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# BULLETIN

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December 1959

## Supervisors' Course In 'Human Factors' Will Be Repeated

In response to the requests of local management personnel who could not be accommodated at past sessions, the Institute has scheduled another repeat of the short course, "Human Factors in Supervision and Leadership."

The new program started December 3 on the Berkeley campus. As before, meetings will be held from 4 to 9:30 p.m. on six Thursdays, with intermissions for dinner. Remaining sessions will be on December 10 and 17 and January 7, 14, and 21.

Instruction and group discussions cover organization, perception, communication, attitudes, morale, and motivation. Emphasis is on recognizing and solving the problems which arise in working with people in business and industrial situations.

Professors Samuel G. Trull and Lyman W. Porter of the University are in charge of the course.

## Federal Workers' Conference to Cover New Health Insurance Legislation

### Merced County Teachers Attend Recent Workshop On 'Economic Issues'

A one-day workshop on "Economic Issues in Our Modern Society" was held in November for Merced County high school and junior college social studies teachers.

The most recent in a series of such programs for teachers, the workshop was arranged in cooperation with the Northern California Council on Economic Education, the Merced County schools, and Merced business and agriculture groups.

The purpose of the programs, which started last January, is to provide teachers with current information on economic trends. The project was developed in recognition of the part education plays in creating public understanding of such processes as collective bargaining.

### Government Employees to Meet January 16 on Berkeley Campus

A special conference for federal employees will be presented by the Institute on January 16.

The primary purpose of the gathering will be to analyze the new legislation providing health insurance for federal employees.

Guest speakers and workshop sessions will also cover recent developments in the grievance process in federal employment and the political rights of federal employees.

The meeting, third in an annual series, will be held on the Berkeley campus of the University.

Previously, joint conferences were held for federal, state, and county workers. However, interest in participation increased to the point where it seemed advisable to divide the program into two sections. A separate conference for state and county personnel will be held in the spring.

## Institute's Industrial Relations Seminar Promotes Exchange of Ideas, Information

As part of its public service program, the Institute sponsors activities which encourage the exchange of ideas and information between members of the University and persons in the business community. An example is the Institute's Industrial Relations Seminar, now in its twelfth year of operation.

Originally called the Industrial Relations Round Table Group, the Seminar was created in 1948 in cooperation with the California Metal Trades Association. Eight members met regularly to discuss "the broader aspects of industrial relations problems." Clark Kerr, President of the University and former Institute Director, was one of the founders of the group.

In 1952 the Seminar was expanded to include representatives of certain other Bay Area industries.

Five years later, under the chairmanship of Arthur M. Ross, present Director of the Institute, membership was in-

creased and an effort was made to draw persons from all segments of local industry.

At present, management members of the Seminar are mainly industrial relations directors, personnel managers, and executives of employers' associations. Approximately forty participants meet once a month in San Francisco for dinner and discussions under the co-chairmanship of Ross and George Hildebrand, who is Director of the Institute of Industrial Relations at UCLA.

The subjects covered at Seminar meetings are usually in the area of labor and management relations, collective bargaining, labor legislation, and personnel administration. For the coming year tentative plans are to concentrate on new developments in collective bargaining, particularly on management's changing strategy in bargaining, and on the issue of work rules and practices as a bargaining matter.

## Local Experts to Teach Spring Semester Courses

Three prominent representatives of the industrial relations community will teach University Extension courses in the spring semester.

The classes, which may be taken for credit toward the Institute's Certificate of Industrial Relations, will start at the beginning of February.

William H. Smith, Research Director of the Federated Employers of San Francisco, will teach *Industrial Relations* (XB 150); Stanley H. Neyhart, San Francisco labor attorney, *Labor Law* (XB 153); Roy R. Reynolds, Manager of Employee Relations Research at Kaiser Steel, Oakland, *Personnel Administration* (XB 151).

Courses in the Certificate Program are given in San Francisco, Sacramento, and various cities in the East Bay and on the Peninsula. Further information can be obtained by telephoning THornwall 8-3885.

## CURRENT RESEARCH ACTIVITIES

Earl F. Cheit, Associate Professor of Economics and Institute Research Economist, has been asked to serve as organizer and chairman of one of the four concurrent sessions of the President's Conference on Occupational Safety, to be held March 1 to 3 in Washington, D.C. The conference is the seventh of its kind and will be attended by some 5,000 to 6,000 persons concerned with problems of occupational disability and industrial safety.

\* \* \*

Margaret S. Gordon, Associate Director of the Institute, has been invited to be a member of the American section of the Social Science Research Committee of the International Gerontological Association. The committee is at present developing plans for the social science sessions of the Fifth International Congress of Gerontology, which will be held in San Francisco in August 1960. Members of the European and American sections of the committee met in planning sessions recently at the University of Michigan.

