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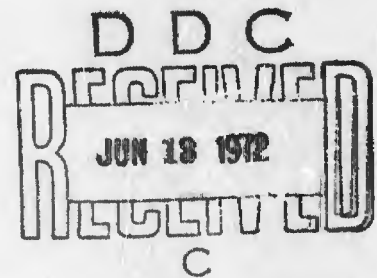
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**CHANGING SUPERVISORS' ATTITUDES  
BY ORGANIZATION DEVELOPMENT TRAINING  
AT THE NAVAL MISSILE CENTER,  
POINT MUGU, CALIFORNIA**

By

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Office of Special Assistant for Command Projects

25 May 1972



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**Point Mugu, California**

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<p>The Naval Missile Center is beginning to live with its first negotiated agreement with a union of its employees. Management considers it advantageous to establish a cooperative labor-management relationship in order to profit by this new situation. It was hypothesized that conventional classroom training would not be as effective as organization development type training in changing attitudes of the supervisors to one of understanding and acceptance of the role of the union in this Federal activity.</p> <p>This report provides background on labor-management relations at the Naval Missile Center, Point Mugu, California; a review of pertinent literature on the humanistic aspects of the union-management relationship and attitude/behavior change; the conventional and organization development training techniques and test apparatus used; the statistical analysis of data; and the results, conclusions, and recommendations on labor relations training.</p> <p>The major findings were that supervisors and managers (1) were unaware of the union's presence at the beginning of this study, (2) were paternalistic, (3) changed their attitudes toward that of a positive acceptance of the role of the unions, largely due to organization development techniques; and (4) some supervisors/managers are still basically opposed to the concept of unions in government. Almost all of them now believe unions will continue to become more powerful and expand the areas in which they can collective-bargain, but oppose the right to strike.</p>		

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**CHANGING SUPERVISORS' ATTITUDES  
BY ORGANIZATION DEVELOPMENT TRAINING  
AT THE NAVAL MISSILE CENTER,  
POINT MUGU, CALIFORNIA**

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**A Research Project  
Presented to  
the Faculty of the Graduate School of Business  
Pepperdine University**

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**In Partial Fulfillment of the  
Requirements for the Degree  
Master of Business Administration**

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**by  
Twain C. Lockhart  
April 1972**

## PREFACE

This study is concerned with favorably changing supervisors' and managers' attitudes toward the role of a union at the Naval Missile Center, Point Mugu, California. Two types of training were given: (1) conventional classroom, and (2) organization development. Questionnaires, interviews and correlation of labor relations incidents were used to determine the effectiveness of the different types of training.

Regardless of the theory of how attitudes and behavior are changed, most behavioral psychologists believe attitude/behavior change can most easily and effectively be accomplished when participants share in the decision-making process. The organization development strategies used in the training during this study all make use of this concept.

I wish to express my gratitude to the many people who have assisted me in completing this study. I am indebted to the management of the Naval Missile Center for allowing me to conduct this study. Special thanks are given to Rear Admiral L. A. Hopkins and Captain E. E. Irish for their enthusiastic support of the concept of a cooperative labor-management relationship; Mr. D. F. Sullivan, Technical Director, Naval Missile Center for his personal support; Mr. Manuel Olave for his mathematical assistance in the statistical analysis of the data; Mrs. Dianne Cooper for her overall assistance and the gathering of data; and to all Naval Missile Center employees who knowingly or unknowingly assisted by submitting to numerous questionnaires and interviews.

Mrs. Wanda Campbell has given indispensable help in the preparation of the paper, making valuable suggestions on style and form, and by her cheerful endurance through what must have seemed like countless revisions.

## TABLE OF CONTENTS

	Page
<b>PREFACE</b> . . . . .	ii
<b>LIST OF TABLES</b> . . . . .	vi
<b>LIST OF FIGURES</b> . . . . .	vii
<b>LIST OF CHARTS</b> . . . . .	viii
 <b>Chapter</b>	
<b>1. LABOR-MANAGEMENT RELATIONS AT THE NAVAL MISSILE CENTER, POINT MUGU, CALIFORNIA</b> . . . . .	1
<b>INTRODUCTION</b> . . . . .	1
<b>Importance of Project</b> . . . . .	5
<b>HISTORY</b> . . . . .	5
<b>Private Sector</b> . . . . .	5
<b>Public Sector</b> . . . . .	9
<b>Federal-Navy Unions</b> . . . . .	13
<b>Period I. 1777 to 1868</b> . . . . .	13
<b>Period II. 1868 to 1961</b> . . . . .	14
<b>Period III. 1962 to 1969</b> . . . . .	16
<b>Period IV. 1969 to —</b> . . . . .	17
<b>Union Recognition at Naval Missile Center</b> . . . . .	20
<b>RESEARCH PROBLEM</b> . . . . .	22
<b>Theoretical Frame of Reference</b> . . . . .	22
<b>Statement of the Problem</b> . . . . .	23
<b>Assumptions</b> . . . . .	23
<b>Hypothesis</b> . . . . .	23
<b>Operational Definitions</b> . . . . .	24
<b>Independent Variable</b> . . . . .	24
<b>Dependent Variable</b> . . . . .	24
<b>Intervening Variables</b> . . . . .	24

	Page
Private Sector . . . . .	24
Public Sector . . . . .	24
Organization Development . . . . .	24
Manager's Diagnostic Team Meeting . . . . .	24
Confrontation Meeting . . . . .	24
Family Group Diagnostic Meeting . . . . .	24
Research Strategy . . . . .	24
<b>METHODS . . . . .</b>	<b>25</b>
Research Design . . . . .	25
Description of Population . . . . .	26
Data Collection Instruments . . . . .	27
Data Analysis . . . . .	26
<b>DELIMITATIONS . . . . .</b>	<b>27</b>
<b>2. LITERATURE SURVEY . . . . .</b>	<b>28</b>
<b>HUMANISTIC ASPECTS OF UNION-MANAGEMENT RELATIONSHIPS. . . . .</b>	<b>28</b>
<b>ATTITUDE, LEARNING, AND BEHAVIOR . . . . .</b>	<b>29</b>
<b>ATTITUDE AND BEHAVIOR CHANGE . . . . .</b>	<b>30</b>
<b>ORGANIZATION DEVELOPMENT . . . . .</b>	<b>34</b>
Manager's Diagnostic Team Meeting . . . . .	37
The Confrontation Meeting . . . . .	38
Family Group Diagnostic Meeting . . . . .	38
Chapter Summary . . . . .	38
<b>3. RESULTS, CONCLUSIONS, AND RECOMMENDATIONS. . . . .</b>	<b>39</b>
<b>RESULTS . . . . .</b>	<b>39</b>
Questionnaires . . . . .	39
Mean and Standard Deviation . . . . .	40
Test for Equality of Means . . . . .	41
Special Test . . . . .	45
Questionnaire Data Analysis . . . . .	45

	Page
Interviews . . . . .	46
Labor Relations Incidents . . . . .	46
CONCLUSIONS . . . . .	49
RECOMMENDATIONS . . . . .	51
SUMMARY . . . . .	52
BIBLIOGRAPHY . . . . .	54
APPENDICES	
A. DEVELOPMENT OF TEST APPARATUS: QUESTIONNAIRES AND INTERVIEWS . . . . .	60
B. TRAINING . . . . .	74
C. HISTOGRAMS OF QUESTIONNAIRE RESULTS . . . . .	83
D. LABOR RELATIONS INCIDENTS . . . . .	92

**LIST OF TABLES**

<b>Table</b>		<b>Page</b>
1.	<b>Major Labor Legislation . . . . .</b>	<b>7</b>
2.	<b>Early Unions . . . . .</b>	<b>14</b>
3.	<b>Weighting Factor, Labor Relations Incidents . . . . .</b>	<b>98</b>

## LIST OF FIGURES

Figure	Page
1. Navy Organization (Simplified) . . . . .	3
2. Naval Missile Center Organization (Simplified) . . . . .	4
3. Growth of Exclusive Units in Federal Government . . . . .	17
4. Percentage of Employees Belonging to Unions in Non-Agricultural Establishments . . . . .	18
5. Percentage of Government Employees Represented by Exclusive Recognition . . . . .	18
6. Number of Government Employees Represented by Exclusive Recognition . . . . .	19
7. Number of Navy Employees Represented by Exclusive Recognition . . . . .	19
8. Research Design . . . . .	25
9. Conventional Social Scientific Survey Research Model . . . . .	26
10. Three Approaches to Achieving Attitude and Behavior Change . . . . .	33
11. Some Aspects of Effecting Behavior Change . . . . .	34
12. Results of $X^2$ Test for Normality . . . . .	44
13. Results "t" Test for Equality of Means . . . . .	44
14. Summary of Tests 7 and 8 Results . . . . .	47
15. Weighted Labor Relations Incidents by Quarter . . . . .	50
16. Roles of Supervisors and Stewards . . . . .	78
17. Test 1 Histograms . . . . .	84
18. Test 2 Histograms . . . . .	85
19. Test 3 Histograms . . . . .	86
20. Test 4 Histograms . . . . .	87
21. Test 5 Histograms . . . . .	88
22. Test 6 Histograms . . . . .	89
23. Test 7 Histograms . . . . .	90
24. Test 8 Histograms . . . . .	91
25. Labor Relations Incidents . . . . .	92

**LIST OF CHARTS**

<b>Chart</b>		<b>Page</b>
1.	Mean and Standard Deviation, Test 1, Part I . . . . .	40
2.	Chi Squared Test for Normality, Test 1, Part I . . . . .	41
3.	Tests 1 and 2, Part I Comparison of Means (Test 1 = Index No. 1). . . . .	42
4.	Mean, Standard Deviation, and $X^2$ Test Results . . . . .	43

## Chapter 1

### LABOR-MANAGEMENT RELATIONS AT THE NAVAL MISSILE CENTER POINT MUGU, CALIFORNIA

#### Introduction

Executive Order 11491 was signed by President Nixon in October, 1969 to change the policy governing employee-management cooperation. Through Executive Order 11491, a labor relations program was established which more closely conformed to that of the Labor Management Relations (Taft-Hartley) Act, which governs labor relations in the private sector. The Government had always relied on the strict and punitive strike-ban law, but found it ineffective in dealing with the postal strike in March, 1970, hence raising the question as to whether the right of Federal employees to strike, or assert the right to strike, is constitutional.

The Naval Missile Center is beginning to live with its first negotiated agreement with a union of its employees, the National Association of Government Employees (NAGE), Local R12-33, which represents all non-supervisory Wage Grade employees.

Employee organizations were given recognition in the Federal service by Executive Order 10988, signed by President Kennedy in 1962, which also gave very limited rights to these organizations to bargain collectively on items affecting working conditions. Executive Order 11491 brought the labor relations in the Federal service more into line with those in the private sector. The new executive order contains significant advantages with respect to decisions on appropriate units, elections of bargaining representatives, review of unfair labor practices, the establishment of standards of conduct for labor organizations<sup>1</sup> and the restriction of supervisors' activities in unions.<sup>2</sup>

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<sup>1</sup>Felix A. Nigro, "Labor Relations in the Public Sector," Personnel Administration, XXXIII, 4 (September-October, 1970), 34-38; see also his "Labor Relations in State and Local Governments," Personnel Administration, XXXIII, 6 (November-December, 1970).

<sup>2</sup>I. B. Helburn and Stephen R. Zimmer, "The Federal Supervisor: a Comment on Executive Order 11491," Public Personnel Review, XXXII, 1 (January, 1971), report on a study in which they indicate reconsideration of the following: removal of supervisors, including subordinates, from unions, and from protection under the Order (11491).

Although the Navy has historically been one of the key departments of the Federal Government involved in labor relations, little, if any, effect of employee organizations or employee unions had been experienced by the management of the Naval Missile Center until recently.

The Naval Missile Center was started shortly after cessation of World War II hostilities. The Department of the Navy, in need of an unrestricted testing range to evaluate some of the military weapons captured from the axis nations, created a naval missile test facility at Point Mugu, California. In the span of two and one-half decades since 1946, this complex has grown from a minor test station to one of the most important weapon test complexes maintained by the military services. Its organization has changed to include the Pacific Missile Range, Naval Air Station, and the Naval Missile Center as independent commands. Figure 1 is a simplified organizational diagram of the Navy, showing the organizational location of the Naval Missile Center. Figure 2 is a simplified organizational diagram of the Naval Missile Center.<sup>3</sup> Additionally, four tenant commands are located at Point Mugu. The range facility extends thousands of miles into the Pacific Ocean and has an industrial value of approximately half a billion dollars. The entire Point Mugu complex is manned by a total of 8,757 military, civilian, and contractor personnel, of which 1691 civilians and 635 military are assigned to the Naval Missile Center.<sup>4</sup>

Throughout its existence the Naval Missile Center has been free of major labor relations problems. Generally, the task assignments are decided by parent organizations and ample funds are supplied for accomplishment of the tasks. The work force has been exceptionally stable; and aside from normal minor complaints to be expected in any organization, an overall expression of contentment has been the rule instead of the exception, with formal grievances averaging less than two per year. During the period of 1966 through 1968, by Department of Defense policy, approximately 364 military and 89 contractor positions were converted to civil service. These, for the larger part, were blue-collar industrial jobs, such as those of mechanics of all classifications. The conversion represented a significant shift in the makeup of the civilian work force, which has always been largely scientific and technically oriented.

In late 1969 it became apparent that labor relations were not as they had been. An increasing number of blue-collar workers were joining unions and wanted a voice in controlling the working conditions which affected them. While tranquility in labor relations had been the accepted pattern of work relationship, the increasing number of skilled and unskilled blue-collar workers joining unions indicated growing unrest. Large cuts in the Federal budget aggravated the situation by an imminent danger

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<sup>3</sup>Naval Missile Center Brochure, Naval Missile Center, Point Mugu, California, no specific author or publishing date being given.

<sup>4</sup>The Navy Complex at Point Mugu, Headquarters Pacific Missile Range, Point Mugu, California, no specific author or publishing date being given.

