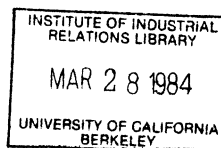


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FIVE - YEAR PLAN
OF THE INSTITUTE OF INDUSTRIAL RELATIONS
FOR THE ACADEMIC YEARS
1974-75 THROUGH 1978-79.

Submitted June 1974



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I. Introduction

Since it was established by an Act of the State Legislature in 1945, the Institute of Industrial Relations has sought to carry out its three-part mission: education, research, and community service in the general area of industrial relations, broadly defined. Today, over 25 years later, the Institute continues to regard the successful pursuit of that mission as the sum of its commitment and the basis of its responsibility.

In recent months the Institute has engaged in an intensive review of its goals, its internal organization, and its successes and failures. This exercise has included a restudy of all previous five-year reviews of the Institute and its Directors, special reports covering particular Institute activities prepared by staff members, frequent staff meetings to consider special problems affecting Institute operations, and consultations with the Faculty Advisory Committee, UCLA Extension, academic departments, and representatives of various labor, management, and government organizations. The result of this review is the renewed conviction that the Institute's three-part mission must remain the same, but that significant changes in the ways in which the Institute seeks to carry it out must and will be made.

The Institute welcomes the opportunity to set forth in this report the guiding principles of its philosophy and the main directions in which its work will lead in the next five years. The report, therefore, is designed not only to provide

information useful to the University administration, but also to restate the Institute's goals and aspirations and to constitute a practical manual of key policies and implementation procedures for internal use.

II. The Record of Accomplishment of the Institute of Industrial Relations

A. The Institute's Reputation in the Community and in the State

The Institute's capabilities derive as much from its status among those it serves and from its reputation throughout the nation and abroad as from the acknowledged excellence of its staff. Its present status in the local community and in the State was not automatically conferred when the Institute was founded; to the contrary, that status was achieved slowly and in the face of much opposition from certain elements in both management and labor circles. In its early years many of the Institute's programs were regarded with suspicion or hostility by some organizations outside the University, as well as by some academic schools and departments within the University. Having worked so hard and, for the most part, so successfully to overcome opposition and to win the high opinion with which it is now generally regarded, the Institute is determined to maintain that position.

At the present time, there is no academic or other organization in Southern California with influence in the industrial relations field even remotely comparable to the UCLA Institute; in the State its only rival is the Berkeley Institute. The power of this influence is illustrated by such indications, among others, as the number of random inquiries directed to the Institute from all elements in the community every year; the large attendance at any major conference sponsored by the Institute;

and the constant demand upon Institute staff members to serve as featured speakers at conferences, as mediators, factfinders, and arbitrators in labor disputes, and as consultants and expert witnesses for legislative bodies. A summary of the principal activities of this nature engaged in by Institute staff members in the past few years is attached to this report as Appendix A.

In the local community, perhaps the most significant attribute of the Institute's special status is its relationship with the labor movement. Although individual union leaders or labor organizations have been critical of the Institute from time to time, the Los Angeles Federation of Labor and most other affiliated and nonaffiliated labor organizations look to the Institute for the educational programs and research that they require. This reliance upon the Institute is coupled with either a marked reluctance or a categorical refusal to participate in other programs aimed at organized labor, notably those sponsored exclusively by UCLA Extension. The reason for this is readily apparent: Extension is not well known or trusted by the unions; the latter will participate in University program planning only with the Institute, which has the complete confidence of their representatives. The close and friendly relations with organized labor continuously maintained by many Institute staff members, especially those in the Center for Labor Research and Education, are constantly reinforced by their joint participation with union officers and members in a variety of professional and social activities. It is natural, then, that unions should regard the Institute as

their chief, if not exclusive, resource for labor education and research. And that natural tendency was given even stronger impetus by the institutional arrangements entered into in 1964 by President Kerr, for the University, and the California Labor Federation, referred to in Section III of this report.

B. The Institute's Reputation in the Nation

The Institute enjoys an equally enviable reputation throughout the country. Unlike many of the organizations to which it is usually compared, the Institute offers no courses for credit and grants no degrees. Nevertheless, its research output--full-length books, short monographs, popular pamphlets, conference proceedings, and reprints of articles previously published in scholarly journals--has enhanced its status in the eyes of scholars and students in all the major academic institutions. A current list of Institute publications in print is attached to this report as Appendix B.

In addition, individual staff members have, through their professional activities at the national level, enhanced the reputation of the Institute. Such activities have included membership on or service in key staff positions of federal boards and commissions; service as arbitrators, factfinders, and mediators in labor disputes affecting the national interest; and participation as consultants and advisors to, and as expert witnesses before, executive departments and congressional committees.

Close association by some staff members with leading national figures has enabled the Institute to attract outstanding speakers

to its conferences. Among the prominent persons who have spoken at Institute conferences in recent years are the former Chief Justice of the United States, three former U.S. Secretaries of Labor, and other high government officials. Other speakers have been persons of correspondingly high standing in the academic world.

The most recent indication of the Institute's national reputation was the response to our announcement of a vacancy in the Labor Center--a responsible position, but one which does not include professorial status, tenure, or membership in the Academic Senate. In one month we received 40 formal applications from all over the country, including some from highly qualified professionals with advanced degrees who currently hold tenured professorial positions in well-known universities.

C. The Institute's International Reputation

The Institute exchanges publications with academic institutions all over the world. Individual requests by foreign scholars for particular books or reprints are frequent. Members of the staff have traveled, studied, and lectured in many parts of the world; several of them have engaged in extensive lecture tours abroad under the auspices of the Labor or State Departments.

For at least the last decade, some Institute staff members have been actively engaged with foreign scholars in various comparative studies in industrial relations and labor law. As a consequence, we have had a fairly constant stream of distinguished

foreign visitors, some of whom have given lectures or even taught courses at UCLA.

Other activities by Institute staff members which have enhanced the Institute's international reputation include lecturing at the Southwestern Legal Foundation's annual Academy of American and International Law, in Dallas, Texas; membership on the international executive boards of the International Industrial Relations Association and the International Society for Labor Law and Social Legislation; and participation in international conferences in the fields of industrial relations and labor law.

D. The Uniqueness of Institute Approaches to Specific Problems

It is not generally recognized that the Institute's method of dealing with some specific problems within its field of competence is different from that of any other organization within or outside the University. For purposes of illustration, let us take the problem of organization and collective bargaining by government employees in California. The Institute's approach to this problem began with traditional scholarly research, long before developments in this area became a source of interest or concern to government employers or the public at large. As a result of its research, dealing with the desirability, feasibility and, eventually, the inevitability of collective bargaining in the California public sector, the Institute began to put on programs designed to inform government officials, government employers and employees, labor organizations and associations of public employees, and concerned members of the general public about

experiments with forms of collective bargaining in the Federal Government and in other States. Participants were urged to consider what steps they would have to take to accommodate to this system, if and when it was introduced, and what effect this would have on a wide variety of existing institutional arrangements, ranging from civil service commissions to the mandatory payment of "prevailing" wages to government employees.