\* \* \*

Walter Gelanson, Professor of Industrial Relations and Institute Research Associate, is on the board of editors of a new journal, *Labor History*, which will publish its first issue in February 1960. Funds to start the journal have been provided by the Tamiment Institute. Richard B. Morris, Professor of History at Columbia University, is to be Editor.

The first issue of *Labor History* will feature a lengthy article on the labor policies of the U. S. Steel Corporation between the two world wars. The editors have announced that they will welcome the submission of articles dealing with labor history.

\* \* \*

*Wages, Prices, Profits, and Productivity*, the report of the University of California-Western Assembly is now available from the Institute without charge.

The Assembly met in October for three days of round table discussions, and on the fourth day issued a final report in plenary session.

Participants included prominent West Coast representatives of management, labor, government agencies, the press, and education.

## INSTITUTE PUBLICATIONS

### Old Age and Political Behavior: A Case Study

by Frank A. Pinner, Paul Jacobs, and Philip Selznick  
(Berkeley and Los Angeles: University of California Press, 1959; \$6)

With the number of elderly people increasing rapidly in all industrial nations, there has been a great deal of speculation about the political behavior of the aged and its probable impact on economic and social policies. Yet, surprisingly, there has been little accumulation of empirical data on the political activities of older persons.

The present volume, which is one of the Institute's Rockefeller-financed studies of aging in an industrial society, represents the combined efforts of a political scientist, a journalist, and a sociologist. The subject of their research is the McLain pension movement in California.

Although there are innumerable ways in which a study of the political behavior of the aged might have been approached, the authors' decision to concentrate on an old age pressure group was a natural one. Ever since the years of the Great Depression, California has been a center of political activity on behalf of the aged. During the last two decades, the California Institute of Social Welfare, led by George H. McLain, has emerged as the most powerful pension movement in the state. Recently, McLain has been endeavoring to extend his organization nationwide.

What has been the secret of McLain's success in attracting the support of thousands of old-age assistance recipients? Does the history of the organization suggest that it will continue to gain strength? Or is its influence likely to decline, at least in California, as the number of aged persons dependent on old-age assistance diminishes with the increasing availability of old-age and survivors insurance? What are the characteristics that distinguish McLain's followers from other old-age assistance recipients?

In seeking answers to these questions, the authors analyzed the origins and development of the movement and the techniques used by McLain to attract and maintain a following. They also conducted a large-scale mailed questionnaire survey, directed both to McLain's followers and other old-age assistance recipients. Among other things, the results indicate, perhaps surprisingly, that the membership does not tend to represent the most destitute of old-age assistance recipients, but, rather, those who tend to fare relatively well under the law and are anxious to perpetuate and protect their slightly privileged position. At the same time, the study shows clearly that one of the chief factors attracting members to the McLain organization is anxiety over loss of social status and a sense of rejection by the community.

The findings have clear implications in relation to community programs for the aged; they also are suggestive in relation to particular provisions of the California old age security program. Undoubtedly, *Old Age and Political Behavior* will be of considerable interest both to social scientists and to a wider public.

### Recent Reprints

**Democracy and Working-Class Authoritarianism**, by Seymour Martin Lipset (No. 128). This article draws together evidence that low status and education predispose individuals to favor extremist, intolerant, and transvaluational forms of political and religious behavior. Lipset examines the authoritarian proclivities of lower-status groups in several countries and concludes with the suggestion that the success of the Communist Party among persons of low status in poorer nations is positively related to the Party's authoritarian character.

#### **Labor and Labor Relations on the West Coast: I** (No. 129)

1. *West Coast Labor: Its Past and Its Prospects*, by Clark Kerr
2. *Immigration and Its Effect on Labor Force Characteristics*, by Margaret S. Gordon
3. *Farm Labor: Supply, Policies, and Practices*, by Varden Fuller

#### **Labor and Labor Relations on the West Coast: II** (No. 130)

1. *Major Trends in Labor Relations*, by Arthur M. Ross
2. *Association Bargaining*, by Van Dusen Kennedy
3. *The Maritime Industry*, by Betty V. H. Schneider

#### **Labor and Labor Relations on the West Coast: III** (No. 131)

1. *Unemployment Disability Insurance in California*, by Earl F. Cheit
2. *The Development of Health Insurance Plans*, by Joseph W. Garbarino

(The articles in reprints 129, 130, and 131 were originally published in the May 1959 issue of the *Monthly Labor Review* and were described in the *Industrial Relations Bulletin* of that month. Single reprints, free; additional copies, 20 cents each.)