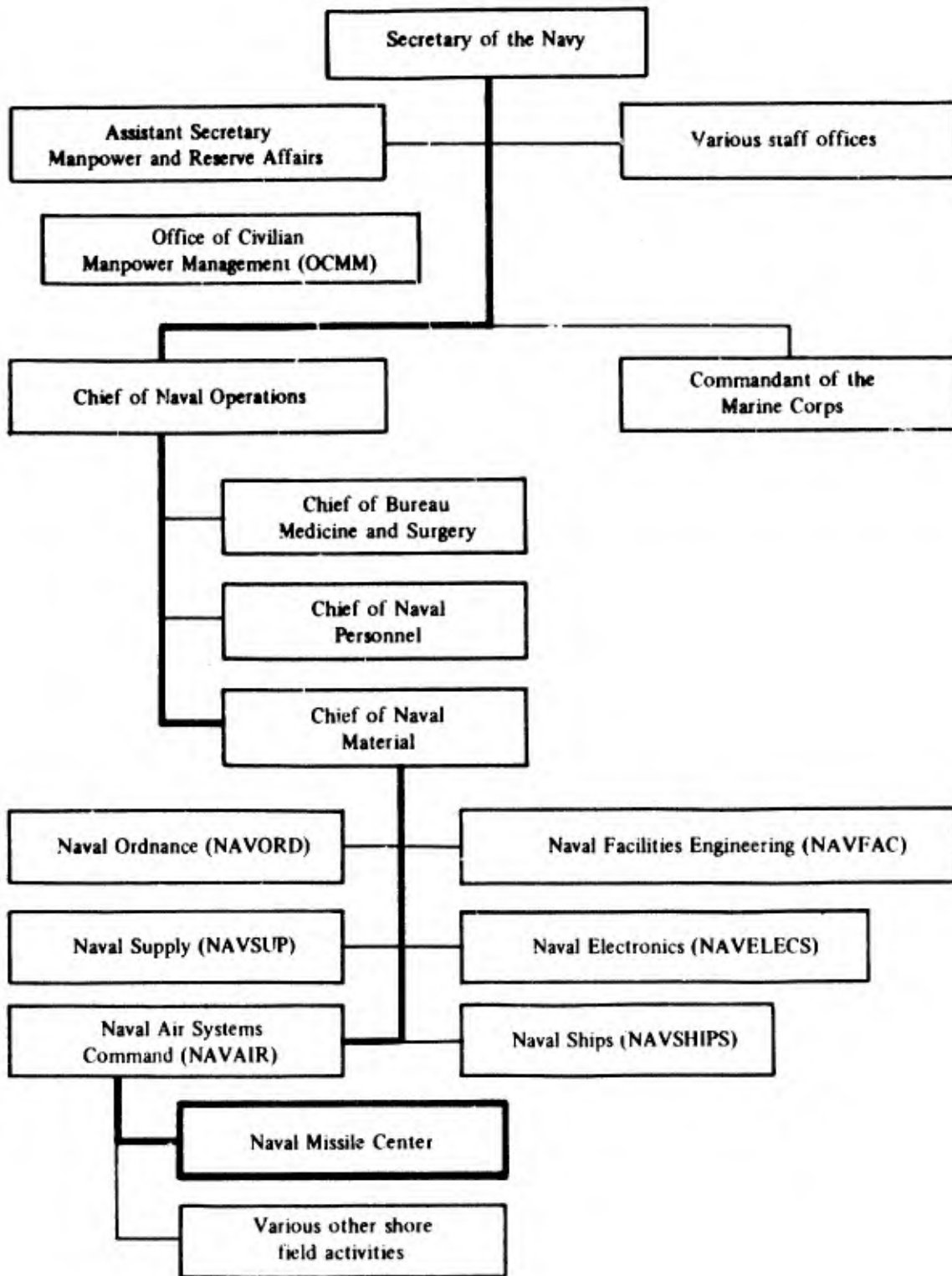


Figure 1

Navy Organization (Simplified)

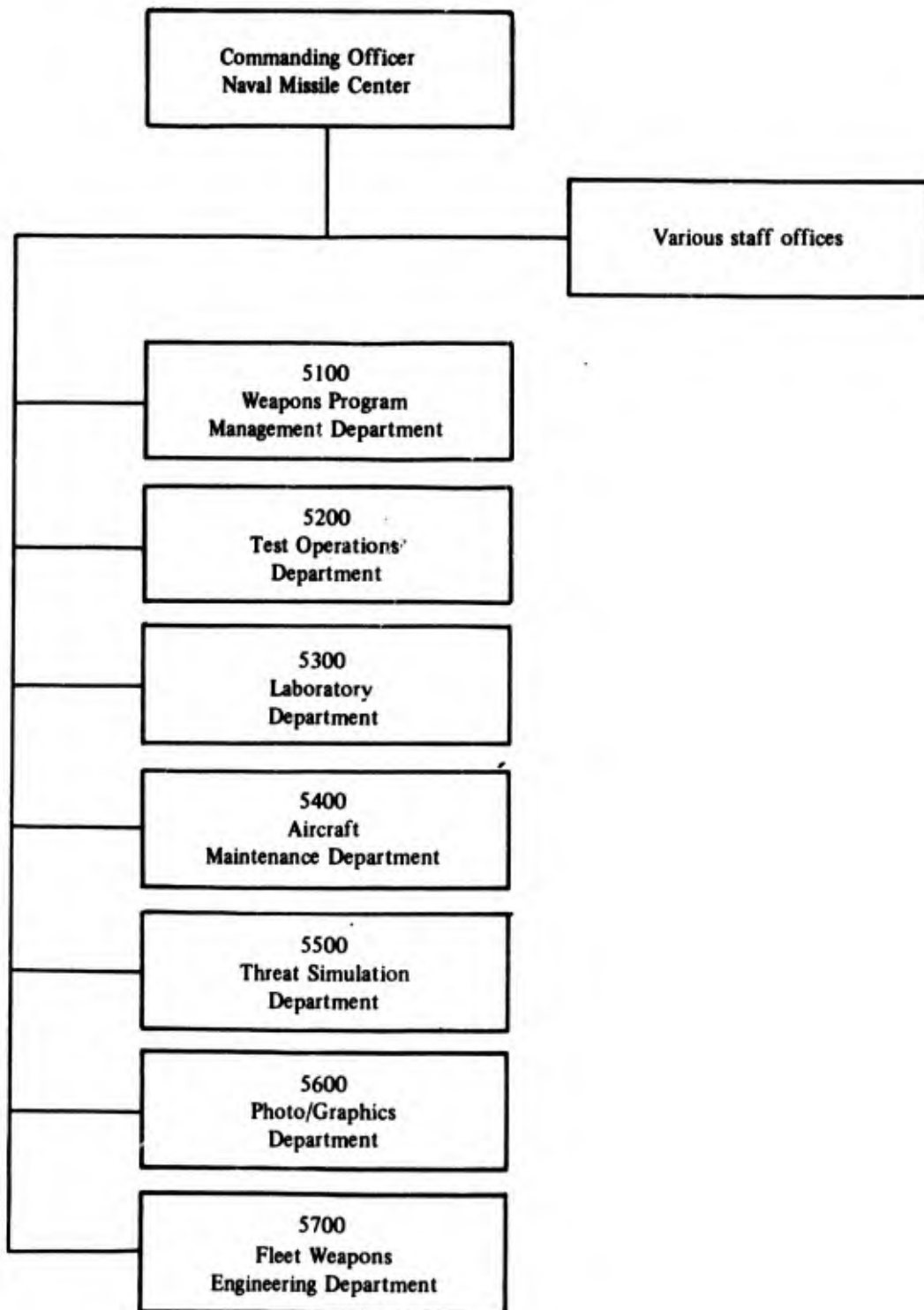


Figure 2

Naval Missile Center Organization (Simplified)

of deletion of projects, shortage of funds, and possible reductions in force. This placed the managers of the Naval Missile Center in a situation entirely new and foreign to their former experience.

Importance of Project. The output of this project, a written report with conclusions submitted as recommendations to the Commanding Officer of the Naval Missile Center, is considered valuable for the following reasons:

1. The recommendations should strengthen the chances of the Negotiated Agreement, enhancing the efficiency and effectiveness of the Naval Missile Center in the performance of its mission.
2. Although considerable information is available on labor relations in the private sector, little is available concerning the public sector. That which is available was outdated for the most part by the issuance of Executive Order 11491. This paper should then add to the information available regarding unionism in the Federal Government since the signing of Executive Order 11491.
3. By Executive Order 11491, and especially by settlement of the recent postal strike, Federal employees are gaining more and more collective bargaining rights. As a result, more Government people will be faced with negotiating and carrying out union contracts. This report can serve as a useful training aid or guide for the management of other Government activities in the selection of the best type of training for supervisors as they enter the new experience of dealing with unions.

### History

Private Sector. About twenty million Americans belong to unions; almost one-third of the nonagricultural work force is thus made up of union members. In spite of this large union membership, Peter Drucker has the following opinion on the effects of craft unions:

The greatest obstacle to economic growth in the United States and Great Britain is the craft organization of work and especially the craft union, which puts a tremendous premium on doing things the way they used to be done. The craft union with its 'jurisdictions' and 'demarcations' (the former American, the latter British terms for union restrictions) prohibits, by definition, the learning of new skills by its members and at the same time forbids access to skilled jobs by outsiders.<sup>5</sup>

From 1935 to 1955 unions grew from 2,500,000 to approximately 19,000,000, then by 1962 declined to about 17,000,000 members. The growth from that to the present level of 20,000,000 members is largely attributed to the unionization of Government employees,<sup>6</sup> made possible by President Kennedy's signing Executive Order 10988.

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<sup>5</sup>Peter F. Drucker, The Age of Discontinuity – Guidelines to Our Changing Society (New York: Harper and Row, 1968), p. 59.

<sup>6</sup>Paul A. Samuelson, Economics (8th ed.; New York: McGraw-Hill Book Co., 1970), p. 125.

As Dale Yoder has aptly stated

Unions are an important fact in the daily lives of managers, whether or not they like it. They have to manage in a climate in which unions have influence, power, and authority; they have to expect and anticipate union reactions to management decision.<sup>7</sup>

Until the turn of the century, the Government was against organized labor. Laws strengthening the position of organized labor began with the Clayton Antitrust Act of 1914. As shown by Table 1, all subsequent laws until the Taft-Hartley Act of 1947 were pro-union. The Taft-Hartley Act tended to balance the scale by prescribing standards of conduct for both unions and employers. By this period of time the Democratic party had established itself as pro-organized labor and the Republican party as anti-organized labor. President Truman vetoed the Taft-Hartley Law, but it was passed over his veto by a largely Republican Congress, the Republican party having been at odds with organized labor for several years. The final split came in 1959.

The days of impartiality were over. If anything more were needed, the Landrum-Griffin Act of 1959, passed with the backing of President Eisenhower, was the clinching argument. Organized labor was now a full political partner of the Democratic party.<sup>8</sup>

Samuelson gives a very brief history of the labor movement, with statistics as to membership.<sup>9</sup> Yoder goes into more detail on unionism, including short case histories.<sup>10</sup> Both of these books provide a basic understanding of the labor situation, but with very little depth.

The U. S. Department of Labor publishes periodicals<sup>11</sup> and supplements, and special studies issued from time to time which provide details on union membership in the United States and labor relation trends and statistics.

The Commerce Clearing House, publishes one of the best sources available for ready reference into all facets of labor law in the private sector. This is an annual publication containing reference to the court decisions compiled by the Commerce Clearing House in its compendium volumes on labor law. Additionally, the book provides clear and concise examples of all types of labor practices, problems, and procedures, and does provide these types in a most objective manner so that it becomes a valuable source for labor or management, and is organized in such a manner that the complex area of labor law is readily portrayed for ready reference.<sup>12</sup> Both students and practitioners will find this a vital publication for

<sup>7</sup>Personal Management and Industrial Relations (6th ed.; New Jersey: Prentice-Hall, 1970), p. 432.

<sup>8</sup>Orme W. Phelps, Introduction to Labor Economics (4th ed.; New York: McGraw-Hill Book Co., 1967), p. 206.

<sup>9</sup>Samuelson.

<sup>10</sup>Yoder

<sup>11</sup>Directory of National and International Labor Unions in the United States and Monthly Labor Review (Washington: Government Printing Office).

<sup>12</sup>The Guide Book to Labor Relations (Chicago: Commerce Clearing House, 1969).

**Table 1**  
**Major Labor Legislation**

Year	Title	Major Effect
1890	Sherman Antitrust Act	Unions not mentioned but law was used to curb union activities.
1914	Clayton Antitrust Act	Called labor's Magna Charta. Removed labor from prosecution under the Sherman Antitrust Act.
1926	Railway Labor Act	Accepted basic premise of collective bargaining.
1932	Norris-LaGuardia Act	Ruled out Federal enforceability of "yellow dog" contracts (signing a contract not to join unions as a condition of employment). Virtually wiped out injunctive interference by courts in labor disputes. Recognized the validity of boycotting and picketing.
1933	National Industrial Recovery Act	Encouraged collective bargaining.
1935	National Labor Relations (Wagner) Act	Established employee rights to join unions and engage in concerted activities for purpose of collective bargaining, and enabled the National Labor Relations Board to ensure that employers would not engage in unfair labor practices.
1947	Labor-Management Relations (Taft-Hartley) Act	Prescribed standards of conduct for both unions and employers. Banned closed shops. Unfair labor practices on part of unions defined. Unions held accountable. Secondary boycotts and jurisdictional strikes made illegal. Supervisors defined and excluded from collective bargaining with employers. Established a 60-day strikeless period. Injunctive procedures set up for temporary suspension of strikes in essential industries. New conciliation and mediation machinery established with the National Labor Relations Board expanded to a quasi-judicial function.
1959	Union Financial Disclosure (Landrum-Griffin) Act	Required unions to report financial activities.

keeping abreast of labor laws. With relation to the public sector, this publication provides a large source of material for legal precedents; and, since there is normally a time lag for these precedent-setting situations to reach the public sector, the material is of value for planning purposes.

Several universities, such as the University of California and the University of Indiana, have organizations which publish numerous articles at nominal costs on all areas of labor relations. At the University of California, Los Angeles, Benjamin Aaron, Irving Bernstein, John Hutchinson, Paul Prasow, Edward A. Jones, Melville Dalton, and Edward Peters are among the authors most published in the field by the Institute of Industrial Relations.

Orme W. Phelps has produced what is considered to be an excellent source for a broad overview of labor relations. This book is easy to read and excellent for classroom use, giving the beginning labor relations student an introduction in some detail to the subject. The unique manner of the author's personalized notes and summaries adjacent to the complete reproduction of the Taft-Hartley and Landrum-Griffin Acts also makes the book an excellent reference for the advanced student or practitioner.<sup>13</sup>

Hugh P. Husband, Jr., has presented an excellent statement on the problems and prerogatives managers face when the possibility of unionism becomes imminent. He believes that enlightened employers can avoid unionization and explains why unions organize and what sparks the fire of unionization. He is firmly convinced that managers should develop an affirmative attitude for, or against, unionism (preferably against), and then pursue the necessary tactics in support of that decision. His emphasis is on the fact that managers have the choice and should oppose unionism strongly.<sup>14</sup> Although the rationale is basically concerned with the private sector, many of the ideas apply to the public sector as well.

Another volume giving an excellent overview of the total spectrum of labor relations by case studies is Problems in Labor Relations. Actual episodes in the day-to-day working encounters between labor and management, with substantive questions and discussion-triggering statements concerning the case, make for a good, overall understanding of labor relations.<sup>15</sup>

Management Rights and Union Interests<sup>16</sup> is of limited value for the beginning student or the working manager. It is somewhat difficult to read and aimed primarily at the graduate student. However, the publication is unique in that the author talks of the total scope of labor relations. She does so by centering on the narrow field of "contracting out," using that specific area as the "patient" while working

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<sup>13</sup>Phelps, Introduction to Labor Economics.

<sup>14</sup>Management Faces Unionization (New York: Management Source-books, 1969).

<sup>15</sup>Benjamin M. Selekman and others (3rd ed.; New York: McGraw-Hill Book Co., 1964).