As popular interest in collective bargaining in the public sector increased, members of the Institute staff were asked to prepare reports, testify as expert witnesses, and actually draft legislation for such bodies as the Los Angeles County Board of Supervisors and the California Assembly. As soon as legislation was enacted or formally proposed for enactment, the Institute held conferences to explain the new or proposed laws and to discuss their broader implications. In the case of Los Angeles County, some staff members served as mediators, factfinders, and arbitrators under the Employee Relations Ordinance, while others, who drafted it initially, were asked several years later to evaluate its effectiveness and to propose needed amendments.

Finally, again in anticipation of future needs, and employing training techniques based on a judicious mix of research findings and practical experience, the Institute initiated one of the earliest and most successful programs in the country to train a small group of men and women with diverse professional, economic, racial, and ethnic backgrounds to serve as neutral mediators, factfinders, and arbitrators in public-sector labor disputes.

From this perspective it is apparent that the Institute possesses and employs the unique capability to anticipate major developments in the industrial relations field, such as the advent of collective bargaining in the public sector; to contribute substantially to the timing and shaping of that development; to draft the necessary legislation applicable to this new area of collective bargaining; to instruct parties directly and indirectly affected about the nature and implications of collective bargaining in government service; to train the participants in public-sector collective bargaining in both substantive principles and procedures; to help make the new system work by participating as neutrals and training others to do so as well; and to evaluate the results and to suggest corrections and improvements based on firsthand observation and further research. To the best of our knowledge, no other organized research unit can claim a similar capability.

To summarize, the Institute plays a unique role in the life of the Southern California community, in part because it provides services unavailable from any other source, in part because its research product and its individual staff members and research associates are known and respected throughout the nation and abroad, and in part because its contact with and influence upon important developments in industrial relations begins with new ideas and continues until long after those ideas have become commonplace realities. Consequently, because the pressure for dynamic change is an inherent element in the industrial relations

system of this society, the Institute will be involved significantly in new developments as long as it remains in existence. The budgetary implications of such involvement are discussed in Section V.

III. Environmental Factors Likely to Affect Institute Operations in the Next Five Years

A. Factors Within the University

1. Relations with academic departments. From its very beginnings, the Institute has maintained ties with various academic schools and departments within the University. This has been done primarily in three ways. First, most of the Institute's senior staff hold joint appointments with academic schools or departments, principally the School of Law, the Graduate School of Management, and the Department of Political Science, but also including from time to time the Departments of Economics, History, Psychology, and Sociology. Second, through negotiation of ad hoc joint research appointments, the Institute has cosponsored research in selected problems of industrial relations as viewed by members of the several disciplines listed above. Third, the Institute has frequently invited members of academic schools and departments with expertise in particular subjects to participate as speakers and discussants at conferences sponsored by the Institute.

In Section IV of this report we comment upon the constantly expanding boundaries of the discipline of industrial relations. One probable consequence of that expansion will be the development of additional ties between the Institute and other departments, centers, and organized research units within the University.

2. Relations with administrative units. Also from the outset, members of the Institute staff have provided various services to administrative units at all levels within the University. These activities have included drawing up grievance procedures for nonacademic personnel; serving as hearing officers and mediators in disputes involving University employees; advising the Personnel Department on a wide range of matters, including its relations with outside unions; advising both the President and the UCLA Chancellor on matters relating to organizational efforts among University employees; and engaging in some research on matters in which the Chancellor's office has expressed an interest.

There is almost certainly likely to be greater demands of this nature upon the Institute staff in the next five years. The principal cause is the anticipated increase in the efforts by unions and employee associations to organize various groups of University employees, both academic and nonacademic. The Institute is the only neutral organization on campus qualified to give authoritative information in respect of these matters.

The Institute is more than willing to provide these services to the University community, but it has some concern about the allocation of its resources for such purposes. It is regrettable that many persons within the University think of the Institute simply in terms of one or two staff members who are relatively well known. In fact, the Institute is a fairly large organization with a capacity to do much more for the campus and the University community than it

has heretofore been asked to do. We welcome requests to do research on manageable projects within our area of expertise that are of particular interest to our University colleagues.

On the other hand, the time is rapidly approaching when individual members of the Institute staff, like many of their colleagues in some of the schools and departments, will no longer be able to comply with requests by the Chancellor's office, the Personnel Department, and committees of the Academic Senate to serve as mediators and hearing officers. The amount of time involved in such cases is frequently great and results in serious drain on Institute resources.

3. Relations with UCLA Extension. Ever since its establishment, the Institute has experienced some tensions in its relations with UCLA Extension, arising primarily from the fact that the Institute sponsors some extramural programs for which it charges fees. At first, problems between the two organizations were minimal; Extension participated in most of the Institute programing and paid half of the salaries of program representatives, who were joint Extension-Institute appointees.

The situation changed markedly, however, as the result of two developments. The withdrawal of all state support from Extension operations placed a heavy burden upon that organization to maximize its income from programs--now virtually the only source of its funding. This need forced it to demand an increasing role in all University income-producing programs and to increase its overhead and service charges to the other University organizations involved as cosponsors. In the case of the Institute, these charges proved to be increasingly burdensome and unrealistic.

The second development was the gradual phasing out of joint Extension-Institute appointments and the growing realization on the part of the Institute that Extension provided almost no services which it could not perform better and more inexpensively for itself. During the decade of the 1960's, therefore, the Institute effected a de facto separation of its programs from Extension in all but short courses and certificate programs and major conferences, which it continued to cosponsor with Extension. The one exception was in the field of private-sector management; the salaries of the Institute's Administrator of Management Programs and of one Program Representative were paid for by Extension, which also maintained some control over their programs and, of course, received the income from them.

Effective 28 July 1972, the University adopted a statewide policy on the administration of "continuing education programs." This policy declared, in part, that "University Extension shall be responsible for programming and administering all continuing education programs consistent with University policy as enunciated in the Guidelines Governing the Organization of University Extension." The guidelines are broad enough to include all Institute extramural programs, and the Institute is not specifically exempted from the policy. Nevertheless, the Institute has consistently maintained, and continues to maintain, that the new University policy cannot and should not be applied to the Institute for the following reasons:

- (1) the state law creating the Institute is inconsistent with such application;
- (2) the past practice of the Institute is at variance with the new policy; and
- (3) the unique character of the Institute's operations clearly distinguishes its programs from those of any other University unit.

Copies of recent correspondence between the Institute and Extension, attached to this report as Appendix C, set forth the basis of the current uneasy truce between these two organizations. This has not prevented Extension, however, from asserting that any Institute grant or contract proposals to government agencies or private foundations which involve any training or extramural programs for which fees will be charged must be approved by Extension before being submitted, and must also include full participation by Extension in the administration of any contract or grant funds received. Although the Institute has endeavored to cooperate with Extension when it thinks there is a useful role for Extension to play--most notably in its recent application for a U.S. Department of Labor institutional grant for manpower training--it has seen no need to do so in circumstances in which there is obviously no role for Extension. Recently, for example, the Institute submitted to the U.S. Department of Labor a grant proposal involving a pilot demonstration project for Rural City and County Labor Relations Training. Extension has no capability in this area, could have contributed nothing to the development of the proposal, and can provide no needed or useful service in the administration of the grant. Nevertheless, Extension sought to hold up approval of the proposal by the Office of Extramural Support because it had not been consulted or written into the proposal, and the last-minute intervention by the Chancellor's office was required to obtain the necessary approval in time to meet the deadline for submission of the proposal.