# THE ISSUE OF WORK RULES AND PRACTICES

by Arthur M. Ross

*(The following is an excerpt from an address by Dr. Ross before a symposium on the Labor-Management Disclosure and Reporting Act at the University of San Francisco, November 6, 1959.)*

From 1952 to 1959 collective bargaining worked well in the United States. The strains on the bargaining system were moderate, strike activity was low, "emergency disputes" were infrequent, and peace and quiet generally prevailed on the labor relations front.

At the end of 1959, however, it has become apparent that the bargaining system is encountering some of the most critical pressures since major employers were compelled to deal with unions in the 1930's.

Three of these pressures deserve particular emphasis. *First*, management is altering its bargaining structure and techniques and is assuming a more aggressive role in negotiations. It was to be expected that employers would eventually take the initiative in making demands upon unions and that they would collaborate more closely through joint bargaining committees, strike insurance, etc.

*Second*, resistance to higher employment expenses has increased. The 1958 recession stimulated a search for lower costs. Tight money has meant stiffer penalties for raising prices. There is great concern over inflation of the domestic price structure and keener competition in the international market. That this concern may be exaggerated does not reduce its impact on many negotiations.

*Third*, the issue of working rules and practices has come to a head, particularly in industries where employment is shrinking. Some of the strongest unions are centered in these industries, which include basic steel, railroads, autos, tires, meat packing, sawmills, shipping, longshoring, motion pictures, and local transit. One purpose of work rules is to conserve job opportunities. This objective gains greater force where employment has ceased to grow or is falling.

## Controls imposed abroad

The central question is whether management and labor will be able to handle these disturbances without sacrificing the almost unparalleled autonomy they presently enjoy. In most other countries the government intervenes much more actively than in the United States. Intervention assumes various forms: compulsory arbitration (Australia, India);

compulsory mediation (Canada, Norway); enforcement of collective agreements through labor courts (Germany, Scandinavia); enactment of mediators' proposals into law (Denmark); legislation extending multi-employer agreements through the entire industry (Germany, Netherlands); legislated fringe benefits, including family allowances and other "social charges" which make up a large proportion of take-home pay (France, Italy).

Already strong opinions are being expressed that the American government must take sterner measures to settle industrial disputes. Even compulsory arbitration is being seriously discussed.

## Facing work rule problems

How can employers and unions handle the sticky problem of working rules and practices without pulling down the structure of collective bargaining? I suggest that the following principles must be kept in mind:

1. That management should make demands on the union is not wrong in principle. The specific demands may or may not be reasonable, but there is nothing immoral, illegal, or unethical in making them. There is no reason why collective bargaining must be a one-way street.

2. The problem of work rules and practices cannot be swept under the rug. Oversized crews do exist in some operations. Unnecessary standby and overtime assignments are sometimes required under present arrangements. "Work separations"—restrictions as to what work can be assigned to particular departments, job classifications, or crews—are excessively rigid in some plants. Management has the social function of striving for efficiency and must be expected to oppose these tendencies.

3. At the same time efficiency and economy cannot be the sole criteria. Managers and stockholders are not the only parties at interest. Workers also have a stake; their interest in security and stability must be taken into account. What is needed is a proper balance.

4. Nothing is gained when an employer ridicules and castigates his employees as loafers, grafters, etc., in newspapers and magazines throughout the country. Traditional work practices, including those which have become insupportable, could not have survived if they had not been initiated, negotiated, or at least tolerated by management. A self-righteous attitude only serves to stiffen resistance. Employers negotiate with unions, not with news-

paper readers. Oversimplified and emotional publicity on complex bargaining issues creates rigid positions on both sides of the table.

5. An apparent threat to job security is a sensitive matter to the workers. This is especially true when the issue is presented in large and general terms without reference to specific changes and adjustments that might be made at specific times and places. Furthermore, local work practices are local. If they are to be reconstructed, this must be done in hundreds of particular plants and communities. Investigation and negotiation will inevitably take a good deal of time. Detailed substantive questions must be defined. The effects of change must be projected. The employees must understand the problems and the reasons why change is necessary. A few strokes of the pen in Pittsburgh or Washington can serve to get the process in motion, but cannot complete it any more than Congress can establish traffic rules for Tulsa and Tuscaloosa. Prolonged and painstaking implementation could be avoided only if management were given a blank check. This is most unlikely if traditional work practices have been protected by contract and the union remains strong.