<sup>16</sup>Margaret K. Chandler (New York: McGraw-Hill Book Co., 1964).

through the whole spectrum of subjects involved in labor relations. This approach does lend itself to gaining a quick understanding of problems since she has standardized the area for purposes of examples in her study of involvement in the dynamic field of labor relations.

The Union Challenge to Management Control<sup>17</sup> is considered the best and most comprehensive statement of the impact of the union on management, special emphasis being placed on the constantly increasing intervention of labor into affairs hitherto the province of management. In this thorough, thought-provoking analysis of the problem of management prerogatives, one of the most important issues of the national economy, both private and public, is appraised.

Public Sector. By Executive Order 11616, an amendment of Executive Order 11491 now referred to as Executive Order 11491 as amended, definite machinery is set up for collective bargaining in the public sector.

Whenever the subject of collective bargaining in the public sector is discussed, three of the prime subjects of contention are sovereignty immunity doctrine; separation of power; and the right to strike. Both Schneider<sup>18</sup> and Vosloo<sup>19</sup> have done an excellent job of explaining the theory of the sovereignty immunity doctrine, and the concern and arguments, pro and con, attending these vital issues.

There is much controversy over whether collective bargaining is really tenable in the public sector, the notion of sovereignty long having been an argument against it there. This vague and abstract notion has become less important because of Executive Order 10988 and subsequent trends in labor relations in the public sector. The argument, based on the sovereignty immunity doctrine, follows:

The Government is sovereign; that is, it is the ultimate legal and political authority. The sovereign cannot be forced to relinquish this authority, or it would cease to be sovereign. Therefore, the Government cannot bargain with its employees because the procedure could involve releasing sovereign authority.<sup>20</sup>

The sovereignty immunity doctrine has been reiterated many times over the years by the actions of the executive, judicial, and legislative branches of the Federal Government. Stated simply, it is the doctrine of sovereign immunity that no state may be sued by an individual without its consent. This doctrine is not written into the United States Constitution. In fact, a literal interpretation of the only relevant provision of the Constitution seems to reject the doctrine.

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<sup>17</sup>Neil W. Chamberlain (New York: Harper, 1968).

<sup>18</sup>B. V. H. Schneider, Collective Bargaining and the Federal Civil Service (Berkeley: Institute of Industrial Relations, 1964).

<sup>19</sup>William B. Vosloo, Collective Bargaining in the U. S. Federal Civil Service (Chicago: Public Personnel Association, 1966), pp. 17-45, 196-199.

<sup>20</sup>Schneider, p. 108.

The Judicial power shall extend to all cases . . . : to controversies to which the United States shall be a party; to controversies between two or more states; between a state and citizens of another state . . .<sup>21</sup>

Hence, since there is no statute to the contrary, the doctrine is a clear and effective bar to any action on the part of Government employees to compel the Government to enter, involuntarily, into any type of collective bargaining relationship. It does not, however, preclude the enactment of legislation authorizing the Government to enter into collective bargaining with its employees.<sup>22</sup>

A sovereign government may choose to voluntarily limit its power to make unilateral decisions and to allow collective bargaining. Such has been the case in the signing of Executive Orders 10988 and 11491 and the agreement by President Nixon to negotiate with the postal unions to settle the postal strike. The second step of the negotiated postal agreement, to enact postal reform, leads into another problem of collective bargaining in the public sector, "separation of power." Various controls are exercised over the Federal Civil Service by Congress, the President, the Civil Service Commission, departments, and agencies. Thus reaching agreement on collective bargaining by civil service employees is difficult. Mr. Robert E. Hampton, Chairman of the U. S. Civil Service Commission, thinks that it is impossible for Government employee unions to have a full collective bargaining system, since conditions between the public and private sectors are so different. This difference is primarily due to the separation of power; that is, in many cases the conditions are set by the legislative branch or through court action while others are set by the executive branch since Government is made up of many agencies. Another difference is that the public interest must be considered first.<sup>23</sup>

Another major controversy over collective bargaining in the public sector centers around the "right to strike." Many argue, "For without the 'right to strike' weapon you just do not have collective bargaining. You may have a close imitation. You do not have the reality."<sup>24</sup>

Dr. George Taylor suggests that decisions in the public service are political; therefore, the right to strike is not necessary.

In a democratic society, consumer choice as respects governmental services is ultimately exercised, not in the market place, but in the legislative authorization of laws to be passed, taxes to be levied, in budget expenditures to be made, and of loans to be floated. This is the final arbitrament of conflicts of public interest.<sup>25</sup>

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<sup>21</sup>U. S. Constitution, Article III, Section 2 (1).

<sup>22</sup>Wilson R. Hart, Collective Bargaining in the Federal Civil Service (New York: Harper Bros., 1961).

<sup>23</sup>"New Labor Policies in the Civil Service," Nation's Business, ILIX (June, 1971) 70-72.

<sup>24</sup>Kenneth O. Warner and Mary L. Hennessy, Public Management at the Bargaining Table (Chicago: Public Personnel Association, 1967), p. 14.

<sup>25</sup>George W. Taylor, The Public Interest in Collective Negotiations in Education (University of Pennsylvania, June 1966), p. 6.

With regard to the "right to strike," in the private sector, employees may strike, but those in the public sector cannot.

The withholding of labor is merely the ultimate force at the bargaining table, where negotiations for a real and fair agreement are threshed out. It is much more basic. The very acceptance and existence of a labor organization depends upon the giving or withholding of labor.<sup>26</sup>

This is the ultimate weapon which provides the employee with bargaining power equal to that of management. When employees strike in private industry, the owners lose money through loss of sales. This is the pressure which eventually compels management to reach an agreement with the union or go into bankruptcy and lose its investment. When a private company is closed by strike, generally the public can purchase similar products elsewhere; therefore, the public is not hurt directly.

Although in the public sector it is illegal for employees to strike,<sup>27</sup> the rate of illegal strikes there has increased sharply since 1965.<sup>28</sup> Thomas Kennedy believes that as public frustration grows over strikes, compulsory arbitration or some other form of compulsory settlements of labor-management disputes look like the easy way out, but may lead to the end of our business system.<sup>29</sup> A. H. Raskin believes that unions are "a static force in a chaotic society,"<sup>30</sup> but Kennedy has the following to say about the public sector employees:

Public employee unions are the fastest growing labor organizations in the country. Despite the fact that strikes against government agencies (whether Federal, State or local) are illegal, stoppages in the public sector have been occurring with increasing frequency during the past several years. . . . Strikes by Federal employees probably will continue to be prohibited de jure, but since the postal strike everyone understands de facto strikes can occur and succeed without the penalties being enforced. In the long run strikes in the public sector will probably decrease as the parties become more skilled and government workers achieve pay parity with private industry employees. But for the next several years a sizeable increase of strike activity in this sector can be anticipated.<sup>31</sup>

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<sup>26</sup>Warner and Hennessy.

<sup>27</sup>1969 Guidebook, p. 272. Strikes by Federal employees are prohibited by Federal statute. (Section 690, Statute 6245 USC enacted August 9, 1955, and repealing Section 305 of the LMRA). Penalty for violation of the strike ban constitutes a felony, punishable by a fine up to \$1,000 and imprisonment for not more than one year and a day, or both.

<sup>28</sup>Joseph E. Kieta, "The Strike and its Alternatives in Public Employment," Public Personnel Review, XXXI, 4 (October, 1970), 227.

<sup>29</sup>"Freedom to Strike is in the Public Interest," Harvard Business Review, XLVIII, 4 (July-August, 1970), 45-57.

<sup>30</sup>"The Labor Movement Must Start Moving," Harvard Business Review, XLVIII, 1 (January-February, 1970), 108-117.

<sup>31</sup>Kennedy, p. 50.

By upholding the ruling of a Federal court of the District of Columbia, the U. S. Supreme Court in October, 1971, reaffirmed that Federal employees may not strike against the Government.<sup>32</sup> The strike ban for government is specifically stated in the National Labor Management Relations Act (Section 2 (2)). However, bars against advocating the right of Government employees to strike were declared to be unconstitutional by a District of Columbia Federal court in 1969.<sup>33</sup> This prohibition was included in the original version of Executive Order 11491 (and in other statutes) but was removed by Executive Order 11616 issued in August, 1971, amending Executive Order 11491.<sup>34</sup> Specifically because of this bar against government employees striking, the Government, as an employer, has the obligation to follow good practices. This viewpoint is reflected in a statement made in 1955 by the Committee on Labor Relations of the American Bar Association:

A government which imposes upon other employers certain obligations in dealing with their employees may not in good faith refuse to deal with its own public servants on a reasonable similar favorable basis . . . . It should set the example for industry by being perhaps more considerate than the law requires of private enterprise.<sup>35</sup>

If we assert that collective bargaining should be the policy of the state and municipality in their relations with the persons who work for them, we must agree to grant the right to strike.<sup>36</sup>

When the public sector employees do strike, the Government saves money, since the employees on strike are not paid. The Government cannot declare bankruptcy and the employees know it. Government services, however, are curtailed and the public is personally inconvenienced.<sup>37</sup> There is less economic pressure on Government management, but considerable public and political pressure on both union and management officials to end the strike. The recent Post Office and Air Traffic Control strikes are evidence of this pressure.

These viewpoints are not all-inclusive; however, they demonstrate different primary motivating forces for effective employee-management relations, such as employer ethics, political influence and public opinion and the strike.

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<sup>32</sup>Oxnard Press Courier (October 12, 1971).

<sup>33</sup>Monthly Labor Review (July, 1971), p. 60.

<sup>34</sup>"Executive Order 11491 Changes Bolster Union Status," Federal Times, VII, 26 (September 8, 1971), 1.

<sup>35</sup>Harold S. Roberts, A Manual for Employee-Management Cooperation in the Federal Service, (3rd ed. : Honolulu: Industrial Relations Center, University of Hawaii, 1970), p. 7.

<sup>36</sup>Warner and Hennessy, p. 14.

<sup>37</sup>Kieta, p. 226.

A practical guide to those managers, in the public sector, who must meet, confer, negotiate, and bargain with organized employee organizations, has been produced by W. D. Heisel and J. W. Halliman. It provides the "nuts and bolts" of the problem of representing a public agency—city, county, state, school system or special district—in its relationship with its organized employees.<sup>38</sup> Warner and Hennessy have stated that

The single most important element in the phenomenon of public management's relations with employee organizations is collective negotiations. The concept of collective dealings with employee groups in the public service is relatively recent and relatively undeveloped in the history of public administration. But the authors believe, despite the newness and rapid changing character of government relations, the time is opportune for a more systematic analysis of public management at the bargaining table.<sup>39</sup>

This book is not strictly a how-to-do-it document. It describes the framework within which public management now deals with employee organizations and gives a brief account of emerging practice at various levels of government, including city, state, county, United States and Canada. It contains some tentative conclusions about the future of collective bargaining and the policy and procedural decisions that must be reached to maintain harmonious relations with employee organizations.

#### Federal-Navy Unions

1. Period I. 1777 to 1868. The Navy has been one of the key departments of the Federal Government involved in labor relations. Since the start of this country, until the 1930's, the U. S. Navy has employed over eighty per cent of all blue-collar workers in the Federal Government (Post Office excluded). Initially the Navy followed a "no-nonsense" hire-and-fire policy with employees. The Secretary of the Navy, for example, in 1807 fired blacksmiths who complained of low wages at the Portland Navy Yard. The early struggle of the trade unions for the establishment of a ten-hour workday in the 1830's first made Federal authorities aware that an employee relations problem existed. The Department of the Navy has the dubious distinction of being the first U. S. Government agency whose employees went on strike,<sup>40</sup> the employees of the Navy Yard in Washington, D. C. striking for a change of hours and a general redress of grievances in August, 1835. The major issue was for a ten-hour day to replace the sunup-to-sundown workday, but the strike was unsuccessful. After an appeal to the Secretary of the Navy failed, the men returned to work without a settlement.

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<sup>38</sup>Questions and Answers on Public Employee Negotiations (Chicago: Public Personnel Association, 1967).

<sup>39</sup>Warner and Hennessy, p. vi.

<sup>40</sup>Commander Chantee Lewis, USN, "Changing Climate in Federal Labor Relations," U. S. Naval Institute Proceedings (Wisconsin: U. S. Naval Institute, March, 1965), pp. 60-69.

In December, 1861, Congress enacted the first wage law for mechanics and workmen in the Navy. In this Act the principle was adopted that the rate paid should be that prevailing for comparable work in private establishments in the immediate vicinity of Naval activities; surveys were used to determine the rate.

2. Period II. 1868 to 1961. Congress enacted the first eight-hour statute for all laborers, workmen and mechanics employed by, or on behalf of, the U. S. Government in 1868.

The influence of labor unions thus grew stronger as workmen benefitted from union intercession in their behalf. The development of unions, to which Navy employees belonged during the late 1800's and early 1900's, is presented in Table 2.

Table 2  
Early Unions

Union	Year
American Federation of Labor	1886
Patternmaker's League	1887
International Association of Machinists (IAM)	1888
IAM Locals	1892
Electrical Worker's Local	1901
District No. 44 IAM (to handle affairs of Government employees)	1904
Metal Trades Department of IAM	1909

Union activity in the Navy fluctuated during the early 20th century. Before World War I Franklin D. Roosevelt, as Undersecretary of the Navy, encouraged the Navy employees to organize for their own betterment.

Mr. Wilson R. Hart, acting as labor relations advisor to the Austrian Peace Treaty in 1955, represented the United States in negotiations with the Austrians concerning the pay and conditions of employment of those "indigenous personnel." The Austrian Central Trade Union Confederation assigned its most astute and experienced officers to these negotiations. Since these Austrian workers were to be paid by the U. S. Government, they were considered Government employees and therefore excluded from coverage by the National Labor Relations Act. The difficulties Mr. Hart encountered with this problem were often phrased by the Austrians thus

How can it be possible that the benevolent and progressive United States Government denies its own employees the benefits and privileges which it requires private industrial employers in America to grant to theirs?<sup>41</sup>

Because of the difficulties Hart encountered, he returned to school to study labor law in an attempt to find some definite answers. He presents the pertinent facts in his book:

1. To consider as fairly and objectively as possible the arguments of both the critics and defenders of Government labor-management policies that preclude collective bargaining.
2. To review the history and techniques of collective bargaining in private industry.
3. To survey the conventional policies of labor-management relations followed by most Federal agencies.
4. To examine the practices and experiences of agencies that have introduced collective bargaining into the public service.
5. To examine proposed union legislation and speculate upon the results of collective bargaining in the public service.

With the steady growth of union members among Government employees and the growth of Government operations on the model of private industry, it became more difficult to rationalize why Government employees should not be governed by the procedures of the Taft-Hartley Act.

This apparent contrast in standards led to the introduction of over thirty bills in the 87th Congress (1961), relating to employee-management relations in the Federal service.<sup>42</sup>

On June 22, 1961, President Kennedy established a task force to make recommendations on employee-management relations in the Federal service. In their letter to the President of November 30, 1961, the staff of the task force said in part:

The employee organizations of the Federal Government are not strangers in our midst. Some of the largest date back to the 19th century. Although they have enlisted some thirty-three per cent of Federal employees, for decades they have maintained themselves as nationwide, stable, responsible organizations.