It is the considered opinion of the Institute, based on its history of negotiations with Extension, that no long-term settlement of these jurisdictional problems can be reached in the absence of a policy determination by the Executive Vice Chancellor. We recommend, therefore, that such a determination be made and that, for the reasons set forth in this report and in Appendix C, it declare categorically that the UCLA Institute is exempted from the statewide policy which Extension seeks to have applied to it. A contrary decision, in our opinion, would fatally undermine the Institute's ability to carry out the mission it was created by the legislature to accomplish.

B. Factors Outside the University

1. Collective bargaining in the public sector. In the past decade collective bargaining has come to the public sector. California, which lags far behind most of the other major States in providing necessary legislation to accommodate this development, was ill-prepared to deal with the demands of organized groups of government employees at the state, county, and municipal levels. In Southern California, as in other parts of the State, many employee organizations and government employers alike lack the experience and the expertise in collective bargaining possessed by their counterparts in the private sector. Consequently, the Institute has played a major role--indeed, the preeminent role--in helping both groups to adjust to the new and rapidly developing situation.

There is no indication that this participation by the Institute in labor-management relations in the public sector is likely to diminish;

indeed, all the evidence to date indicates that demands upon the Institute to increase its participation will rise sharply in the next few years. Since 1971 we have put on over 100 educational programs in this field alone, of which at least 15 were major conferences, each attended by several hundred persons. The consensus of informed opinion is that sometime in 1975 California will have its first comprehensive collective bargaining law for public employees. Requests for conferences by management, labor, and public groups to discuss the implications of that legislation are already too many for the Institute to handle; and when the new law goes into effect, we shall be expected to put on informational and training programs throughout much of the State. It is not too much to say that for at least the ensuing 10 years the Institute's involvement in improving the quality of the collective bargaining process in the public sector will be substantial.

2. Collective bargaining in the private sector. When it was first established, the Institute's prime responsibility was to improve the industrial relations climate in the private sector in Southern California. Although collective bargaining in the private sector in this community has become increasingly sophisticated in the intervening years and has, for the most part, worked relatively well, a number of problems remain. Of these, one of the foremost is to find substitutes for massive employer-union confrontations which work great hardship on the rest of the community. No organization in this geographical area even remotely approaches the competence and reputation of the Institute in respect of that and similar problems.

Through their research and participation as neutrals in numberless disputes, Institute staff members are leading the way toward the development of new procedures for preventing or depressurizing major labor-management disputes. Programs to explore innovative approaches in the private sector are an important element in the community services offered by the Institute, and the demand for them is certain to increase in the next few years.

3. Manpower research and training. In the last decade there has been an increasing emphasis on manpower problems within the field of industrial relations. Responding to these new needs, the Institute applied for and was awarded one of 12 regional institutional grants by the U.S. Department of Labor to establish a Manpower Research Center at UCLA. This four-year grant was awarded in 1970. Under the direction of an interdepartmental steering committee, the Manpower Research Center, which is located in the Institute, has financed and sponsored a number of research projects, some of which have been completed and published, while others are still in progress. A copy of the Center's most recent report, covering the period from 31 March 1973 to 31 March 1974, is attached to this report as Appendix D.

In addition to sponsoring research, the Manpower Research Center has established a Manpower Research Forum, consisting of a series of meetings of manpower specialists from this region devoted to the discussion of matters of mutual interest. The Center has also been instrumental in developing new courses in manpower and manpower-related fields in the Graduate School of Management. Finally, the Center

has established a Manpower Research Reading Room in the offices of the Institute, which offers to students, faculty, and persons from off campus a collection of approximately 1,600 publications, composed largely of specialized manpower research reports, studies, and publications from Manpower Administration projects, other universities, and agencies and organizations.

Although the Department of Labor grant expires this year, the Manpower Research Center is now a firmly established activity within the Institute and will continue to serve the community for the indefinite future. In addition, the enactment of the Comprehensive Employment and Training Act of 1973 has created a whole new area of activity in which the Institute is expected by the community to play a predominant role. The U.S. Department of Labor recently announced a program for the training of specialists in the manpower field at colleges and universities. To encourage the development of this program, the Department is offering a limited number of four-year institutional grants, one to each of 10 regions. The Institute has applied for one of these grants. A copy of this proposal is attached as Appendix E to this report. If successful, it will be responsible for developing training programs for manpower program administrators, planners, evaluators, and other technically equipped personnel in the States of Arizona, California, Hawaii, and Nevada, and American Samoa and the Trust Territories.

The Institute's proposal was prepared on short notice, but nevertheless involved all interested schools and departments on campus, University Extension, the County of Los Angeles, and a number of

cities in the metropolitan area. These governmental units now are participating in the federal revenue-sharing program; they have substantial sums allocated for various projects requiring the services of trained manpower personnel, and they are looking to the Institute for help in finding and training those persons. Whether or not it receives the requested institutional grant, the Institute will be deeply involved in these activities, because it is the only agency in this region with the capacity to perform the services which are required. Without the grant, however, its ability to do so will be seriously impaired, if not completely foreclosed.

4. Continuing needs and demands of the labor movement. The Institute is the only organization at UCLA which maintains direct and continuing contact with the labor movement. Although this relationship is, on the whole, strong and friendly, it has experienced certain strains and tensions since its inception. These arose primarily from union expectations which the Institute was unable to meet. Relying on the analogy of the University's free services to California farmers through Agricultural Extension, the labor movement demanded that the Institute's services to its members also be free. Some powerful union leaders also urged the Institute to provide them with advice and research material for use in their adversary proceedings with employers. The Institute has consistently taken the position, however, that unions and other employee associations must contribute modestly to the cost of programs for their benefit, and that no Institute activity can be permitted to compromise its neutrality in respect of labor-management problems.

Continuing dissatisfaction with labor offerings, which was largely concentrated on the Berkeley Institute, led to a major attack on the University by elements of the California Labor Federation in 1963 and to the execution in 1964 of an agreement between President Kerr, on behalf of the University, and the Federation, pledging that substantially expanded services to organized labor would be provided by both Institutes. In addition to laying down basic guidelines for such services, the agreement provided for the establishment in each Institute of a Center for Labor Research and Education, and for the supervision of labor programs by a statewide joint committee consisting of equal numbers of Institute and Federation representatives.

The Labor Centers have developed in significantly different ways in the respective Institutes. At Berkeley, the Labor Center is a separate entity, with a large measure of autonomy; at UCLA, it is an administrative unit fully integrated with other Institute activities, subject to general Institute policies, and under direct and continuing supervision by the Director and the Executive Associate Director.

In retrospect, the 1964 agreement included a few unrealistic and unworkable provisions. The statewide joint committee never performed in the anticipated manner, served no useful purpose, and has long since lapsed into a state of innocuous desuetude. The guidelines also proved to be somewhat limited in outlook. Whereas they placed primary emphasis upon training in basic unionism and union administration, and professional and academic leadership training, subsequent events have shown that labor has a more pressing need for

education in such subjects as pensions and health care, collective bargaining in the public sector, problems of agricultural labor, occupational health and safety, manpower allocation, group legal services, inflation and foreign trade, multinational corporations, and many more.

