: Whose Jobs? Whose Environment?; and the June, 1973, A Symposium on Revision of California's Public Employee Bargaining Laws. With regard to each of these three conferences, Management Programs handled the clerical and administrative matters involved in the organization and presentation of the programs. With regard to the Conference on Jobs and Environment, the three major papers presented at the conference, "The Economics of Pollution Control" by Robert M. Solow, "Labor's Stake in the Environment/The Environment's Stake in Labor" by Barry Commoner, and "Labor and the Economic Impact of Environment Control Requirements" by Leonard Woodcock, were reproduced in bound form. This document is now available as one of the publications of the Institute.

### Continuing Seminars

A total of 13 seminar sessions were arranged and held under the auspices of Management Programs. The Social Science-Management Seminar group is composed of personnel, industrial relations or employee relations staff from organizations in both the public and the private sectors. The members of the second continuing seminar, Philosophy of Management, are senior business executives in the Bay Area who meet to discuss broad social issues pertaining to the business enterprise as one institution in the larger society.

Social Science-Management Seminars. During the January 1972 - July 1973 period, six sessions for this seminar group were held. The scope of the subject area is relatively broad, but oriented toward the nature of organizations and how they interact with individuals and groups of individuals. The discussions are research based. University faculty who presented the results of research undertakings of their own or those of other academicians included Professor George Strauss, Schools of Business Administration; Professor Sheldon Zedeck, Psychology Department, who described an employee performance appraisal system he had developed; Professor Milton Blood, Psychology Department, gave a critical review of theories of behavioral change; Dean Richard Holton, Schools of Business Administration, Dean Lyman Porter, Graduate School of Administration, and Professor George Strauss reviewed the factors taken into consideration in determining curriculum content for graduate students in business administration; and Richard A. Liebes, Research Director, Service Employees Joint Bay District Council No. 2, who reported on the kinds of organizational and managerial behavior and/or practices which lead employees to turn to labor organizations to represent their perceived interests vis-a-vis their employer.

Professor Raymond E. Miles, Associate Director of the Institute and Professor in the Schools of Business Administration, is the permanent faculty participant with this group.

The private corporations and public organizations represented in this seminar group, because of their long-standing association with the Institute, have proved to be a valuable resource for graduate students over a period of several years. Graduate students working in such subject areas as industrial psychology, labor economics, and organizational theory and development often need to establish a working relationship with one or more organizations for research purposes. The members of the Social Science-Management group have been very helpful when asked to cooperate in such research undertakings. Two examples of research projects currently in progress are a questionnaire survey of more than 200 managers to study implicit theories about human nature in the world of work (part of a doctoral dissertation), and a solicitation of the views of business organizations regarding the merits of a proposal to increase the number of low skill level jobs by a publicly funded wage subsidy system.

Philosophy of Management Seminars. The seven sessions of the Philosophy of Management Seminar were based upon background reading which included Post-historic Man by Roderick Seidenberg, The Logic of Collective Action by Mancur Olson, and the current reading, Work in America, report of a special task force to the Secretary of Health, Education and Welfare, and the Winter, 1972 edition of Dissent. In addition to seminars discussing the themes developed in these books, the group met on different occasions with two distinguished visitors from the United Kingdom. E. H. Phelps Brown, Emeritus Professor, University of London, and Honorary Fellow, Wadham College, Oxford, discussed the history and current status of an incomes policy in the United Kingdom; and in March, 1973, Leonard E. Neal, Chairman of the Commission on Industrial Relations, the United Kingdom, described developments under the recently enacted Industrial Relations Act, passed by Parliament in 1971. Neal discussed the bases of labor's opposition to the legislation and the role of the Industrial Relations Commission in gaining general acceptance of the legislation.

Lloyd Ulman, Director of the Institute of Industrial Relations, and Richard H. Holton, Dean, Schools of Business Administration, serve as co-chairmen of the Philosophy of Management seminars.