The Task Force believes that the time has come to establish a government-wide Presidential policy to acknowledge the legitimate role which these organizations should have in the formulation and implementation of Federal personnel policies and practices.<sup>43</sup>

<sup>41</sup> Collective Bargaining in the Federal Civil Service (New York: Harper Bros., 1961).

<sup>42</sup> ibid., p. 66.

<sup>43</sup> Policy for Employee Management Cooperation in the Federal Service. Report of the President's Task Force on Employee Management Relations in the Federal Service (Washington: Government Printing Office, November 30, 1961), p. iii.

If the executive branch did not take action, Congress would pass laws which would probably be less flexible and erode command prerogatives. Therefore, in January, 1962, President Kennedy, acting on the recommendations of the Task Force, established a government-wide "Policy for Employee-Management Cooperation in the Federal Service," which contained the specific recommendations of the Task Force, by issuing Executive Order 10988.

In a statement regarding the work of the Task Force, and the resultant action, President Kennedy said, on December 5, 1961, that

As an employer of more than 2,300,000 civilian employees, the Federal Government has long had an obligation to undertake the reappraisal which has now been made so well by the Task Force.<sup>44</sup>

3. Period III. 1962 to 1969. The prime purpose of Executive Order 10988, issued by President Kennedy on January 17, 1962, was to establish a policy for employee-management cooperation in the Federal service. The order was hailed as the Magna Charta for labor relations in public employment since it provided collective bargaining on limited issues.<sup>45</sup>

The efforts of government and unions have made collective bargaining the most highly sought and carefully guarded of all labor objectives. For unions, collective bargaining is the crucial function; successful bargaining is to unions what competitive success is to business firms. For government, collective bargaining is a means of averting industrial strife; it means settlement at the conference table of issues which would otherwise be resolved only by industrial warfare.<sup>46</sup>

The President's temporary committee on accomplishing the Federal Employee-Management Relations Program was established to approve the standards and code as well as to advise the President on any problems incidental to the program.

Each agency was responsible for observing and enforcing the order, the standards of conduct, and the code of fair labor practices in its own operations. Guidance, technical advice, and training were to be provided by the Civil Service Commission.

The growth of employee organizations under Executive Order 10988 has been tremendous. Figures 3 through 7 show growth patterns in Federal unions.

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<sup>44</sup>Ibid., p. i.

<sup>45</sup>Address by W. V. Gill, Director, Office of Labor-Management Relations, U. S. Civil Service Commission to the Los Angeles Federal Executive Board, San Diego Federal Executive Association, San Diego, California, November 4, 1969.

<sup>46</sup>The Guidebook to Labor Relations, p. 59.

4. Period IV. 1969 to --. Executive Order 10988 set the rules for the first government-wide dealings between employee organizations and agency management.<sup>47</sup> The growth of employee organizations to over two hundred unions, representing more than one and one-half million employees under exclusive recognition, has, however, made changes necessary to Executive Order 10988.

On September 10, 1969, a Presidential review committee submitted their report to President Nixon. The committee said in part in their forwarding letter:

We find that the program established by Executive Order 10988 in 1962 has produced some excellent results, beneficial to employees and management alike . . . . But the great growth of union representation in the past seven years has produced conditions far different from those to which the 1962 Order was addressed . . . . Today, there are significant and growing difficulties in operating the program under the 1962 policies, and there is rather general dissatisfaction among union officials and agency managers because of the failure to adjust program arrangements to present-day conditions.<sup>48</sup>

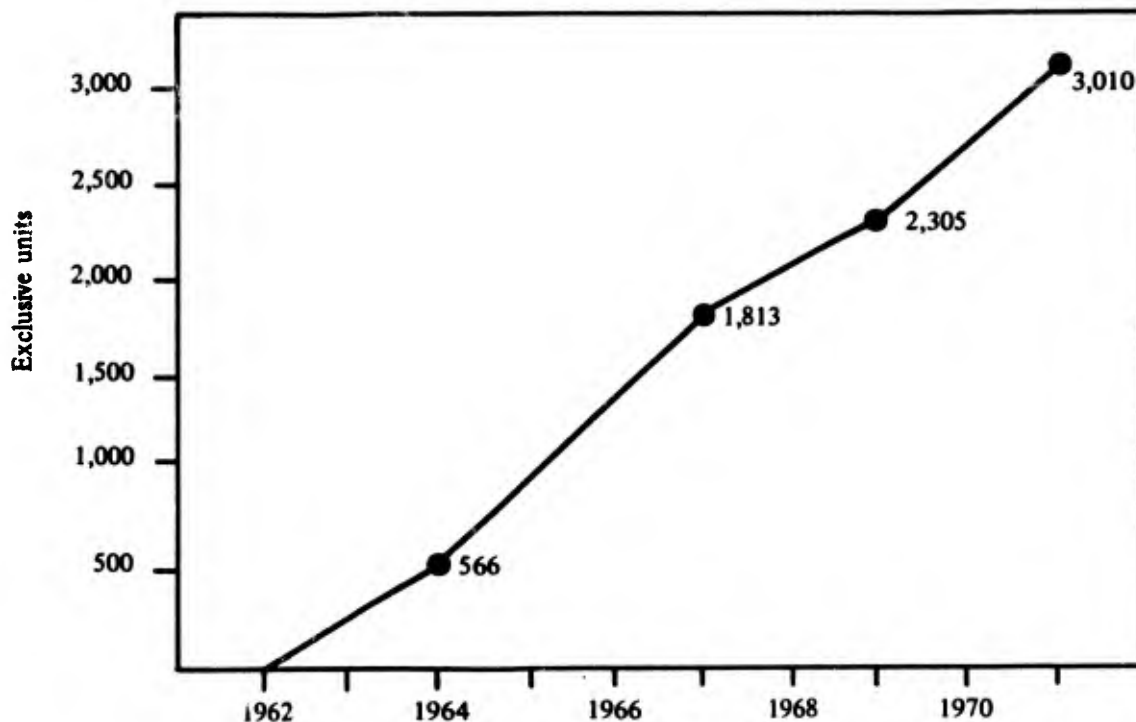


Figure 3

Growth of Exclusive Units in the Federal Government  
(Compiled from references in bibliography  
marked with an asterisk)

<sup>47</sup>Joseph Loewenberg, "Development of the Federal Labor-Management Relations Program: Executive Order 10988 and Executive Order 11491," *Labor Law Journal*, XXI (February, 1970), 73-78.

<sup>48</sup>Report and Recommendations on Labor-Management Relations in the Federal Service (Washington: Government Printing Office, August, 1969), p. i.

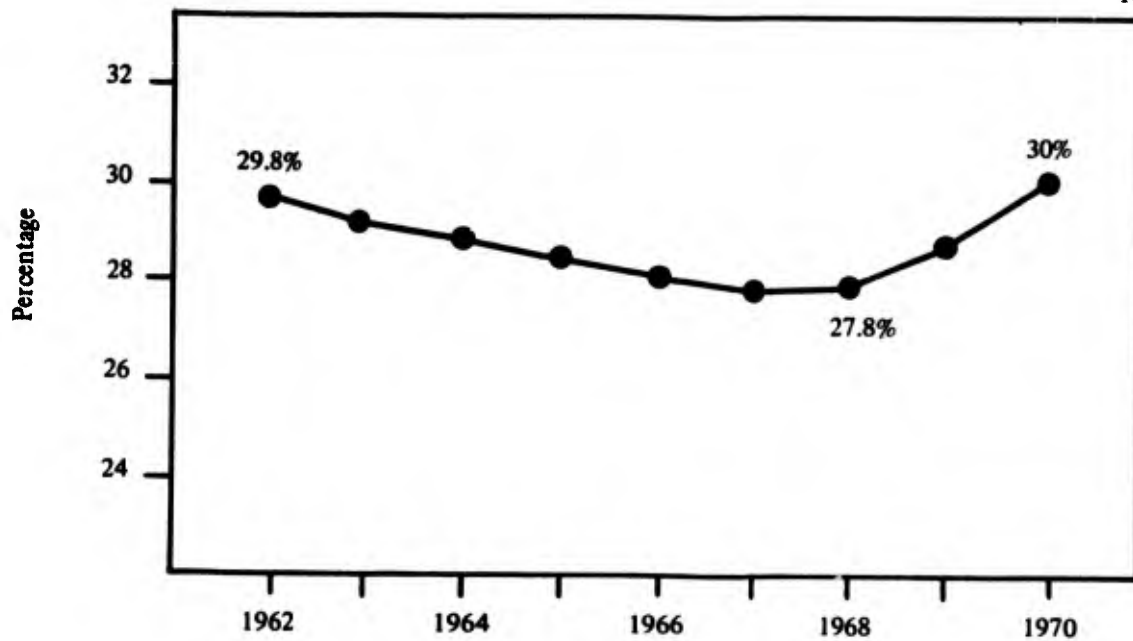


Figure 4

Percentage of Employees Belonging to Unions in Nonagricultural Establishments  
(Compiled from references in bibliography marked with an asterisk)

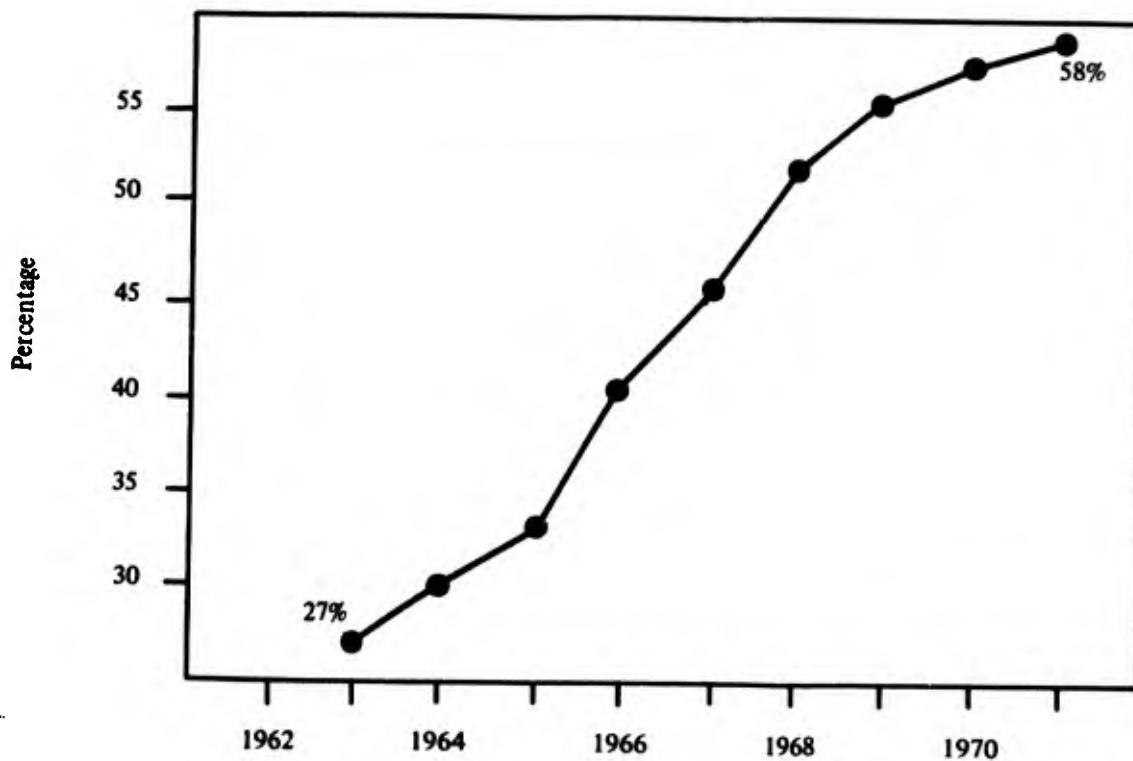


Figure 5

Percentage of Government Employees Represented by Exclusive Recognition  
(Federal Times, May 6, 1970 and Government Employee Relations Report No. 390, March 1, 1971, p. D-5)

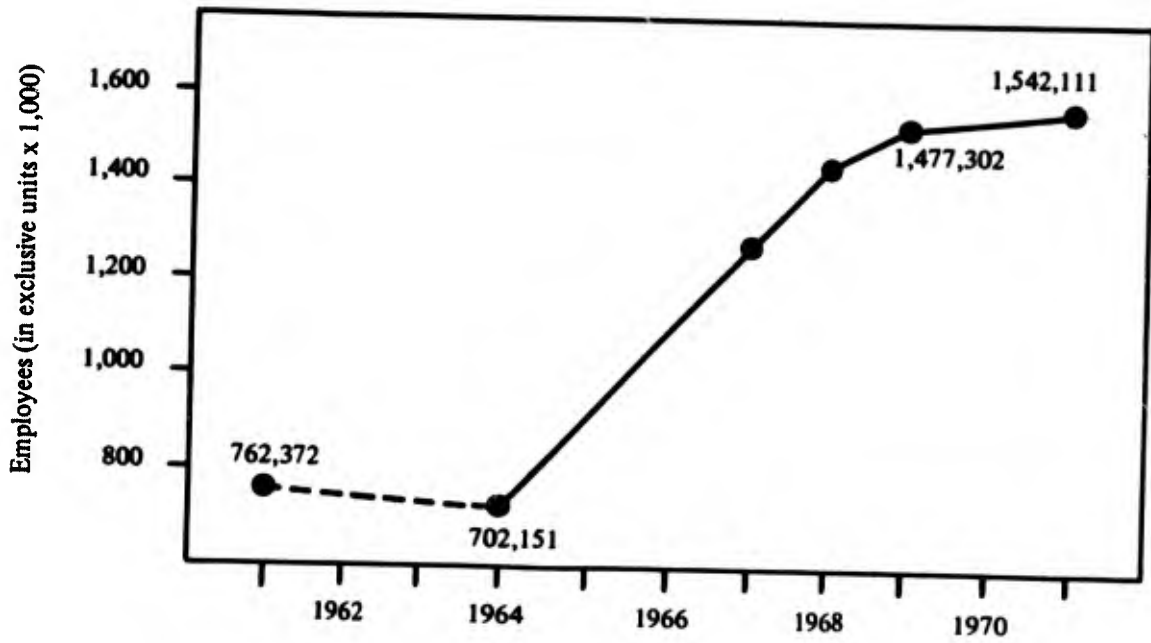


Figure 6

Number of Government Employees Represented by Exclusive Recognition  
 (Compiled from references in bibliography marked with an asterisk)

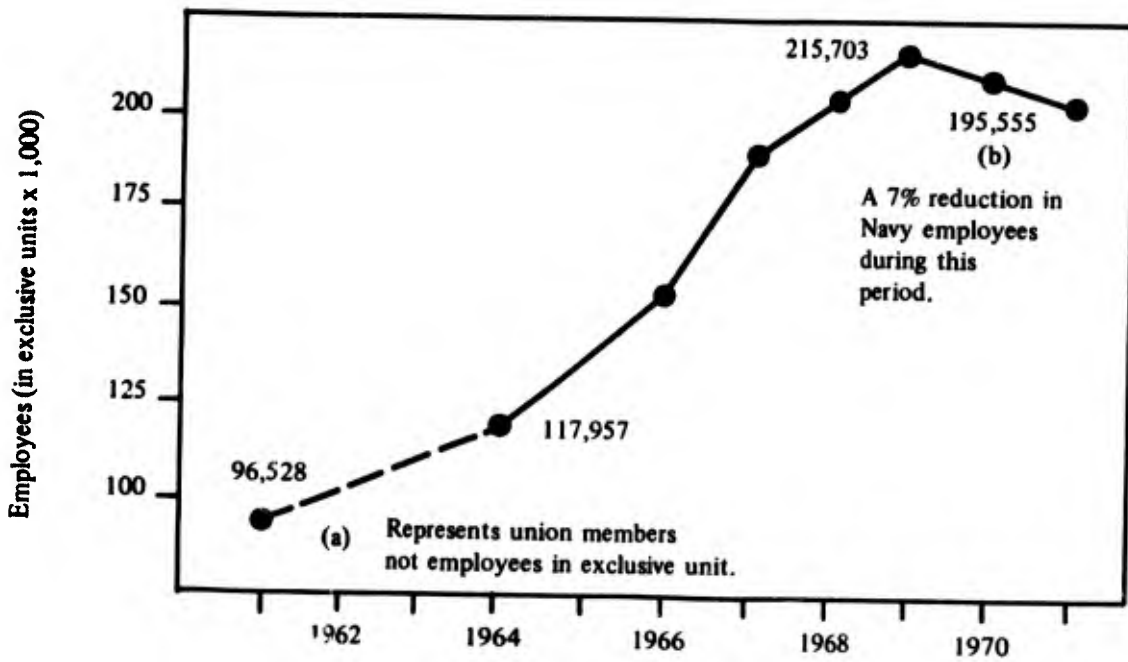


Figure 7

Number of Navy Employees Represented by Exclusive Recognition  
 (Compiled from references in bibliography marked with an asterisk)

The committee's product emerged on October 29, 1969, when President Nixon issued Executive Order 11491, making changes in six main areas of the "old" Executive Order 10988.<sup>49</sup>

Under Executive Order 11491 there is a third-party process for the final decision to clear up and settle all types of deadlocks that arise in the labor/management relationship.<sup>50</sup> The lack of third-party process and decision making in the past meant that neither party was really accountable for its actions.