Whatever flaws there may have been in the original agreement between President Kerr and the Federation, however, the Institute's commitment to the general principle of providing needed services to labor generally remains as strong as ever. Moreover, the labor movement has consistently demonstrated both the desire and the capacity to work cooperatively and effectively with the Institute on programs of importance for labor generally. Our review of our present offerings convinces us that the Institute has fallen unacceptably short of meeting its commitment and must do much better in the future. That view is shared even by our strongest supporters in the labor movement, and the justified pressure upon the Institute to improve in this phase of its activities is becoming stronger.

Part of the problem has been caused by staff turnovers in the Labor Center. Last year, one of our most valued staff members resigned after suffering a heart attack, and at the close of the current academic year, another able and longtime staff member will retire. After a nationwide search, the Institute has appointed the Director of Research, Los Angeles County Employees Association, to fill one of the vacancies. Her long association in a research capacity with organized labor in this community, as well as her considerable talents,

make her an ideal choice to develop new labor programs better suited than our present offerings to deal with contemporary problems. But this necessary step is not sufficient. At the earliest feasible time we must fill the other vacancy with a person of comparable ability; otherwise, the Institute's efforts to meet the needs of its labor constituency will continue to fall short of their legitimate expectations.

5. Quality of working life. Despite their understandable emphasis upon relations between organized labor and employers, Institute programs have never ignored problems of working life affecting all persons who work for a living, whether or not they are represented by unions. Institute management programs have always included some devoted to special problems of personnel administration in the unorganized firm. The Institute also sponsored some pioneer research in "human relations." Of even greater importance was the Institute's successful initiative--the first in the country--to bring together health plan consultants, doctors, and hospital administrators in a united effort to curb abuses and to lower the costs of health care in Southern California. More recently, the Institute has taken a similar initiative in bringing together officials of the state and local bar associations, practicing lawyers, law professors, and union leaders to discuss the feasibility and desirability of group legal services for workers.

Current interest in and experimentation with various means of improving the quality of working life, such as providing for worker

participation in management and the rescheduling of hours of work ("flex time"), will result in substantially increased emphasis on these and related subjects in the Institute's programing and research in the next few years.

IV. The Five-Year Goals of the Institute of Industrial Relations

A. The Expanding Field of Industrial Relations

As a discipline, industrial relations has no fixed boundaries. It concerns itself with any problem directly or indirectly associated with working life. In 1945 the principal focus of industrial relations was on personnel management and labor-management conflict. Consequently, much of the Institute's earlier published research and programmatic activities reflected an interest in those subjects. During the intervening years, however, the discipline has expanded to include a host of entirely new problems, including but not limited to pensions and retirement programs, problems of the older worker, health and welfare plans, occupational health and safety, unemployment insurance and workmen's compensation, manpower development and training, various forms of discrimination in employment, and collective bargaining in the public sector. The Institute has been in the forefront of most of these new developments. As the need arose, it sought out persons with special skills in the academic schools and departments, and in labor, industry, and government and brought them into the Institute on a permanent or ad hoc basis.

There is every reason to suppose that the discipline of industrial relations will continue to expand and also to change in contour and emphasis. Subject to the limitations discussed below, the Institute has the capability of meeting these new challenges and of making UCLA the center of activity connected with them.

B. Organized Research Program

The Institute's basic philosophy toward organized research was definitively set forth in its Ten-Year Report, covering the period 1946-56 as follows:

The Framework of Institute Research. Explicitly or implicitly a research program must have a guiding theoretical framework upon which to rest. No conscious effort was made at the outset or since to elaborate a system. The cumulative effect of a countless number of day-to-day decisions over the span of a decade has been to erect such a framework. The basic principles that underlie the Institute's research program are the following:

1. The fundamental motive that goads the scholar into productive activity is curiosity. Hence his integrity and independence must not be challenged. He must be allowed to pick his own topics and investigate them in the manner in which he sees fit.

2. The task of supervision of scientific research is to encourage and assist rather than to direct closely. Those responsible for the whole program must be flexible and open-minded. They should not, for example, take an arbitrary position on the question of individual vs. group research. For some projects group research is inappropriate; for others it is proper. The topic and the work habits of the researchers must determine the method adopted.

3. Since the Institute's research budget and the interests of its staff members are necessarily limited to particular segments of industrial relations, the Institute is not able to cover the whole field. The purpose, therefore, should be to add gradually to the broad stream of knowledge rather than to seek to deal comprehensively with everything. The Institute can to a limited extent broaden the range of its output by establishing itself as a center of scholarship and thereby attract the cooperation of scholars from other departments of the University, the local community, and the nation.

4. Industrial relations problems are inherently interdisciplinary, calling upon the talents and training of specialists in economics, business administration, law, sociology, psychology, history, statistics, and other fields.

5. The emphasis of Institute research should be upon analysis and interpretation. It should avoid the gathering and reporting of statistics as ends in themselves. These activities are more appropriately lodged with state and federal agencies.

6. Institute research should be beholden to no interest group. Hence the Institute should not do contract research for unions or employers for use in adversary proceedings. Nor should Institute research be primarily oriented either to labor or management alone.

7. The Institute should guard its imprimatur jealousy, lending its name to a publication only when high standards of quality have been met. This requires a careful review of manuscripts by the staff, other members of the University faculty, and experts in the community.

8. As an agency of a state university, the Institute has an obligation to share its knowledge with the general public as well as with technical experts. This can be achieved both through the popular pamphlet program and the participation of members of the research staff in the community relations program, though popularization must be kept within reasonable bounds so as not to impede primary research.

9. The heart of all Institute research is the Institute's Industrial Relations Library...it is necessary continuously to broaden and deepen its holdings, as has been done in the past decade, to make it an even more useful instrument of research to the Institute staff, other departments of the University, the local community, and scholars from the rest of the nation.

In the period since 1956 there has been only one significant departure from the principles quoted above: in the interests of efficiency and economy, the Institute voluntarily gave up its precious library, on which so much effort and money had been spent, and turned over the complete collection of books, periodicals, newspapers, government serial publications, pamphlets, microfilm, and microcards to the University Research Library. In retrospect, this

decision was a sound one; it did not seriously hamper Institute research, and it greatly benefited the University as a whole.

As the University moves into a "steady state," however, and the prospects for increased state funding of organized research become dimmer, the Institute is confronted by some rather grim realities which may require fundamental changes in its previous policies. The most significant of these are the following:

1. Sources of funding for organized research. It is clear that the Institute can no longer rely exclusively, and perhaps not even primarily, on state funding for its research program, except to the extent that such funding pays the salaries of staff members who devote a substantial portion of their time to research. This means that, for the first time, the Institute must aggressively seek outside research support in the form of grants and contracts from the federal and state governments and from private foundations. Accordingly, we have assigned to one senior staff member the task of coordinating that effort. His duties in this connection will be to link up the research interests of individual members of the Institute staff with possible sources of outside funding; to assist in the preparation of research proposals and to see that these are expeditiously processed by the proper University authorities; and to follow up on any remaining details.

On one vital point, however, the Institute's policy remains unchanged. We shall not allow our genuine research interests to be affected by the mere availability of outside funding. We shall

continue to seek financial support only for worthwhile research projects conceived of by staff members or joint research appointees who have the desire and the competence to complete them.