#### Report on Two General Conferences - Institute of Industrial Relations

During the period covered by this report, the Institute held two general conferences on important aspects of current labor relations, in addition to the Conference of Jobs and the Environment: Whose Jobs? Whose Environment?, discussed elsewhere in this Report. The conferences are included in this section as they fall outside the rubrics used to report on the other major undertakings of the Institute of Industrial Relations during the January 1972 - June 1973 period.

Because it has become necessary to reflect a larger portion of conference costs in registration fees, the possibility arose that some smaller and poorer organizations in the community might be unable to attend conferences (as well as other Institute activities) which they would find valuable. This possibility was obviated when additional resources were made available from the office of the Dean of the Graduate Division so that appropriate subsidies could be arranged. In addition, the conference on Jobs and the Environment received a subsidy from the Office of the Chancellor.

Conference on Labor Arbitration. More than 200 individuals participated in a day-long Conference on Labor Arbitration held at the Hotel Mark Hopkins in October, 1972. Under the chairmanship of Lloyd Ulman, Professor of Economics and Director of the Institute, the conferees explored in depth current problems in the uses and abuses of arbitration and exchanged views on emerging innovations to better adapt the arbitration process to the needs of the parties.

Experiences and developments with regard to these matters in other areas of the country were discussed fully by Robert G. Howlett, Chairman of the Michigan Employment Relations Commission, and Ben Fischer, Director of the Contract Administration Department of the United Steelworkers of America. As chairman of the general luncheon session, Professor Joseph W. Garbarino, Schools of Business Administration and Director of the Institute of Business and Economic Research, University of California at Berkeley, introduced Adolph M. Koven, Attorney at Law, and a well-known arbitrator in the Bay Area. Mr. Koven, who also is serving as Project Director of the Institute's program, Training Neutrals for Dispute Settlement, chose as his topic "Arbitration in Evolution" for his luncheon address.

Other experts on labor relations who addressed the conference included Laurence P. Corbett, Attorney at Law; Mattie Jackson, ILGWU; Harry Polland, economic consultant; Thomas J. Matthews, Western Airlines; Donald Wollet, University of California at Davis; James Marshall, Alameda County Industrial Relations Department; Robert Turner, National Center for Dispute Settlement; and Richard A. Liebes, Service Employees Joint Bay District Council No. 2. The San Francisco Bay Area Chapter of the Industrial Relations Research Association joined the Institute as co-sponsor of the conference.

"Is the Strike Outmoded?" was the subject of a two-day conference held June 7 and 8, 1973, in San Francisco and co-sponsored by the Institute with the Institute of Collective Bargaining and Group Relations. Theodore W. Kheel, Battle, Fowler, Stokes and Kheel, delivered the keynote address. Other highlights of the conference included a Thursday Luncheon session address by The Honorable David L. Cole, Chairman of the National Commission for Industrial Peace. The final conference session, held Friday noon and chaired by Lloyd Ulman, Director of the Institute, heard an address by I. W. Abel, International President of the United Steelworkers of America. At the Thursday evening banquet, The Honorable John T. Dunlop, Director of the Cost of Living Council delivered a major address. The banquet session was chaired by John F. Henning, Executive Secretary-Treasurer, California Labor Federation, AFL-CIO.

The three working sessions of the conference were devoted to Alternatives to the Strike in the Public Sector, Alternatives to the Strike in the Private Sector, and Alternative Techniques to the Strike. William H. Smith, Executive Vice President of Federated Employers of the Bay Area, served as chairman of the public sector session. Speakers in this session were Herbert L. Haber, Director of the Office of Labor Relations, City of New York; W. F. Lubersky, Dezendorf, Spears, Lubersky & Campbell, Portland, Oregon; Matthew Guinan, International President, Transport Workers Union of America; Albert J. Shanker, President, United Federation of Teachers, New York; and Donald H. Wollett, Professor of Law, University of California, Davis.