In my opinion, the real impact of Executive Order 11491 is going to be the development of responsibility in the labor/management relationship--responsibility on both sides, because both sides are going to be held publicly accountable for their actions.<sup>51</sup>

This thought is a reflection of the change of titles from "Employee-Management Cooperation" (Executive Order 10988) to "Labor/Management Relations" (Executive Order 11491).

Union Recognition at Naval Missile Center. Under Executive Order 10988 of 1962, informal recognition was granted by the Naval Missile Center to the American Federation of Government Employees (AFGE), the International Association of Machinists (IAM), and the National Federation of Federal Employees (NFEE). Formal recognition was granted to the National Association of Government Employees (NAGE) for the unit of all ungraded (blue-collar) nonsupervisory personnel. The granting of this recognition represented very little concession on the part of management. The majority of the Naval Missile Center supervisors and management personnel were oblivious of the fact that employees were joining unions and wanted a say in the working conditions affecting them.

The formal recognition of NAGE was converted to exclusive recognition on November 14, 1969, thereby entitling NAGE to act for, and to negotiate agreements covering all employees in the unit. This exclusive recognition placed the management personnel of the Naval Missile Center in an unfamiliar position, requiring collective bargaining with an employee union, the negotiating of an agreement for a unit of its employees.<sup>52</sup>

The supervisors were astounded for the paternalistic attitude, so prevalent in government supervisory personnel, also existed at the Naval Missile Center. From the supervisor's paternalistic<sup>53</sup> view,

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<sup>49</sup>Ibid., Part IV, Comparative Analysis Executive Orders 10988 and 11491; also see Harriet F. Berger, "The Old Giveth Way to the New: A Comparison of Executive Order 10988 with Executive Order 11491," Labor Law Journal, XXI (February, 1970), 79-87.

<sup>50</sup>Ed D. Roach and Frank W. McClain, "Executive Order 11491: Prospects and Problems," Public Personnel Review, XXXI (July 1970), 197-202.

<sup>51</sup>Address by Mr. Gill.

<sup>52</sup>Executive Order 11491.

<sup>53</sup>Saul W. Gellerman, Motivation and Personality (New York: American Management Assn., Vail-Ballou Press, 1963), pp. 274-275.

it was unbelievable that the employees had joined a union in such numbers. Why should they join a union? Working conditions were outstanding, bargaining on money items was not allowed, a new merit promotion plan had just been effected, the employer had an excellent grievance procedure, the supervisors knew what was good for the employees and always took care of them. In December, 1969, it was the consensus of all supervisors contacted that the employees did not know what they were doing. Through collective bargaining, the employees would lose the privileges management bestowed. What was there for them to gain?<sup>54</sup>

For the Naval Missile Center to benefit from its new union experience, it must develop a positive attitude toward cooperative labor relations by voluntarily acknowledging the right of the union to represent the employees of the unit.

Perhaps the one who knows the most about Federal labor relations is Mr. W. V. Gill, Executive Director of the Federal Labor Relations Council. In his article, "A New Start in Federal Labor Relations," he explores some of the changes between Executive Orders 10988 and 11491 and gives some of the reasoning behind the changes. Mr. Gill ends his article with a positive thought:

I believe that we have an order which provides fairness to both unions and agencies, adequately protects the interests of individual employees, and makes possible substantial improvements in labor relations in the Federal Government. The policies and machinery are there. Our challenge is to make it work.<sup>55</sup>

Others such as William C. Doherty do not seem to think management has had the capability to meet this challenge:

Nothing historically has aided the growth of trade unionism both in and out of the government more than has the consistent imbecility of management in dealing with rank-and-file employees.<sup>56</sup>

The future of Federal unions is one which is bound to prosper in the number of members, their powers, items on which they can bargain collectively, and possibly even the right to strike.

The system of collective bargaining that is evolving in the postal service, and which may set the pattern for other government agencies, closely approaches that which B. V. H. Schneider<sup>57</sup> and W. B. Vosloo<sup>58</sup> claim is constitutionally possible. However, the strike weapon provided the needed increment of

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<sup>54</sup>Informal discussions conducted by researcher and numerous supervisors at various levels in the Naval Missile Center.

<sup>55</sup>Civil Service Journal (January-March, 1970), p. 12.

<sup>56</sup>Mailman USA (1960), p. 33.

<sup>57</sup>Schneider.

<sup>58</sup>Vosloo.

employee power to establish the system, and will probably be required to maintain it as well. The strike is now and will remain a necessary ultimate source of power for organizations of Federal employees, regardless of legality and reorganization of agencies. Ethical considerations, fair play, political power, and public opinion are collectively an inadequate basis for effective collective bargaining.

#### Research Problem

The "study focus" was on the introduction of unions in the Federal service and the different types of supervisory training. Organization development was emphasized, toward changing the attitudes/behavior of supervisors in the acceptance of unions at the Naval Missile Center.

Theoretical Frame of Reference. In the Federal Service there have occurred several instances of confrontations between labor organizations and agency management which have resulted in disruptions of work, the two best known are those that occurred in the Postal Service where there was actual work stoppage, and in the Federal Aviation Administration where air traffic controllers engaged in a sick-out. The strike prohibition by law has not been effective in preventing such actions. It is therefore incumbent upon all managers in the Federal service that they take whatever action necessary to avoid confrontations of this nature. Unless management takes the initiative to ensure that the relationship with employees and their labor organization is cooperative and constructive, confrontations can and will occur. Since most labor relations problems start at the supervisor-employee level, here is where knowledge, training, tact and patience pay off. For this reason, the command must make sure that training and an emphasis on sound personnel practices are evenly applied so that they reach every supervisor, not just a chosen few. The command must work to educate all concerned that management is not on one side and unions on the other.

An understanding of basic union attitudes and philosophies is essential, and obviously requires a knowledge of the terms of the negotiated agreement. It is necessary to understand (1) that persons selected for promotion, reassignment or transfer to supervisory positions must first be trained in labor relations; (2) that refresher training must be offered at specified intervals; (3) that the individual responsible for the refresher training must be adequately prepared; and (4) that every supervisor from the first level to the top level participate in available training.<sup>59</sup>

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<sup>59</sup>Assistant Secretary of the Navy, A Navy Management Guide to Strike Prevention, SECNAV-NOTE 12721, April 23, 1971 (prepared by Labor and Employee Relations Div., Office of Civilian Manpower Management).

This research project has been the first step at the Naval Missile Center to accomplish the above and carry out a local training program at the supervisory level covering the meaning of the negotiated agreement and the fundamentals of the local labor-management relationship.

**Statement of the Problem.** Will an organization development type training course for supervisors meet management's objective of creating a cooperative relationship with the union more effectively than the conventional classroom type approach of a one-day course on the contents of the negotiated agreement and a one-day "case study" role playing course?

**Assumptions.**

1. Supervisors will have difficulty in adjusting to unionism and this will cause conflict between labor and management.
2. Type, not quantity, of training is undoubtedly most important to subsequent attitude development. It is, therefore, assumed that organization development training will change attitude/behavior of supervisors the greatest toward acceptance of the role of the union at the Naval Missile Center.
3. Organization development training is a group effort of educating toward change, the change being the attitudes and behavior of supervisors in dealing with the Union. The training was in the form of manager diagnostic meetings, confrontation meetings, as described by Beckhard,<sup>60</sup> combined with the team development strategies used by McGregor and Ferguson.<sup>61</sup>
4. The willful or unknowing refusal of managers and supervisors to recognize the role of the union under the negotiated agreement has caused labor relations problems at the Naval Missile Center.
5. Because of the inadequate training and/or the time lapse since signing of the negotiated agreement, the managers' attitudes are unchanged. This apparent lack of awareness or attitude change, with pressing labor relations problems, require immediate, concentrated attention.

**Hypothesis.**

If two different types of training are given to supervisors in an attempt to have them accept management's objective of a cooperative labor-management relationship, then by measuring their attitudes before and after training and recording the number and degree of grievances before, during, and after the

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<sup>60</sup>Richard Beckhard, "The Confrontation Meeting," Harvard Business Review, XLV, 2 (March-April, 1967), 149-155.

<sup>61</sup>Beckhard, Organization Development: Strategies and Models, (Menlo Park, Calif.: Addison-Wesley Publishing Co., 1969); also see J. K. Fordyce and R. Weil, Managing with People (Menlo Park, Calif.: Addison-Wesley Publishing Co., Inc., 1971).

training, it will be possible to show that organization development type training has resulted in the greater change in attitudes.

Operational Definitions.

1. Independent variable. Management's objective to develop a cooperative labor-management relationship at the Naval Missile Center.
2. Dependent variable. The resulting supervisor's attitude change toward unionism.
3. Intervening variables. The training programs, as well as other unidentifiable events.
4. Private sector. That part of the economy operated and controlled by industry.
5. Public sector. That part of the economy operated and controlled by government, which can be at any level, city through Federal.
6. Organization development. A response to change; a complex educational strategy intended to change the beliefs, attitudes, values, and structure of organizations so that they can better adapt to new technologies, markets, challenges and the dizzying rate of change itself; an educational strategy adopted to bring about a planned organizational change, as contrasted to management development intended to bring about a change in management style.
7. Manager's diagnostic team meeting. A team designated by the manager to make an assessment of the effectiveness of an organization, and to entertain the need for and the possibility of change.
8. Confrontation meeting. A large number of persons from one organization representing all levels of management and supervision, meeting for a short period of time to identify issues and set goals and methods for change.
9. Family group diagnostic meeting. A meeting of a manager and his immediate work group (family group), to conduct a general critique of their performance, identify issues and set goals and methods for change.

Research strategy. The hypothesis that organization development, more than other training, would change awareness, attitude, or behavior and thus result in supervisors accepting unions at the Naval Missile Center was tested in three ways: (1) by attitude questionnaire before and after each type of training, (2) by personal interviews, and (3) by correlation of the type and severity of grievances with the training time schedule. Arrangements were made with management and the Civilian Personal Office to ensure that all grievances were reported.

## Methods

In this project the use of statistical methods was relied on to evaluate data. Not every hodge-podge of data can be subjected to a statistical analysis; therefore, the project had to be properly planned and executed in order for the process to be performed honestly.

**Research design.** The research was carried out in five parts; the supervisors of the Naval Missile Center were tested by: (1) Questionnaire. Then they received training on the contents of the contract itself, and completed a training session in role playing, and retested; (2) The same Naval Missile Center supervisors were retested, trained by the organization development technique, and tested again after completion of the training. One group of supervisors, although tested, did not receive the organization development type training and was used as a control group; (3) All grievances were recorded during this period of time; (4) Random personal interviews with the managers and supervisors of the Naval Missile Center were made to determine whether awareness, attitude, or behavior change had taken place; and (5) Statistical methods were used to analyze the collected data, thus making conclusions possible.

Recording of All Labor Relations Incidents							
Test 1	Conventional training	Test 2	Time lapse	Test 3	Operation development training (experimental group)	Test 4	Interviews
				Test 5	No operation development training (control group)	Test 6	
				Test 7	Group receiving special 4-day Civil Service Commission course	Test 8	

Figure 8  
Research Design

In the design of an experiment it is well to keep in mind the model of a controlled experiment, even if in practice it is necessary to deviate from the ideal research model, such as the one shown by figure 9.<sup>62</sup>

<sup>62</sup>Delbert C. Miller, Handbook of Research Design and Social Measurement (2nd ed.: New York: David McKay Co., Inc., 1970), pp. 30-41.

	Before Training	After Training	
Experimental group	T <sub>1</sub>	T <sub>2</sub>	Change = T <sub>2</sub> - T <sub>1</sub>
Control group	T' <sub>1</sub>	T' <sub>2</sub>	Change = T' <sub>2</sub> - T' <sub>1</sub>

T = Test

Figure 9

#### Conventional Social Scientific Survey Research Model

Since all supervisors of employees in the bargaining unit required training in the content of the negotiated agreement, it was impossible to have a control group. Therefore, tests one and two considered only the top two cells (T<sub>1</sub> and T<sub>2</sub>) of the ideal model shown in figure 9. During the organization development training, the Test Operations Department did not participate in the training and was therefore used as the control group, T'<sub>1</sub> and T'<sub>2</sub>, as shown in figure 9.

Description of population. All of the approximately seventy testees who submitted to Naval Missile Center supervisory training were supervisors of wage grade employees. Because of leave, illness, or travel, some supervisors were unable to attend some of the training courses; however, those absent were distributed randomly. Personal interviews were conducted by using a random selection of managers/supervisors.

Data collection instruments. Two types of instruments were used for data collection: (1) a questionnaire, and (2) personal interviews. These were developed by maximum use of existing questionnaires and scales. The rationale for the development of the data collection instruments as well as the questionnaire and interview questions used, are provided in Appendix A.

Data analysis. The application of sound experimental design principles with statistical methods will not completely eliminate the gamble that is inherent in all testing work, but it will enable one to know the extent to which he is gambling when he writes the conclusions in the final report. All measurements made in testing or research are subject to a variety of errors. In drawing conclusions from the results, one normally finds it possible to determine the extent of the effect of the errors. The measurement of error can then be used to determine the probability that the conclusion is true. By this procedure the conclusion is qualified with a reliability check, a confidence limit or a test of significance.