Another point of equal importance must also be emphasized. Research is the fundamental activity of the Institute upon which all the others depend. The urgent need for additional funding has necessitated greater attention than was given in the past to means by which income from other Institute activities can be maximized. Nevertheless, the Institute's ability to produce theoretical and applied research of a high quality remains perhaps the single most important criterion by which it is judged in the local, national, and international scholarly communities. Should the Institute lose the high status it presently occupies in those circles, its ability effectively to perform its other functions will be correspondingly diminished.

2. Joint research appointments. On 25 February 1974 the Institute announced a new policy covering joint research appointments. A copy of the memorandum explaining the new policy, which was sent to all interested schools and departments, is attached to this report as Appendix F. The principal points made in the memorandum are the following: (1) the policy of spreading joint appointments and research assistance among as many of the University faculty as are interested and qualified is reiterated; (2) the level of support in most cases will be reduced from 33 to 20 percent (the latter figure generally representing relief from teaching one course); and (3) the award of a half-time research assistant to every joint research

appointee will not be automatic and, conversely, research assistance may be available to some applicants who are not awarded a joint appointment.

In addition, the Institute now intends to require that every applicant for a joint research appointment submit a specific research project which normally can be completed within the period of the joint appointment. Thus, the Institute's choice of a joint research appointee will no longer be based primarily on its estimate of the applicant's potential, but will be guided in substantial part by its judgment of the value of the project selected by the applicant and of the likelihood that he or she can complete it within the requisite time period.

Another possibility currently under consideration by the Institute is the expansion of the number of UCLA faculty with an interest in industrial relations who will be invited to accept joint appointments with the Institute on an unfunded basis. The Institute could provide services which would facilitate the research of such unfunded joint appointees, such as assistance in preparing their grant proposals, reprinting their professional journal articles, coordinating group research activities, and the like. Supplementing its own Annual Research Conference, the Institute might sponsor an annual conference publicizing the industrial relations research of UCLA faculty generally. If successful, such conferences might lead to the annual publication of a volume of industrial relations research papers.

Finally, the Institute considers that it would be highly desirable,

subject to financial and space limitations, to expand its program of inviting visiting research scholars from other universities, here and abroad, as well as from unions and from employer organizations, to spend varying periods of time working on either Institute research projects or others of their own. A logical extension of such a program would be the development of formal exchanges of academic personnel between the Institute and similar organizations connected with other universities. We have done this successfully on several occasions in the past with the Institut des Sciences Sociales du Travail, in Paris, but the practice has never become formalized.

The Institute will continue to refrain, however, from confining either staff members or joint research appointees to specific areas of research designated by it. We still hold firmly to the conviction that the intellectual curiosity and capacity of the individual scholar are more reliable guarantees of good research than are group decisions that particular areas of research should be pursued.

C. The Institute's Community Services Programs

The statute that created the Institute; the president's coordinating committee, which further defined the Institute's mission; and a variety of contemporary developments all point to the vital importance of maintaining a strong community services emphasis.

Included under the general heading of community services are a series of continuing conferences, short courses, workshops, and institutes for labor, management, and governmental groups and organizations in both the public and private sectors. As previously noted,

the original directive to carry on these activities was supplemented in 1964 by an agreement entered into by President Kerr on behalf of the University and the California Federation of Labor, under which the Center for Labor Research and Education was established in both the UCLA and the Berkeley Institutes for the purpose of carrying on research and putting on programs of special interest to organized labor in this state.

Looked at in retrospect, the Institute's activities today show a fairly close conformity with the original objectives as established by the coordinating committee in 1946. First, there was the development in 1947 of the certificate program in industrial relations which has always been cosponsored by the Institute and UCLA Extension; secondly, there was the development of a variety of general programs, particularly in the public sector, which in general have been Institute-sponsored.

Historically, the Institute's community services offerings have tended to be classified in two main categories: management programs and labor programs. Today the Institute's community services offerings cut across the profit, nonprofit and the public sectors, and take a number of different forms involving assorted pedagogies. Having recently concluded an in-house review of these offerings, we now find it more useful analytically to classify them in three categories. Each class of program serves a somewhat different need, and each has a different impact on the resource structure and the long-range goals of the Institute.

1. Class A programs. These programs tend to be put on in response to specific requests from trade unions, management groups, or public agencies. They are frequently done on a repetitive basis. Typically, Class A programs deal with narrow issues; enrollment tends to be quite low, and they generate little income for the Institute. Specifically, they are almost never self-supporting if Institute staff time is taken into account. They tend to be oriented toward training in basic techniques. Frequently, they are developed to serve groups having little or no ability to pay. These programs are generally an outgrowth of a relationship between one of the Institute's program coordinators and the organization involved; the income derived and the cost to the Institute are usually predictable. Generally, there is no public announcement, no need to recruit registrations, no need to collect tuition, no grades given, and no credit earned. A fixed fee is agreed upon in advance primarily to cover expenses, exclusive of staff time. Often the instructors for these programs are supplied by the organization involved, with the Institute playing the role of organizer and coordinator of the activity.

2. Class B Programs. The distinguishing feature of Class B programs is that they have a strong research orientation, covering topics which in the judgment of the Institute are on the frontier of enlightened labor and management practice. A typical example is the Institute's annual research conference, which is always limited to a single basic theme. Practitioners are invited to these con-

ferences without attention to their own work attachment, although the sessions tend to be of greater appeal to labor or management depending on the topics covered. They produce, at best, a moderate amount of income. We expect from these programs a good deal of spin-off leading to both Class A and Class C programs (discussed below). Frequently, Class B programs result in conference proceedings or other publications and are preceded by a good deal of research investigation by the Institute's staff. They are high risk in the sense that income through registrations is unpredictable. As a matter of policy, we try to underwrite these programs through extramural grants, but this is not always possible. Typically, programs in this category involve a good deal of participation on the part of faculty members on joint appointment with the Institute who use their own specialized knowledge of the subject matter. A Class B program will typically be offered by the Institute only once, at least in the form of a research-oriented conference. Attendance may vary but generally is not large. The Institute views Class B programs as providing the opportunity to bring the world of scholarship and research and the world of practice together to advance their common interests.

3. Class C programs. Class C programs are usually developed on an Institute-wide basis for large, general audiences. They deal with topics of major and general interest, such as the immediate impact and broader implications of new legislation in the labor-management field. Class C programs attract relatively large audiences

(a rule of thumb is an anticipated enrollment of no less than 75; an actual enrollment may go as high as 300). Because there are economies of scale to be realized from large conferences, we generally anticipate substantial profit over and above direct program costs. Leading figures in government and private organizations knowledgeable in the subject matter of the conference are generally invited as guest speakers. Occasionally, papers prepared for Class C programs are published in the form of conference proceedings. As a matter of policy, the Institute tries to cosponsor conferences of this type with other groups, including UCLA Extension, when it is of mutual advantage to do so.

All three categories of programs are necessary to the sound functioning of the Institute. However, the specific subject matter of the programs in each class and the total Institute resources committed to each must inevitably reflect changing circumstances in the community and within the Institute itself. Each class of program makes somewhat different demands on the resources of the Institute, and contributes in a different way to meeting the financial obligations of the Institute.