## Eliminating inefficient practices

6. History teaches that inefficient practices can be eliminated if measures are taken to handle the transitional problems—to "cushion the impact," as the saying goes. History also teaches that workers will dig in their heels when confronted with a threat to their jobs unless such measures are adopted. In this respect three recent collective bargaining agreements are of interest in that they embody a positive approach to the handling of transitional problems.

a) The contract between the Pacific Maritime Association and the International Longshoremen's and Warehousemen's Union provides for an earnings stabilization fund which will temporarily indemnify the longshoremen against loss of employment opportunity resulting from technological changes. Employers are assured that such changes will not be resisted. Employees are assured that they will share the available work equally and that the work force will decline only as a result of normal attrition.

b) The contract between Armour and Company and the meat-packing unions establishes a nine-man committee to consider the problems of technological

(Continued on page 4)

# ITEMS OF INTEREST . . .

## Research Directors' Program

A special program for Directors of Research and Development is being arranged for the spring of 1960.

Subjects to be covered include organization, understanding the scientist, wage and salary administration, creativity, operations research, patents, project determination, and budget formulation.

For information phone William E. Rogin, Coordinator of Management Programs, at THornwall 5-6000, extension 2571.

## Labor Law Conference

Nearly 400 trade union delegates attended a four-day Institute conference on labor law held in November.

Presented jointly with the California Labor Federation, AFL-CIO, the conference covered the role of labor legislation in the development of the labor movement and the implications of the new Labor-Management Reporting and Disclosure Act.

Eight attorneys, including AFL-CIO Counsel Charles P. Scully and University Lecturer Sam Kagel, attended to assist with technical information.

Discussion sections on the new law were led by Benjamin Aaron and Irving Bernstein of the UCLA Institute and Frederic Meyers of the UCLA Graduate School of Business Administration.

Andrew J. Biemiller, legislative representative of the national AFL-CIO, and C. J. Haggerty, secretary-treasurer of the State Federation, conducted sessions on the politics of the new law and future possibilities in labor legislation.

Special luncheon addresses were made by State Attorney General Stanley Mosk on "Labor Law Enforcement in California" and Institute Director Arthur M. Ross on "The Road Ahead in Collective Bargaining."

The conference was immediately followed by a two-day program for representatives of the California labor press.

## Kaiser Engineers

The fourth seminar in a series on management functions for executives of Kaiser Engineers will be held December 19 at Berkeley.

Discussions this month will be on communication problems and their relation to organizational structure and objectives.

Seminar leaders are Theodore Malm and William J. Vatter, University Professors of Business Administration.

## IR Alumni Association

The Industrial Relations Alumni Association will not meet during December. Regular meetings will begin again in January.

Congressman Jeffery Cohelan spoke on the labor reform bill in October. Lyman Porter, University Professor of Psychology, addressed the November meeting on "Expectations in Human Relations and Supervisory Training."

## A. M. Ross to Address IRRA

Arthur M. Ross, Director of the Institute, has been invited to address the 12th Annual Meeting of the Industrial Relations Research Association on December 29 at Washington, D.C. Dr. Ross will speak on "Changing Patterns of Industrial Conflict."

## 'Labor and the Free Society'

Approximately thirty California trade union leaders concerned with organized labor's role in the maintenance of political freedom attended the Institute's three-day seminar series on "Labor and the Free Society," held early in December.

Under the chairmanship of Institute members, seven seminars explored the policies, practices, and problems of unions in connection with various aspects of political power in the United States, the practice of politics, civil rights, and the public interest.

A special address on "Education and

## Work Rules and Practices

(Continued from page 3)

change and creates a \$500,000 fund to support the Committee's work. According to the Company, the agreement represents "a substantially new approach to solving the problems that may arise from automation. . . . Every effort will be made to cushion whatever unemployment may arise. . . . Specifically the agreement looks toward . . . studies of the problem, programs to retrain and/or relocate workers thus affected, and other solutions."

c) The Brotherhood of Maintenance of Way Employees executed a "job stability agreement" with the Eastern, Western, and Southeastern Carriers' Conference Committees on October 7, 1959. The Brotherhood will receive the greatest possible advance notice of prospective changes in work methods. Representatives of the parties will then discuss the effect on employees, the application of seniority and other rules, "with a view of avoiding grievances . . . and minimizing adverse effects upon the employees involved."

Appropriate policies will differ from one case to another: termination allowances, retraining, geographical relocations, companywide seniority, staggering the introduction of change, etc. The essence of the problem is for management to obtain greater flexibility in return for compatible protection of the employees.

The history of collective bargaining in this country reveals a potential for constructive handling of new problems when such problems are recognized with candor, understood with clarity, and approached in a spirit of reconciliation. Far better that the problem of work rules and practices be successfully handled by employers and unions rather than abandoned to the government.

the Free Society" was made to the conference by Joel Hildebrand, University Professor Emeritus and member of the California Citizens Advisory Committee on Education.

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