The foundation for the design of experiments was first set forth by Ronald A. Fisher early in this century as a result of agricultural experimentation.<sup>63</sup> The design of an experiment rests on the

<sup>63</sup>The Design of Experiments (6th ed.; New York: Hofer Pub. Co., 1951).

two foundation stones, randomization and replication. With these present, any statistician can make an analysis of the results; if either stone is missing however, no statistician can honestly analyze the results.

The research data collected were subjected to the Student "t" Test for equality of means, the  $X^2$  (Chi Square) Test for normality and goodness of fit, and a test of significance. The analysis of the data is presented in Chapter 3.

#### Delimitations

The accuracy of the conclusions drawn from this study are limited by the small sample sizes. If the study were to be conducted again, more than one activity should be used, thus increasing the sample size and therefore the reliability of the data. Another limitation was the short time interval of the study. The study would be more effective if more time was allowed to observe the results of the training courses which resulted from Organization Development training meetings. Further, observance of continued organization development efforts could prove of vital interest to the study. The use of the questionnaire as a means of data collection proved to be extremely time consuming and the cost in time and effort was inordinate to the value as an apparatus for measuring attitude change. The interviews were much more effective and should be relied on more heavily in future studies.

## Chapter 2

### LITERATURE SURVEY

In this chapter, by a survey of behavioral literature, the humanistic aspects of the union-management relationship are developed. The concepts of attitude, learning and behavior are then explored. Since the project is concerned with attitude and behavior change, these aspects are next considered. The method by which attitude and behavior change is best accomplished, according to the hypothesis set forth in this project, is by organization development type training. The literature survey is narrowed, therefore, to the field of organization development and finally to the manager's diagnostic team meetings, family group diagnostic meetings, and confrontation meetings as strategies of organization development.

#### Humanistic Aspects of Union-Management Relationship

The attitude of employers toward unions is likely to be affected by both economic and psychological considerations. Economically, management expects increased costs of operations coupled with less freedom to control these costs. Some managers consider the effect of a union to be a net gain despite the increased costs but others view unionism as an encroachment on management prerogatives, costly and indefensible. The reaction of different supervisors to unions depends largely on their individual perception of how much control they, as supervisors exercise over the work environment or conversely, how much the environment controls them. It is important to remember that some managers are less than enthusiastic about their roles, many of them having had management responsibility thrust upon them rather than having sought it.<sup>1</sup>

Labor-management rapport is enhanced by officially recognizing that discussion and consultation with the union are essential. An "armed truce," where management recognizes the union only because it is legally required to do so, results in management's fighting the union at every turn and the union's returning the same attitude. Let it be said that the authoritarian "take it or leave it" attitude is

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<sup>1</sup>Gellerman, pp. 270-294.

not a stable cooperative relationship, since in effect it serves notice that there is really no room for cooperation.

A consideration of the rationale just stated, may lead to the belief that the labor-management relationship is predominantly influenced by attitudes and, therefore, that the preponderance of such problems is psychological rather than economic. Schein, however, makes the assumption that man is basically rational-economic; that is, he is primarily motivated by money. Schein also points out that man's feelings toward work, other individuals, and the organization are irrational.<sup>3</sup> However, a close analysis of Schein's assumptions reveals that what appears to management to be economic with regard to labor-management relations and therefore rational, is not in fact economic, especially in the public sector. Rather, the largest portion of the labor-management relationship appears to be psychological, therefore irrational. Regarding the present project, one of the assumptions is that some of the difficulty that supervisors will have in adjusting to unionism will be psychologically based. Thus an overview of some of the concepts of attitude, learning, behavior, including attitude and behavior change, should be considered.

#### Attitude, Learning, and Behavior

The beginning of the studies on the concept of attitude has been traced to 1888 by Gordon Allport (1935), in his study of contemporary social psychology.<sup>4</sup> There has been much disagreement over the definition of attitude, however, the following is considered acceptable: "A relatively enduring organization of beliefs around an object or situation predisposing one to respond in some preferential manner."<sup>5</sup>

Attitudes have the same properties as learned reactions and can be changed by learning, thinking, inhibitions, and extinction (Sherif and Sherif 1956, and McGrath 1964). In a narrow sense of the word, learning can be contrasted with "reasoning" or "thinking." In a broader sense, one can maintain that reasoning is a complicated form of learning. There is a continuous development from simple learning operations to the application and modification of prior learning, in a problem-solving situation, which is a kind of "thinking."

<sup>2</sup>T. C. Lockhart, "Management Prepares for Collective Bargaining at the Naval Missile Center," Naval Missile Center Technical Publication 70-46 (Point Mugu, California, 1970).

<sup>3</sup>E. H. Schein, Organizational Psychology (Englewood Cliffs, New Jersey: Prentice Hall, 1965), pp. 47-63.

<sup>4</sup>Charles A. Kiesler and others, Attitude Change, A Critical Analysis of Theoretical Approaches (New York: John Wiley and Sons, Inc., 1969), pp. 5-8.

<sup>5</sup>David Sills (ed.), International Encyclopedia of Social Sciences, Vol. XVII (New York: MacMillan and Free Press, 1968).

Bugelski<sup>6</sup> concludes that there is only one kind of learning. What had been considered different kinds of learning were really different kinds of behavior that must be learned. Attitudes or frames of mind can be either conscious or unconscious, either intentions or motor readiness that can influence behavior. The late 19th and early 20th century psychologists concluded that not all behavior is motivated or determined by basic needs. Some responses are tripped by isolated stimuli and are the product of conditioning or complex habit, instinct, or innate response patterns.

Psychologists have many theories about learning. Hull,<sup>7</sup> for example, equates sensory with afferent neural action. Others, like Tolman,<sup>8</sup> equate it with signs and cues. Spence,<sup>9</sup> in turn, thinks of learning as amounting to the formation of bonds, connections, or associations between stimuli and response. The common theme which drew these investigators together was, however, a concern with the importance of the individual differences; that is, the tendency of different individuals to behave differently in the same situation, and the same individual to behave similarly in different situations. Thus investigators use the concept of attitude because it offers a theoretical explanation for socially significant behaviors.

The emphasis on behavior in most definitions of attitude has strongly influenced the evolution of the concept of attitudes; the behavioral relevance of attitudes in the analysis of socially significant problems has been stressed. Another, and somewhat independent influence on the concept of attitude, is that stemming from the literature on attitude measurement. This influence, in contrast to the definitions and theoretical discussions, has contributed to the evolution of the concept of attitudes by stressing self-report aspects,<sup>10</sup> that is, the measurement of an individual's attitude by using a questionnaire filled out by that individual.

#### Attitude and Behavior Change

According to Kiesler, Collins and Miller, a major portion of the experimental research on attitude change has been accomplished within the confines of the consistency assumption.<sup>11</sup> The basis

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<sup>6</sup>B. R. Bugelski, The Psychology of Learning (New York: Henry Holt and Co., 1956), Theories of Learning and Instruction, ed. Ernest R. Hilgard (Chicago: University of Chicago Press, 1964).

<sup>7</sup>C. L. Hull, Principles of Behavior: An Introduction to Behavior Theory (New York: Appleton-Century-Croft, Inc., 1943).

<sup>8</sup>E. C. Tolman, Purposive Behavior in Animals and Man (New York: Appleton-Century-Croft, Inc., 1932);

<sup>9</sup>K. W. Spence, "Theoretical Interpretations of Learning," Comparative Psychology, ed. F. A. Moss (New York: Prentice Hall, 1943), pp. 280-239.

<sup>10</sup>Kiesler and others, pp. 8-9.

<sup>11</sup>Ibid, p. 345.

of this assumption is that people strive to maintain a consistent relationship among certain elements of the cognitive world.

Although there are many theoretical approaches to attitude change, the Lewinian re-educational and change process theory of learning and social change, developed by Kurt Lewin, has had major effort on modern thinking. The theory, aspects of which are the "unfreezing," "restructuring," and "refreezing" of one's attitude,<sup>12</sup> has been used by Schein and Bennis as the cornerstone of laboratory training often referred to as sensitivity training of "T" groups.<sup>13</sup> The idea of laboratory training originated at Bethel, Maine, in 1947 under the guidance of L. Bradford, K. Benne, and R. Lippett, all of whom are greatly influenced by Kurt Lewin.<sup>14</sup>

In laboratory training the learning theory involves three elements simultaneously: (1) a cognitive element (increased awareness), (2) an emotional element (changed attitudes), and (3) a behavioral element (changed interpersonal competence). The attitude change is a central component to the learning process. Those attitudes which pertain to the learning process and to self, others and groups (such as those involved in the supervisors' attitudes toward unionism), are generally integrated with one's self concept and personality.<sup>15</sup> Thus powerful emotional anxieties are aroused which result in strong resistance to change.

In the process of attitude change the intergroup conflict and collaboration is often mentioned as one of the manager's major problems. Likert<sup>16</sup> suggests the importance of a "linking pin," a mechanism for integrating work-related groups. McGregor<sup>17</sup> suggests a system of collegueship between supervisors and subordinates. Argyris,<sup>18</sup> stressing interpersonal competence on the part of the manager,

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<sup>12</sup>Warren G. Bennis, "Goals and Meta - Goals of Laboratory Training," Sensitivity Training and the Laboratory Approach, Readings About Concepts and Applications, R. T. Golembiewski and A. Blumberg (eds.) (Itasca, Ill.: F. E. Peacock Pub., Inc., 1970), p. 19; also see Changing Organizations (New York: McGraw-Hill Book Co., 1966), and K. Lewin, Frontiers in Group Dynamics: Concept, Method and Reality in Social Science, Human Relations I (1947), pp. 5-12.

<sup>13</sup>Edgar H. Schein and Warren G. Bennis, Personal and Organizational Change Through Group Methods (New York: John Wiley and Sons, Inc., 1965).

<sup>14</sup>L. Bradford and others, T-Group Theory and Laboratory Methods (New York: John Wiley and Sons, Inc., 1964).

<sup>15</sup>Daniel Katz and Robert L. Kahn, The Social Psychology of Organization (New York: John Wiley and Sons, Inc., 1966), pp. 390-451.

<sup>16</sup>R. Likert, New Patterns of Management, (New York: McGraw-Hill Book Co. 1961); see also The Human Organization: Its Management and Values (New York: McGraw-Hill Book Co., 1967).

<sup>17</sup>D. McGregor, The Human Side of Enterprise (New York: McGraw-Hill Book Co., 1960).

<sup>18</sup>C. Argyris, Interpersonal Competence and Organizational Effectiveness (Hancewood, Ill : Dorsey Press, 1962).

emphasizes (1) ability to size up a situation, (2) awareness of human factors, (3) development of a diagnostic sensitivity, (4) development of sensitivity for behavioral diagnostics, and (5) development of flexibility to deal with the problems of human behavior. Lewin<sup>19</sup> and Allport,<sup>20</sup> however, have for some time produced arguments as well as evidence showing that as individuals participate directly in the decisions which relate to their work and life, they develop a higher morale and are more willing to act effectively on decisions.

Schein and Bennis go on to assert that attitude change must happen, then behavior change can follow. Cognitive dissonance theorists, such as L. A. Festinger, do not agree that this last statement is always true. They have experimentally demonstrated that attitude change frequently can result from induced behavioral change. The cognitive dissonance theory is that a state of mental conflict exists within an individual whenever attitude and behavior are not congruent. This conflict continues to exist until either the attitude or the behavior of the individual is changed to bring the two back into harmony.<sup>21</sup> In contrast to both of these theories, B. F. Skinner offers the theory that man is a unique bundle of behaviors determined by environment.<sup>22</sup> Muzafer Sherif designed and conducted an experiment which demonstrated Skinner's theory that structural change leads to behavioral changes and subsequently to attitude change.<sup>23</sup> These three theories, in conjunction with Lewin's theory of unfreezing, restructuring, and refreezing, are shown in Figure 10.

Returning to the theory of Schein and Bennis, one finds that the three stages of attitude change correspond closely to those identified by Lewin and have characteristic mechanisms for each stage:

Stage 1. Unfreezing

- a. A dilemma, lack of confirmation or disconfirmation.
- b. Feeling of guilt-anxiety.

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<sup>19</sup>K. Lewin, "Group Decision and Social Change," Readings in Social Psychology, eds., T. Holcomb and E. Hartley (New York: Holt, Rinehart and Winston, Inc., 1947).

<sup>20</sup>G. Allport, "The Psychology of Participation," Personality and Social Encounter (Boston: Beacon Press, 1960).

<sup>21</sup>L. Festinger, A Theory of Cognitive Dissonance (Evanston: Row Peterson, 1957); also see J. W. Brehm and A. R. Cohen, Explorations on Cognitive Dissonance (New York: Wiley, 1962).

<sup>22</sup>T. George Harris, "All the World's a Box—An Introduction to Beyond Freedom and Dignity," by B. F. Skinner, Psychology Today, V, 3 (August, 1971), 33-35.

<sup>23</sup>M. Sherif and others, Experimental Study of Positive and Negative Intergroup Attitudes between Experimentally Produced Groups: Robber's Cave Study. (Norman, Oklahoma: University of Oklahoma Press, 1954).

(increase awareness).  
c. Creation of psychological safety by removal of barriers to change

Stage 2. Changing (restructuring)

- a. Scan interpersonal environment for cues.
- b. Identify with someone else and obtain new information.

Stage 3. Refreezing

- a. Personal-integrating of new responses into the rest of the personality and attitude system.
- b. Relational-integration of new responses into ongoing relationships.

Stages 1 and 2 are necessary conditions for attitude change and stage 3 is concerned with the stability of the change that has occurred.<sup>24</sup>

Advocate	Stimulus Used to Start Change Progression (Unfreezing)	Change (Restructuring)	and Result (Refreezing)
Schein and Bennis	Training	Attitude change	Behavior change
Festinger and Brehm	Forced, bribed, or induced action	State of dissonance (psychologically uncomfortable). Behavioral change.	A making consistent with action. Attitude change.
B. F. Skinner and M. Sherif et al.	Change in communications, reorganization. Structural change.	Behavioral reaction to structural change. Behavioral change.	Acceptance of new behavior and structure change. Attitude change.

Figure 10

Three Approaches to Achieving Attitude and Behavior Change

Lawrence and Lorsch state that change methods should be selected to match the amount of change required, and that the complexity and difficulty of effecting behavior changes increase as one moves from the desire to alter customary interaction patterns in an organization toward changing basic motives.<sup>25</sup> This point, in conjunction with Schein's belief of man being economic-rational and emotional-

<sup>24</sup>Schein and Bennis, Personal and Organizational Change Through Group Methods, pp. 272-276.

<sup>25</sup>P. R. Lawrence and J. R. Lorsch, Developing Organizations: Diagnosis and Action (Menlo Park, California: Addison-Wesley Pub. Co., 1969), pp. 84-90.

irrational as discussed earlier,<sup>26</sup> is shown in figure 11.