4. Programs conducted in 1973-74, by class of program. Using the definition of each class of program described, we have placed all of the community service programs conducted during 1973-74 in one of the three classes. This tabulation is set forth in Appendix G attached to this report. What it reveals is significant. The largest number of programs (38) fall into Class A. The total

number of persons attending was slightly over 2,000. Although the gross income from these programs was almost \$115,000, the expenses were high and reduced the net profit to about \$30,500.

There were only three Class B programs in this same period. Only 114 persons attended, and the expenses connected with them, amounting to almost half of the gross income they produced, reduced the net profit to just under \$5,000.

Nine programs fell into the Class C category. These attracted more than half the number who attended the 38 Class A programs, and produced a net profit of over \$20,000, only \$10,300 less than that resulting from the much larger number of Class A programs. Even the Class C programs, however, were characterized by relatively high costs; expenses amounted to over 66 percent of the gross income.

In the light of the foregoing evidence, we anticipate the necessity of adjusting the respective emphases on these program categories during the next five years. The pressure to do so results from the need for more outside income and the limitations on staff availability. Although the total number of programs in each of the three categories is almost certain to increase, we intend to place somewhat greater emphasis on Class C programs, which will be jointly planned by labor and management coordinators at the commencement of each new academic year. An effort will also be made to increase the percentage of Class B programs. The percentage of Class A programs, however, will probably have to be reduced; but we emphasize again the vital importance of these programs, because through them the Institute maintains continuing contact with the ~~grass roots elements~~ of its management

and labor constituencies. Without them, the Institute could no longer sustain its present state of awareness of the interests and needs of these groups.

1. Class A management programs. Most private-sector and many public-sector management programs in recent years have tended to fall into this category. Current developments in the public sector have made it both feasible and desirable, however, to schedule more Class C programs in that area that will not be limited to management alone.

In the private sector we hope to develop more Class A programs dealing with specialized problems of personnel management, and more Class B programs on such subjects as worker participation in management, flexible work hours, and the like.

2. Class A labor programs. This category will be most affected by the Institute's new policy. We have concluded that, for some time, these offerings have concentrated too heavily on relatively unimportant issues, have reached too few persons, and have involved unacceptable costs in staff time and overhead. Although some Class A labor programs must be offered regularly and the total number of them is expected to increase, we hope to initiate more of them in the Institute, devote them to subjects of real importance, and possibly increase the average number of participants.

The goals set forth above require that the Institute upgrade the level at which the program coordinators and program representatives should function: it has been a problem that the program coordinators

perform too many functions which program representatives could carry out; and the latter have had too many duties of a clerical nature which **could** be adequately done by employees in classifications intended for strictly clerical functions, at lower pay rates. Our objective is to have program coordinators spend a relatively larger share of their time than at present gathering program ideas, doing action research, and providing liaison to the relevant segments of the community. Part of the upgrading can be accomplished through the redirection of goals that we have outlined. Part of it can be achieved through a restructuring of duties. But it also appears likely that part of it can only be accomplished through attrition and more careful recruiting as vacancies develop. So far as the number of program representatives is concerned, it appears that we have more presently on the Institute staff than is warranted by our current volume of programming activity. However, it must also be pointed out that while we now may have more than the minimum required, we have an inadequate number of permanently funded program representative FTE's and an inadequate number of employees in the clerical classifications.

3. Curriculum Development. The one major area in which the Institute has consistently failed over the years to make a significant impact has been that of curriculum development in industrial relations. At the present time, there is no comprehensive curriculum of industrial relations courses offered anywhere on the UCLA campus. In cooperation with UCLA Extension, the Institute provides such a curriculum, leading to a certificate for Extension students; but on campus only the Graduate School of Management offers anything close to even the core

courses in industrial relations. The problem is further complicated by the Economics Department's abandonment of the traditional courses in labor economics, collective bargaining, and labor history, which used to provide an indispensable background for students interested in industrial relations.

The most serious consequence of this situation is the gradual reduction of able students interested in doing graduate work in industrial relations. The lack of both a substantial number of basic courses at the undergraduate level and of the opportunity to earn an advanced degree in industrial relations has discouraged many students from pursuing careers in this field. The lack of sufficient numbers of graduate students specializing in industrial relations slows up research by faculty members in this field, inhibits possibilities for developing a more satisfactory industrial relations curriculum at the graduate level, and deprives UCLA graduates of the chance to compete for the many good jobs in that field now available in both the private and public sectors.

In 1972 the Institute launched a major effort to do something about this deplorable situation. It organized a joint committee composed of representatives from the Institute, the Graduate School of Management, the School of Law, the University Library, and the Departments of Economics, History, Political Science, Psychology, and Sociology, to explore the possibility of developing an interdepartmental Master of Arts degree in industrial relations. Such a proposal was developed and approved initially by all the participating groups; but

the Graduate School of Management subsequently concluded that it was not prepared to make the kind of continuing commitment to the program required by the Graduate Council of the Academic Senate.

In spite of this discouraging setback, the Institute intends to keep trying to develop the interdepartmental degree program, which it regards as essential to the survival of industrial relations studies at UCLA.

APPENDIX C

20 March 1974

Dean Phillip E. Frandson
University Extension
U Ext. 770
UNEX

Dear Phil:

The purpose of this letter is to set forth my understanding of the background and the substance of the agreement reached between University Extension and the Institute of Industrial Relations on two points: first, the funding of Angus MacLeod, our Administrator of Management Programs, and of Mary Wright, Program Representative; and second, the broader question of the respective jurisdictions of the Institute and Extension over various extramural programs in industrial relations.

In the matter of MacLeod and Wright, you will recall that we discussed it at our meeting at the Institute on 15 February. Present were yourself, Ros Loring, and Ed Retzler for Extension, and Archie Kleingartner, Paul Prasow and myself for the Institute. In substance, your position was that MacLeod's programs were running fairly heavy deficits (approximately \$32,000 in 1973-74) and that Extension was unwilling to continue subsidizing them. Accordingly, you proposed that MacLeod move over to Extension, where he would assume a position of somewhat broader responsibility, but also continue to put on extramural programs for management in industrial relations.

We took the position that the deficits from MacLeod's programs were entirely or primarily caused by Extension overhead costs and charges for specific services, and that if the same programs were offered solely under Institute auspices, they would produce sufficient income to enable us to continue to support MacLeod and Wright from our total income. We suggested that this arrangement should be tried in 1974-75. We also stated, however, that in our view MacLeod should be given the choice of where he wished to work, and that if he preferred to move to Extension on your terms, we could offer no objection. No decisions were reached at this meeting, at which the question of our respective jurisdictions was also explored at some length.

We met again on 22 February at your offices in University Extension to continue our discussion of both matters. Present were yourself, Loring, Kleingartner, Prasow, and myself. I reported that I had talked to MacLeod and had urged him to discuss your proposal directly with you, but that he had seemed disposed to stay with the Institute. I repeated our willingness to abide by his decision. We all agreed, however, that it would be advisable to consider what should be done if MacLeod declined your invitation to join the Extension staff. We reiterated the position we had taken

in the previous meeting. In substance, we offered to assume the full cost of funding MacLeod's programs on the condition that all income from those programs went to the Institute. We pointed out, however, that even under this arrangement we might ask Extension to co-sponsor some management programs, in which event we would expect to reimburse Extension for its usual overhead and direct costs. We also stated that we would consider this arrangement an experiment, and would be prepared to review it with you at the end of 1974-75.