Virgil B. Day, Vice President-Business Environment, General Electric Company, served as chairman of the Thursday afternoon session on Alternatives to the Strike in the Private Sector. Discussants on this topic included Robert R. Grunsky, President, Hawaii Employers Council; James D. Hodgson, Senior Vice President, Lockheed Aircraft Corporation, and former Secretary of Labor; Richard A. Liebes, Director, Research and Negotiating Service, Bay District Joint Council of Service Employees; William E. Simkin, Lecturer, J.F.K. School of Government, Harvard University, and former Director, Federation Mediation and Conciliation Service; Morris Weisberger, Secretary, Sailors Union of the Pacific, and International Vice President, Seafarers International Union; and William W. Winspisinger, General Vice President, International Association of Machinists and Aerospace Workers.

Alternative Techniques to the Strike was the subject of the Friday morning session. W. J. Usery, Jr., Director, Federal Mediation and Conciliation Service; Harry Polland, Economist, Brundage, Neyhart, Grodin & Beeson; Ronald W. Haughton, Co-Director, Institute of Industrial and Labor Relations, University of Michigan-Wayne State University; Karen H. Dunlap, Labor Relations Coordinator, Affiliated Hospitals of San Francisco; and Laurence P. Corbett, Corbett, Welden, Kane & Hartmann, were the speakers. Sam Kagel, Kagel & Kagel, San Francisco, chaired the session.

#### Professional Activities of the Coordinator of Management Programs

##### John K. Hislop

Member, Northern California Industrial Relations Council  
(Serve as a member of its Scholarship and Research Committee)

Member, Industrial Relations Research Association

Member, American Society of Insurance Management, Inc. (Serve as a member of its Legislative Committee)

Appointed by the Industrial Welfare Commission, State of California, to serve as Alternate Chairman of the Industrial Welfare Commission Wage Boards for Orders 8 and 13 and 14-68.

Co-author of study (in process) to examine operational and certain financial aspects of selected non-profit prepaid health care programs as compared to prepaid health care programs as offered by private insurance carriers.

## THE CLERICAL AND ADMINISTRATIVE STAFF

We wish to acknowledge the valuable service of the nonacademic staff of the Institute. All of the current nonacademic staff members have been with the Institute for at least two years, and the majority 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

Judith A. Loney  
Secretary, Management Programs

Ethel L. Davis  
Secretary, Main Office

Opal K. Pannell  
Library Assistant

Linda P. Dayton  
Secretary, Main Office

Barbara E. Porter  
Editor and Secretary

Christine J. Gloria  
Secretary, Labor Center

Jeanette C. Podvin  
(Deceased, August 1973)  
Secretary, Main Office

Hazel M. Grove  
Circulation Manager

Carolyn J. Williams  
Administrative Assistant,  
Labor Center

Joan J. Lewis  
Sr. Administrative Assistant

## NOTE ON INNER SPACE

A note should be added about the importance of 2521 Channing Way, the office building which the Institute occupies. We have found that this building, which is a small, self-contained unit close to the campus but still in the outer community, has helped very greatly in intangible ways to provide a physical focus for the Institute's activities. It does so in three major ways. In the first place, it provides something in the nature of a "home" (in naval parlance) for those students who are research assistants and come from different academic disciplines. It enables them to form valuable intellectual and social ties, many of which have persisted after they have left the University for independent professional careers elsewhere. (For this reason we continue to include in this Report a list of our current and recent research assistants.)

Second, many members from the trade union and management communities and from other groups in the general community have become accustomed to taking courses in 2521 Channing Way and afterward to dropping in on us to discuss problems of interest to themselves and our staff. In this connection it should also be mentioned that Institute space has been used as classrooms for graduate and undergraduate courses taught by faculty members.

Finally, with the passage of time and growth in student populations, the Institute's facilities are used with increasing and now maximum frequency as classes in connection with our Labor and Urban Studies program. Moreover, we are delighted to find that alumni of these programs do not hesitate to return to the scene of their schooling and to renew friendships made with their old teachers. During this past year, the Institute ran a new experimental program on the training of neutrals, and so we anticipate a new group of returning alumni.