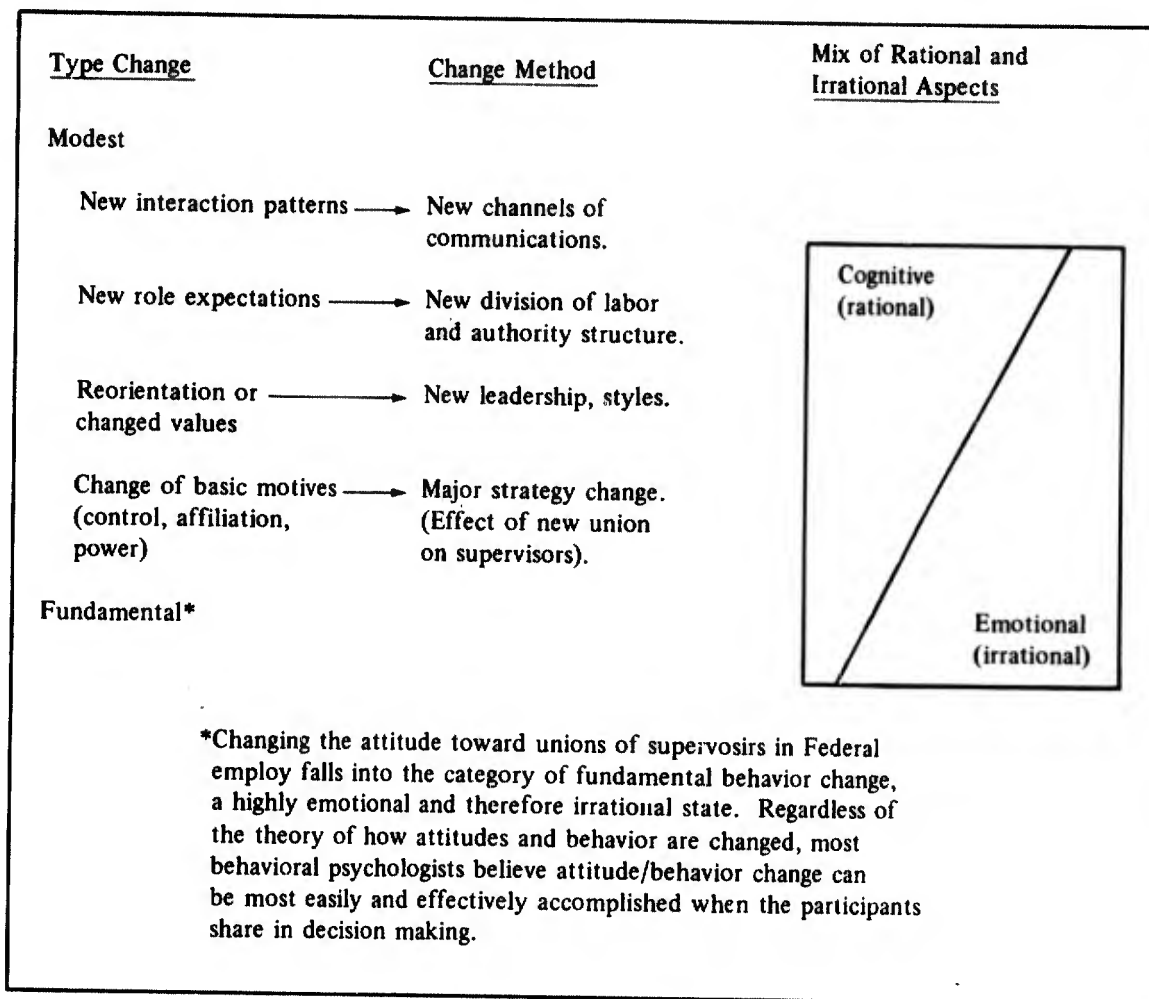


Figure 11

Some Aspects of Effecting Behavior Change

### Organization Development

From the late 1940's until the late 1950's there were persistent efforts to change managerial behavior by changing the behavior of firstline supervisors. Today the aim is to change behavior of all levels of management from the firstline supervisor to the president by team building, using such devices as "family" or "cousin" T-groups, or managerial grid<sup>27</sup> training. This type of training was generated as part of the overall shift from managerial development to what is now called organization development.

<sup>26</sup>Schein, Organizational Psychology, pp. 47-63.

<sup>27</sup>R. R. Blake and J. S. Mouton, The Managerial Grid (Houston: Gulf Pub. Co., 1964); see also Corporate Excellence Through Grid Organization Development (Houston: Gulf Pub. Co., 1968).

During the past decade knowledge and technology have exploded. Drucker<sup>28</sup> speaks of the new technocracy and the knowledge society. Galbraith discusses the new technostructure which has replaced the entrepreneur,<sup>29</sup> and Toffler refers to the rapid rate at which change is taking place as "future shock." For example, scientists are obsolete ten years after graduating with advanced degrees; ninety-three per cent of all scientists who ever lived are alive today, and ninety per cent of all technology has been developed in the last one-hundred years.

These rapid changes in society place considerable stress on the individual as well as organizations. Toffler predicts that bureaucracy will disappear and be replaced with what he calls "ad-hocracy."<sup>30</sup> Bennis, also predicting the death of bureaucracy, points out that the bureaucratic form of organization is becoming less effective, is in conflict with a contemporary reality, and that new patterns emerging promise drastic changes to management practices in general.<sup>31</sup>

A new concept of organizational values, based on humanistic-democratic ideals, is replacing the depersonalized-mechanistic value system of bureaucracy. The primary cause of this shift in management philosophy comes from managers themselves. Behavioral scientists have clarified, articulated, and legitimized the manager's value systems.

Many resulting behavioral theories are complementary or inter-mixed to the point that the only difference seems to be in the words used to describe them. For example, in his force field theory Lewin states that to change a work group's productivity we can add more driving forces or remove some restraining forces. Maslow<sup>32</sup> describes the term "self-actualization" as the highest order of motivational need. This includes the personal needs for learning, growth, achievement, recognition and striving toward one's fullest potential. These are the elements Hertzberg<sup>33</sup> has labeled motivating factors of people at work. McGregor<sup>34</sup> established, as "theory Y," a set of assumptions about man's attitude

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<sup>28</sup>Peter Drucker, Age of Discontinuity.

<sup>29</sup>John Kenneth Galbraith, The New Industrial State (Boston: Houghton Mifflin Co., 1967).

<sup>30</sup>Alvin Toffler, Future Shock (New York: Random House, 1970).

<sup>31</sup>Bennis, Sensitivity Training and the Laboratory Approach.

<sup>32</sup>A. J. Maslow, Toward a Psychology of Being (Princeton: D. Van Nostrand Co., Inc., 1962), Motivation and Personality (2nd ed.), (New York: Harper & Row Pub. Inc., 1970).

<sup>33</sup>F. Hertzberg, "One More Time: How Do You Motivate Employees," Harvard Business Review, XLVI (January-February, 1968), 53-62.

<sup>34</sup>D. McGregor.

toward work which is very similar to those of Maslow's self-actualizing man. These assumptions are that work is natural to man; that, given the proper working conditions, he will seek self-direction and control; that he learns to accept and even seek responsibility; and that he is creative. Likert's work situation, corresponding to McGregor's "theory Y" is referred to as a "system 4 organization."<sup>35</sup> It is logical to conclude, then, that whatever the name—motivating factors, theory Y, system 4, or self-actualizing—a work situation is created that removes some restraining forces and thereby increases productivity. Thus the employees join unions to gain power. They hope they can influence the work situation and remove some of the restraining forces.

Organization development is based on all of these theories. It is a short title for a way of looking at the whole human side of organizational life.

The six books in the Addison-Wesley series on organization development give several of the foremost theorist-practitioner's views of the subject and their own style of working with client systems. The authors of this six-book series present a variety of points of view, but they do not exhaust the approaches to organization development currently in use.

The series can be described as follows: Bennis<sup>36</sup> presents a survey of the history and practice of organization development, describes what it is, and what some of the unresolved issues are. The Beckhard<sup>37</sup> volume is an attempt to describe the various strategies and tactics employed in different kinds of organization development efforts. Beckhard goes beyond his own approach and builds a general framework within which organization development programs can be located. Together, these two volumes give the reader an excellent overview of the field.

The two volumes by Blake and Mouton<sup>38</sup> and by Lawrence and Lorsch,<sup>39</sup> are more personalized statements of their particular views of how organizations function, how organizational excellence is to be judged, and how an organization development effort can contribute to the achievement of such excellence. Both books are focused on total organization systems and attempt to show how intervention in organizations leads to constructive change and development, which is of major concern in this project.

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<sup>35</sup>Likert.

<sup>36</sup>Bennis, Organization Development: Its Nature, Origins and Prospects.

<sup>37</sup>Beckhard, Organization Development: Strategies and Models

<sup>38</sup>Blake and Mouton.

<sup>39</sup>Lawrence and Lorsch.

The volumes by Walton<sup>40</sup> and Schein<sup>41</sup> highlight some of the day-to-day activities of the consultant as he works with a client system in the context of an organization development program. Both deal with the process of the consultation itself. In the Walton book the focus is on the process by which the consultant uses himself to aid in the resolution of conflict. In the Schein book the idea of "process consultation" is introduced and explained in detail. The organizational processes described in these two volumes lie at the heart of organization development efforts, but the focus of the books is on the moment-to-moment behavior of the consultant rather than the overall design of the organization development program.

The amount of overlap is minimal; therefore, the six books complement each other very well because they have been written at different levels of generality. The reader will sense that the field of organization development is converging toward common theories and practices, but that it is a long way from being a definitive science.

In a period following a major change, such as the introduction of a union, there tends to be much confusion which results in the expenditure of dysfunctional energy affecting production and morale negatively. During such a period, since there is a general feeling of unrest, managers may take several steps to cope with the unrest. Some organization development methods for dealing with the change, the unrest and establishing possible solutions to other problems associated with change, are: (1) manager's diagnostic team meetings, (2) confrontation meetings, and (3) family group diagnostic meetings.

Manager's diagnostic team meeting. The purpose of the manager's diagnostic team is to make a periodic assessment of the effectiveness of an organization, and to entertain the need for and the possibility of change. The team usually consists of (1) the top managers, in this case the Department Head and his associate; (2) a third party from outside the organization; and (3) a staff assistant such as a personnel representative. The team meets to pool information on the state of health of the organization and recommend changes of goals and strategies as needed. The team may evolve into a steering committee for a long-term organization development effort or may recommend action in the form of a confrontation goal-setting meeting, or a family group diagnostic meeting.<sup>42</sup>

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<sup>40</sup>R. E. Walton, Interpersonal Peacemaking: Confrontations and Third Party Consultation (Menlo Park, Calif.: Addison-Wesley Pub. Co., 1969).

<sup>41</sup>E. H. Schein, Process Consultation: Its Role in Organization Development (Menlo Park, Calif.: Addison-Wesley Pub. Co., 1969).

<sup>42</sup>Beckhard, Organization Development: Strategies and Models.

The confrontation meeting. The confrontation meeting<sup>43</sup> exemplified by Bennis<sup>44</sup> in Volume 2 of the Addison-Wesley series on organization development, was introduced by Richard Beckhard.<sup>45</sup> It is a form of organizational goal-setting that can be used to bring a large segment of an organization together to set priorities and action targets in little time. It is extremely effective when time is of the essence. Many levels of management participate in the confrontation meeting, consequently it develops deep and broad support for change. The individual becomes more optimistic about working for change because he has more influence over changes and his own personal needs and goals are legitimized.

Family group diagnostic meeting. One of the major uses by a manager and his immediate subordinates (family group) of this type meeting is for deciding what change steps, if any, the group wants to commit itself to. The meetings are very short; two to four hours, and can serve as a general critique of the group's performance. Such a meeting can prompt more open discussion of problems, relationships, possible changes, and solutions. By sharing the management load in this manner, an adventurous interest in the possibilities of change can be awakened.<sup>46</sup>

Chapter summary. In summary, the preponderance of problems in the union-management relationship involve human behavior and psychological considerations such as attitudes, learning, and behavior. Thus to develop a cooperative labor-management relationship at the Naval Missile Center, behavior and attitudes of supervisors must be changed. This changing of attitudes and behavior could be accomplished in many ways. In this study two types of training were used. The resulting attitude changes were measured and are reported in the following chapter.

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<sup>43</sup>Richard Beckhard, "The Confrontation Meeting," Harvard Business Review, XLV, 2 (March-April, 1967), 149-155.

<sup>44</sup>Bennis, Organization Development: Its Nature, Origins and Prospects, pp. 6-10.

<sup>45</sup>Beckhard, Organization Development: Strategies and Models, pp. 38-40.

<sup>46</sup>Beckhard, Organization Development: Strategies and Models, see also; J. K. Fordyce and R. Weil, Managing with People.

## Chapter 3

### RESULTS, CONCLUSIONS, AND RECOMMENDATIONS

In this chapter the results of the study are presented. The significance of questionnaire data analysis and its correlation with other non-mathematical data is used to establish conclusions. From these conclusions, recommendations on future supervisory training for labor relations at the Naval Missile Center are made.

#### Results

In order to test the hypothesis that organization development type training would result in a greater change in supervisors' attitudes, toward that of a cooperative labor-management relationship, three kinds of data were recorded. First, questionnaires were filled out by trainees. There were a total of eight sets of questionnaires filled out and each questionnaire contained three parts. Second, personal interviews, of a random sample of supervisors/trainees, were made. A copy of the questionnaire used, the interview questions, and the method of development and other pertinent data on these test apparatus are provided in Appendix A. Third, a record of all labor relations incidents were made. The listing of these incidents and the method of establishing weighting factors is provided in Appendix D. A graphic representation is presented in the Labor Relations Incidents section of this chapter as figure 15.

The primary "Design of Experiments" foundation stone of "randomization" was used in the selection of supervisors to be interviewed and their attendance at training sessions was governed only by random absences. The second foundation stone, "replication," was accomplished by administering a total of eight questionnaires, having several training courses and by recording three types of data over a year's time.

Questionnaires. The statistical analysis of the questionnaire data was done on a Hewlett-Packard electronic calculator Model 9100A. The reporting of the actual calculations are not considered important to the study. However, the histograms of results of each questionnaire are provided in Appendix C as figures 17 through 24. Other data analysis results are tabulated in this chapter.

Tests 7 and 8 were questionnaires made out by six supervisors who received special training but are not considered to be statistically significant. The results did not indicate any change of attitude,

and therefore are not included. A special test was made to determine if the makeup of a group of trainees made any significant difference in questionnaire results. This special test is reported later in this chapter.

Mean and standard deviation. Chart 1 demonstrates the method by which the mean and standard deviation was derived using test 1, part I as an example:

f	X <sub>i</sub>	f(X <sub>i</sub> )	f(X <sub>i</sub> - m) <sup>2</sup>
1	12.5	12.5	243.4
6	17.5	105.0	674.4
16	22.5	360.0	501.8
22	27.5	605.0	7.9
25	32.5	812.5	484.0
5	37.5	187.5	441.8
2	42.5	85.0	414.7
77		2,167.5	2,767.8

Chart 1

Mean and Standard Deviation, Test 1, Part I

$$m = S/N = \underline{28.1}$$

$$\sigma = \sqrt{\frac{\sum_{i=1}^n f(X_i - m)^2}{N - 1}} = \underline{6.0}$$

X<sup>2</sup> test for normality. Chart 2 demonstrates the method by which the (Chi Squared) X<sup>2</sup> test for normality, or goodness of fit, was applied using test 1 part I as an example.