The position we understood you to have taken at that meeting was that you doubted the likelihood that MacLeod's programs would produce enough income to make the experiment a success; that you wished to explore with him your own proposal in greater depth; but that if he elected to remain with the Institute, you would agree to the experiment on the terms outlined above. You added, however, that you did not consider the matter closed, and would raise it again at the end of next year. All persons present agreed that MacLeod should be allowed to decide where he wanted to work.

On 18 March I received a copy of a memorandum of the same date from MacLeod to you. The first paragraph reads as follows: "After a great deal of thought, I have decided that I will stay at the Institute of Industrial Relations rather than accept your kind offer of a position with the Graduate School of Management Extension."

We assume, therefore, that MacLeod's status is now settled for the coming academic year. He will remain with the Institute as Administrator of Management Programs, and the Institute will assume sole responsibility for funding him and Wright. We reserve the right exclusively to sponsor his programs, to pay all costs, and to receive all income therefrom. This arrangement is an experiment; but whether it succeeds or fails, the Institute is committed to reviewing it with Extension at the end of 1974-75.

I now turn to the more fundamental question of the respective jurisdictions of the Institute and Extension over extramural offerings in industrial relations. This matter has been raised by Extension on a number of occasions over the years since Extension lost its state subsidy, and it was the principal item on the agenda of our two meetings in February. I shall not attempt to sort out what was said on this subject at each of these meetings, but shall simply summarize my recollection of the points of view expressed and of the understandings reached.

The basic position of Extension, as we understand it, is that it must be involved in the planning and administration of all extramural programs, of whatever type, initiated by any school, department, organized research unit, or other agency of the University. You infer this right from President Hitch's directive of 28 July 1972, entitled "Policy on Administration of Continuing Education Programs." You also justify your claim on the ground that it reflects sound educational policy; you argue that Extension's staff members are qualified specialists in adult education, that Extension's

reason for being is to facilitate "lifelong learning," and that extramural programs in which you are involved must necessarily be better than those in which you have not participated. Finally, you point out that industrial relations is one of the few areas in which you do not fully participate in outside program activity, a situation you are now in the course of changing. You have advised us of the appointment of Dr. Warren J. Pelton as Director of Continuing Education in Business and Management and also of your intention to hire a qualified person to work with him in this area (the latter position presumably being the one you offered MacLeod).

The basic position of the Institute is that its extramural program activity is mandated by the statute that created the Institute in 1945 and by the guidelines developed by the President's Coordinating Committee soon thereafter, and has been so recognized by the University ever since. We assert that there is a substantial body of extrinsic evidence indicating that the University policy statement was not intended to prevent the Institute from continuing what it has been doing so successfully in its community services programs for so many years. Moreover, we have pointed out to you that most of the Institute's extramural programs in which Extension does not participate could not be put on in any other way, simply because the groups for whose benefit they are offered insist upon dealing solely with the Institute. This is particularly, but not exclusively, true of our labor programs. As the result of negotiations between the University and the California Federation of Labor in 1964, a Center for Labor Research and Education was established in both the UCLA and the Berkeley Institutes of Industrial Relations. At Berkeley, the Center is almost completely autonomous, but at UCLA it is an integral part of the Institute. Nevertheless, in accordance with guidelines agreed to by the University and the Federation, special programs for labor groups are offered by the Institute; any attempt to involve Extension in those programs would be considered by the Federation as a breach of its agreement with the University.

We think that, until now, Extension has had a basic misapprehension about our programs that we hope was dispelled during our February meetings. You may recall that in those meetings we emphasized the following points: First, the Institute is not in the business of "continuing education," as we understand that term. We have no wish to sponsor continuing programs of any kind. We recognize that course offerings leading to a certificate in industrial relations, for example, which we developed years ago, are properly administered by Extension, as are certain types of workshops and conferences conducted on a routine or continuing basis. The Institute's main interest is in essentially two kinds of extramural programs: those designed to bring to a specialized (often invited) audience the results of recent research on a particular subject; and those requested by a specific group or groups of labor, management, or government representatives to help them deal with particular kinds of immediate problems. Over the years, the Institute has pioneered in this manner in many new areas of the constantly changing field of industrial relations; but once we have done so, we have generally left follow-up programing to others, most notably Extension.

Second, the Institute is not interested in maximizing its program income beyond the point necessary to support otherwise unfunded activities which it is required by statute to conduct. As a matter of fact, our position is that the legislature, having created the Institutes of UCLA and Berkeley and assigned specific functions to them, should provide the University with the funds necessary to allow the Institutes to carry out their mission. In no sense do we consider ourselves competitive with Extension; indeed, it seems to us that our respective "consumers" are essentially different.

Third, the Institute's extramural programs have always been considered an essential part of its total activities, as required by the statute creating it and by the University's guidelines implementing the statute. Funding for these programs has therefore come primarily from the State. It would be absolutely impossible for us to carry on our community services if we had to finance them out of income, which has never come close to meeting salary costs of personnel engaged in such activities, to say nothing of administrative costs and overhead. Indeed, when the University entered into the agreement with the California Federation of Labor to which I previously referred, the Institute received a substantial increase in its 19900 funds in order to enable it to carry out its increased responsibilities under that agreement. Thus, we shall continue to press for additional state funding of our community services programs, and we have no intention of trying to expand our income-producing activities beyond the minimum point necessary to enable us to carry out our established responsibilities. In any case, our total program income per year is but a tiny fraction of Extension's income. Even assuming the impossible--that Extension would jointly administer all of our programs--the net increment to its annual income would be minimal.

Fourth, we know that in this community the demand for a wide variety of programs in industrial relations in both the public and the private sectors is considerably larger than what the Institute and Extension jointly or severally can satisfy. There is more than enough work for each of us to do in our separate spheres. This does not rule out, however, fruitful cooperation between us in presenting certain types of relatively large industrial relations conferences open to the general public. The Institute and Extension have jointly sponsored a number of such conferences in the past, and we would expect to continue doing so in the future.

Since our last meeting, a situation has arisen which indicates more clearly than would any statements I can make how the Institute and Extension can work cooperatively to their mutual advantage. The Institute was recently invited to apply for a four-year institutional grant from the U.S. Department of Labor for the training of specialists in the manpower field at colleges and universities. Applications must be postmarked no later than 1 April, so the time available for preparation of the application is unusually short. We promptly notified Ros Loring (you were out of town) and invited her to send Extension representatives to a meeting we had arranged with manpower personnel from the City and County of Los Angeles and the Cities of Glendale, Long Beach, Pasadena, and Torrance.

Accordingly, Pelton and Clarence Huizenga attended the meeting. Subsequently, Ross Azevedo and Paul Bullock of our staff prepared a draft of the Institute application for the grant and sent a copy to Huizenga. His reply dated 14 March speaks for itself:

"Paul -

This write-up looks really great. If I was at the grant agency, I'd feel the whole UCLA system was fertile soil. Warren Pelton has also asked me to convey his wholehearted support of this proposal.

Thanks,

/s/ Bud"

To summarize, we think that, for historical and practical reasons, the Institute has a special role to play in community services programs in industrial relations that is distinct from the much broader role assigned to University Extension; that there is plenty of room for joint programming by the two organizations; that we are willing and ready to establish closer and continuing liaison with Extension in respect of the whole spectrum of our extramural program activities, as well as to assist it in developing programs of its own in this area; but that the Institute must reserve the right to plan and administer its own programs without necessarily involving Extension in those activities.

I hope that the foregoing account, if it does not do full justice to your views, is accurate and reasonably comprehensive, and that it leaves no doubt as to the Institute's position. I shall look forward to your response..

Sincerely,

Benjamin Aaron
Director

BA:lr

19 April 1974

Professor Benjamin Aaron
Director, Institute of Industrial Relations
9244 Bunche Hall
Campus

Dear Ben:

I am most grateful for the clarity and detail of your memorandum of March 20.

In response, first, we fully confirm the results of our agreement concerning the status of Angus MacLeod and Mary Wright. That is, that in the light of Angus's March 18 memorandum, it is agreed that effective July 1, 1974, he and Ms. Wright will be transferred to IIR. You will assume the full cost of their salaries and the programs, with the understanding that all income derived therefrom will go to you. It is understood that during the fiscal year 1974-75 the foregoing arrangement is on an experimental basis, with the proviso that you and we together will review the results prior to June 30, 1975.

While we concur in the above agreements, I want to reiterate our position with respect to the broader arena of jurisdiction in the administration of continuing education programs. The presidential policy is clearly stated in the memorandum of July 28, 1972 as follows:

"University Extension shall be responsible for programming and administering all continuing education programs consistent with University policy as enunciated in the Guidelines Governing the Organization of University Extension.

"Continuing education programs are defined as those educational activities such as classes, lecture series, conferences, workshops, seminars, short courses, correspondence courses, and community education and development programs, whether for credit or non-credit, offered by the University of California to other than students formally registered in the University's degree programs or participants in intern and resident programs and other such regular campus programs as designated by the Chancellor."

Professor Benjamin Aaron
Page 2
April 19, 1974

I am not acquainted individually with the whole range of programs offered by the Institute independent of University Extension. However those with which I am familiar fall within the definition of continuing education, in that they are professional or other career advancement programs which constitute one of the key elements of our curriculum. In view of this, and in the context of the policy of July, 1972, we want to include in the review at the end of fiscal year 1974-75 not only the Angus MacLeod arrangement, but also the presentation, budgets, and financing of all programs for the public offered by the Institute independently of Extension.

However, I hope that in the coming year our mutual concerns will go beyond mere evaluation toward a significant expansion of communication in areas of joint interest to the Institute and Extension. There is a regrettable lack of much mutual give-and-take at the present time -- as we discussed at our meetings -- and I would like to see this replaced by active channels whereby Warren Pelton of our Department of Management, Labor and Business will keep you advised in advance of what we are doing in programs for the public in Industrial Relations -- and you will similarly keep us advised concerning your plans. I also hope the Institute will make every effort to involve Warren and his staff at least in consultation, and wherever possible in joint presentation of programs.

Although you did not refer to it in your memorandum, I recall that you offered to meet with our staff to assist in identifying educational needs in the community which are not now being served either by the Institute or by Extension, and to take part in planning sessions for possible programs Extension could initiate to fill these needs. I will ask Warren Pelton to check with you and work out an agreeable time for following through on this. Further, I recall your statement that IIR is primarily interested in a "one-time" presentation of research results and that follow-up programs should be done by others. With the kind of relationship suggested, Warren can effect an appropriate follow-up.

A fine example of the kind of increasing cooperation we look forward to lies in your willing involvement of Extension in development of the proposal submitted to the Manpower Administration of the Department of Labor, under the new Comprehensive Employment and Training Act. With the projected plans including

Professor Benjamin Aaron
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April 19, 1974

contributions from both the Institute and Extension, the proposal reflects a broad and impressive "UCLA concept."

In closing I want to say a special word of thanks for all the time and energy you and your staff have contributed toward the working out of these issues. I sincerely look forward to a closer working relationship, especially in the belief that it can only result in ever greater benefits to the Los Angeles community from the public service efforts of their university.

Sincerely,

Phillip E. Frandson
Dean

9 July 1974

EXECUTIVE VICE CHANCELLOR SAXON

This memorandum is in response to yours of 3 July attaching a copy of a memorandum dated 18 June from Durward Long to Chancellor Young re: the Institute of Industrial Relations.

As you know, the issue raised in Mr. Long's memorandum is one of considerable importance to the Institute. I have dealt with the question at some length in the Five-Year Plan of the Institute of Industrial Relations for the Academic Years 1974-75 through 1978-79, submitted to you last month. On the assumption that you probably have not yet had time to read the full report, I am taking the liberty of enclosing herewith copies of pages 13-16 thereof and of Appendix C attached thereto, all of which deal specifically with the relations between the Institute and UCLA Extension.

In brief, the Institute has now concluded, for what we consider to be overwhelmingly persuasive reasons, that a final decision should be made declaring categorically that the UCLA Institute is exempted from the state-wide policy statement on Administration of Continuing Education Programs.

In the event that you are disinclined to endorse this recommendation, I strongly urge that you call a meeting of Institute and UCLA Extension representatives at which we can discuss the matter more fully with you.

Sincerely,

Benjamin Aaron
Director

BA:lr

cc: Vice Chancellor C. Z. Wilson

bcc: Assistant Chancellor Executive Assistant Svenson
Archie Kleingartner ✓

July 3, 1974

DEAN PHILLIP FRANDSON
-DIRECTOR BENJAMIN AARON


Dear Colleagues:

We have recently received the attached memorandum from Vice President Long addresssed to Chancellor Young.

This request appears to be re-opening questions which you will recall we investigated at an earlier date, immediately following the publication of the present policy statement on Administration of Continuing Education Programs, and I will refer to this fact in my response. Although I regard the matter as settled, I am writing to ask you if there are any further points that should be considered at this time with respect to this issue.

I will appreciate hearing from you at your early convenience.

Sincerely,


David S. Saxon
Executive Vice Chancellor

DSS:jyi
Attachment

cc: Vice Chancellor C. Z. Wilson

June 18, 1974

CHANCELLOR CHARLES E. YOUNG

Dear Chuck:

RE: Institute of Industrial Relations

In reviewing the salary inequities related to the Coordinators of Public Programs, it has come to my attention that these Coordinators plan continuing education programs for the Institute of Industrial Relations. On July 28, 1972, Vice President McCorkle issued a policy on the Administration of Continuing Education programs specifying that University Extension would be responsible for programming and administering all continuing education programs. The Institutes appear to be operating continuing education programs in violation of this policy. I would appreciate your reviewing the program of the Institute to determine the extent to which it might be offering continuing education programs, and whether or not such programs might be more appropriately administered by University Extension in accordance with the policy. In making this request, I am mindful of a memorandum issued by Clark Kerr in 1963 which brought about the present arrangement. However, after ten years, it seems appropriate that we review the matter in light of present University policy. If your review indicates that a continuation of the present arrangement is desirable, I would appreciate your forwarding me appropriate background and recommendations so that I may review it for appropriate recommendation as an exception to the policy. 1966

Thank you for your help.

Sincerely,

Durward

Durward Long

U.C.I.A.
CHANCELLOR'S OFFICE
1974 JUN 19 PM 2:04