X	$\frac{X - m}{\sigma}$	Cum. Norm.	Rel. Freq.	Theor. Freq	Obs. Freq.
-	-	0.0			
10	-3.0	.0013	.0013	.1	0.0
15	-2.2	.0139	.0126	1.0	1.0
20	-1.4	.0808	.0669	5.2	6.0
25	-.5	.3085	.2277	17.5	16.0
30	.3	.6169	.3084	23.7	22.0
35	1.2	.8849	.2680	20.6	25.0
40	2.0	.9776	.0923	7.1	5.0
45	2.8	.9974	.0202	1.6	2.0
		1.0	.0026	.2	0.0

Chart 2

## Chi Square Test for Normality, Test 1, Part I.

$$N = 77 \quad m = 28.1 \quad \sigma = 6.0$$

$$\text{Calculated, } X^2 = \sum_{i=1}^n \frac{(o_i - e_i)^2}{e_i} = .0778 + .1286 + .1219 + .9398 + .6211 + .0222 = \underline{1.9114}$$

Number of degrees of freedom = -3

Number of groups + degree of freedom = 6 - 3 = 3

From table,  $X^2_{.90,3} = \underline{6.251}$

If calculated  $X^2$  is less than table  $X^2$  accept normality.  $\underline{1.9114 < 6.251}$

therefore accept normality at the 90 per cent level.<sup>1</sup>

Test for equality of means. The Student "t" test was used to determine if there was a significant difference between means of different tests. This test makes a statistical comparison of means between normal populations having means  $m_1$  and  $m_2$  and standard deviations  $\sigma_1$  and  $\sigma_2$  where  $\sigma_1 = \sigma_2$  and using the null hypothesis  $H_0: m_1 = m_2$  and the alternate hypothesis  $H_1: m_1 \neq m_2$ .

<sup>1</sup>90 per cent level was used to ensure goodness of fit to the normal curve on more of the questionnaire results.

Chart 3 demonstrates the method by which the Student "t" test was made for the comparison of means between tests 1 and 2, part I.

$f_{1i}$	$X_{1i}$	$f_{1i} X_{1i}$	$S_{1i} = f_{1i}(X_{1i} - \bar{X})^2$		$S_{2i} = f_{2i}(X_{2i} - \bar{X})^2$		
			$S_{1i}$	$f_{2i}$	$X_{2i}$	$X_{2i} X_{2i}$	$S_{2i}$
1	12.5	12.5	246.5	1	12.5	12.5	225.0
6	17.5	105.0	686.9	3	17.5	52.5	300.0
16	22.5	360.0	519.8	8	22.5	180.0	200.0
21	27.5	577.5	10.3	13	27.5	357.5	0.0
26	32.5	845.0	480.7	10	32.5	325.0	250
5	37.5	187.5	432.5	2	37.5	75.0	200
2	42.5	85.0	409.0	1	42.5	42.5	225
$N_1 = 77$		2,172.5	$Y = 2,785.7$	$N_2 = 38$		1,045	$Y_2 = 1,400$

Chart 3

Tests 1 and 2, Part I Comparison of Means. (Test I = Index No. 1)

$$\sigma = \sqrt{\frac{N_1 S_1^2 + N_2 S_2^2}{N_1 + N_2 - 2}} = 6.14$$

$$\bar{X}_1 = \frac{2172.5}{77} = 28.2$$

$$\bar{X}_2 = \frac{1045}{38} = 27.5$$

$$S_1^2 = \frac{Y_1}{N_1 - 1} = 36.65$$

$$S_2^2 = \frac{Y_2}{N_2 - 1} = 37.84$$

$$\text{Calculated, } t = \frac{\bar{X}_1 - \bar{X}_2}{\sigma \sqrt{\frac{1}{N_1} + \frac{1}{N_2}}} = .58$$

$$\text{From Table, } t_{.10, N_1 + N_2 - 2} = 1.29$$

Therefore assume equality of means at the 90 per cent significance level since the computed t is smaller than the t from table.

Chart 4 provides the mean, standard deviation, and results for the various tests.

These were calculated in the same manner as the examples given earlier.

Test No.	Sample Size N	Mean M	Interpretation	Neutral Score	Standard Deviation	Normal at 90% Significance Level
1						
Part I	77	28.1	High = pro ∴ neutral	30	6	Yes
Part II	77	34.19	Low = pro ∴ anti	28	8.25	Yes
Part III	77	6.225	High = pro ∴ slightly pro	5.5	2.237	Yes
2						
Part I	38	27.5	High = pro ∴ neutral	30	6.2	Yes
Part II	38	38.42	Low = pro ∴ anti	28	8.125	Yes
Part III	38	5.9	High = pro ∴ slightly pro	5.5	2.2	Yes
3						
Part I	45	34.3	High = pro ∴ pro	30	8.8	Yes
Part II	45	36.5	Low = pro ∴ anti	28	7.2	Yes
Part III	45	5.5	High = pro ∴ neutral	5.5	2.6	Yes
4						
Part I	45	37.5	High = pro ∴ pro	30	8.39	Yes
Part II	45	34.17	Low = pro ∴ anti	28	7.13	Yes
Part III	45	6.27	High = pro ∴ pro	5.5	2.37	Yes
5						
Part I	44.0	27.0	High = pro ∴ anti	30	8.7	Yes
Part II	Not calculated		Low = pro ∴ ---	28	Not calculated	
Part III	Not calculated		High = pro ∴ ---	5.5	Not calculated	
6						
Part I	36	32.5	High = pro ∴ pro	30	6.285	Yes
Part II	36	42.5	Low = pro ∴ ---	28	5.3	No
Part III	36	5.75	High = pro ∴ ---	5.5	3.5	No

Chart 4

Mean, Standard Deviation, and  $X^2$  Test Results

Figure 12 summarizes the results of the  $X^2$  test for normality by showing which test results indicated a normal distribution.

Part	Test Number					
	1	2	3	4	5	6
I	Normal	Normal	Normal	Normal	Normal	Normal
II	Normal	Normal	Normal	Normal	No need to test	Not normal
III	Normal	Normal	Normal	Normal	No need to test	Not normal

Figure 12  
Results of  $X^2$  Test for Normality

Figure 13 provides the results of the equality of means test showing those that were significantly different at the 90 per cent level and gives the meaning of the test results.

Part	Test					
	1 ↔ 2	2 ↔ 3	3 ↔ 4	5 ↔ 6	6 ↔ 4	
I	Equal	2 > 3	3 < 4	Equal	6 < 4	
II	1 < 2	Equal	3 > 4	Not normal	Not normal	
III	1 > 2	Equal	3 < 4	Not normal	Not normal	
Meaning	Became more anti-union after training	No change during long time lapse	Became more pro-union due to organization development training	No change in control group	Experimental group more pro-union after organization development than control group	

Figure 13  
Result of "t" Test for Equality of Means

Special Test. Test 1, part III was randomly selected to test if there was any significant difference between responses of higher level managers and lower level supervisors. The purpose was to establish if the results of the questionnaire would be affected by the makeup of any particular group of trainees.

$X^2$  Tests for Normality were performed and at the 0.05 level normality was accepted.

High Level Managers (Division Heads and Above)

$$s = 2.2846 \quad n = 42 \quad x^2 = 4.0217 \quad n = 6$$

$$\bar{X} = 6.0000 \quad X^2_{0.05,3} = 7.85$$

Lower Level Supervisors (Branch Heads and Below)

$$s = 2.1644 \quad n = 29 \quad x^2 = 3.8353 \quad n = 5$$

$$\bar{x} = 6.5517 \quad X^2_{0.05,2} = 5.99$$

Therefore accept normality.

Assuming normality, a test for comparison of means was performed by using a "t" test.

$$-1.67 \leq t \leq 1.67 \quad \text{acceptance region}$$

$$t = 0.9824 \quad \alpha = 0.05$$

At the 5 per cent significance level accept hypothesis that means of both distributions are equal. Therefore, there was no difference in behavioral response between first level supervisors and top level managers.

Questionnaire data analysis shows that on test 1, before any training, there was a slightly more positive attitude toward unions than after the training on two of the three parts of the test. However, as stated in Appendix A, this test was taken right after the Naval Missile Center's commanding officer, Admiral L. A. Hopkins had made a very pro-labor/management cooperative relationship speech which may have influenced the trainees. This shift toward an anti-union attitude could be attributed to (1) a bias on test 1, caused by Admiral Hopkins' speech; (2) lack of awareness of unions by the trainees before test 1; (3) a paternalistic attitude of "Let them have their union, they don't need it, but I'll go along with it"; (4) the training had created an awareness to the existence of the union which the managers did not have at the start of the training; or (5) a combination of any of the four above.

There was a slight change in attitude toward being anti-union recorded by questionnaire results between tests 2 and 3. This change was only significant on part I of the test. The other two parts indicated no change in attitudes. This was a time lapse of approximately one year. It was an important period of time since it was the first year the Negotiated Agreement was in effect. It was the time that the supervisors/trainees had actually dealt with the union and the labor relations incidents tabulated in Appendix D, as figure 25, took place.

There was a change in attitude between test 3, the experimental group before operation development training and test 4, the same group after training. This change indicates that the experimental group exposed to organization development type training had become more pro-union, their attitudes toward a cooperative labor-management relationship was more positive, which supports the hypothesis of this project.

Unfortunately, only one of the three parts of tests 5 and 6, the control group, was accepted as normally distributed. However, that one part shows no significant difference of means between the two tests. Further, an examination of the data (figures 21 and 22 of Appendix C), although not normally distributed, does not indicate any obvious change. This indicates that there was no change in attitude in the control group during the time the experimental group was exposed to organization development type training. When the above mentioned changes of attitude were significant at the 10 per cent level they appear as unequal in figure 13.

Interviews. The interviews were conducted with a random selection of supervisors/managers. In order to ensure a random sample, a list of personnel who had participated in both conventional and organization development type training was made with each name given a number. Twenty numbers were drawn out of a box and the corresponding named person was interviewed. This same process was repeated for the control group except that ten persons were interviewed.

The interview questions are listed in Appendix A and paraphrased answers and their meaning are presented as figure 14.

The interviews support the hypothesis that organization development training changed the supervisors/managers' attitudes toward a cooperative labor-management relationship much more than the conventional classroom training sessions did. Further, those who were exposed to the organization development approach to training have definitely begun to accept the role of the union in Federal government while the control group has not. The suggested training made (see Appendix B) during the organization development sessions should further this attitude change if management follows through and provides the training to all supervisors.

Labor relations incidents. A record was made of all labor relations incidents that occurred during the research period and are tabulated in Appendix D as figure 25. Since the incidents had a varying degree of importance, a weighting factor was given to each. This weighting factor was derived by having each of the six management members and alternates of the Labor-Management Committee score each incident on a scale of 1 to 10, 1 being the least serious and 10 the most serious. On each incident the mean score, standard deviation, and variance were calculated. Individual scores falling outside plus or minus one standard deviation ( $\pm 1\sigma$ ) were discarded and a new mean calculated. This new mean is referred

Paraphrased Statement	Experimental Group			Control Group		
	Agree	Disagree	Interpretation or Meaning	Agree	Disagree	Interpretation or Meaning
1. Before first training was conducted, I was unaware of the union movement at the Naval Missile Center.	17	3	Unaware of union	9	1	Unaware of union
2. I had a bitter taste in my mouth toward unions caused by past unpleasant experiences.	15	5	Inherently anti-union	8	2	Inherently anti-union
3. Classroom training afforded a lot of information, but I was not too interested.	16	4	Not pro-classroom training	7	3	Not pro-classroom training
4. At the beginning of the training, I didn't think any public servant should belong to a union with collective bargaining rights.	17	3	Anti-union before training	8	2	Anti-union before training
5. My attitude has definitely changed; I now think the unions have a place in government.	19	1	Training changed attitude	3	7	Training did not change attitude
6. I now think that any public servant should be allowed to join a union and have collective bargaining rights.	19	1	Training changed	2	8	No change to pro-union
7. I don't think public employees should have the right to strike.	20	0	No strike	10	0	No strike

Figure 14  
Summary of Results of Interviews

Paraphrased Statement	Experimental Group			Control Group		
	Agree	Disagree	Interpretation or Meaning	Agree	Disagree	Interpretation or Meaning
8. I didn't realize the group discussions (organization development) were training, but think they were better than classroom training because they dealt with my problems, and I had a part in the decision-making.	17	3	Liked organization development type training better than conventional classroom type	N/A	N/A	Did not have organization development training
9. I think the group discussions (organization development) changed my views toward unions more than the classroom training .	18	2	Confirms hypothesis	N/A	N/A	Did not have organization development training
10. I may hesitate, but think I would join the union (or white collar union), because I think they are here to stay. A good tool for workers. We are about where the private sector was in the late 1930's.	15	5	Attitude change toward pro-union	2	8	No attitude change
11. I think unions in the public sector will become more powerful and more like the post office union.	17	3	Realization of union's role and power	3	7	Some realization that unions are here to stay in government
12. I think the right to strike has to be replaced by something like mandatory, binding arbitration or this country will be ruined by the unions.	12	8	Don't like to strike, but not sure what to do about it	7	3	Don't like to strike, but not sure what to do about it

Figure 14

Summary of Results of Interviews (Continued)

to as the weighting factor. Table 3, Appendix D, is the tabulation of the calculations of these weighting factors. Figure 15 is a graphic representation of the weighted incidents plotted by quarter. A substantial change in the rate and severity of labor incidents is reflected in figure 15, after the organization development training sessions were started. This change could be a random unrelated happening and therefore a record should continue to be kept for another year to substantiate the validity of a change taking place, caused by the organization development training.

### Conclusions

The hypothesis that organization development type training has resulted in a greater change in supervisors and managers' attitudes toward unions by accepting management's objective of a cooperative labor-management relationship has been supported by:

1. A change in attitude of the experimental group undergoing organization development training while no change is indicated in the control group which received no organization development training. See figure 13.
2. During interviews the interviewees emphasized their change of attitudes and related the change to the organization development sessions. See figure 14.
3. A substantial decrease in the number and severity of labor relations incidents has occurred since organization development training was started. See figure 15.

Therefore, based on the data recorded during this study the following conclusions can be made in support of the project hypothesis:

1. Attitudes and behavior can best be changed when the person involved has participated in the change decision-making process.
2. Training which uses the organization development techniques such as team development, manager's diagnostic team meetings, family group diagnostic meetings, and confrontation meetings is more effective in changing attitudes than conventional classroom type training.
3. The attitudes of most Naval Missile Center supervisors, and particularly those who have participated in organization development training, have become more tolerant of unions and are more willing to accept the role of unions in the public sector.
4. Almost all supervisors oppose employees in the public sector having the right to strike. Many feel that even in the private sector the strike should become unlawful and be replaced with something such as mandatory and binding arbitration.
5. The supervisors are more receptive to a cooperative labor-management relationship as a result of the training received.

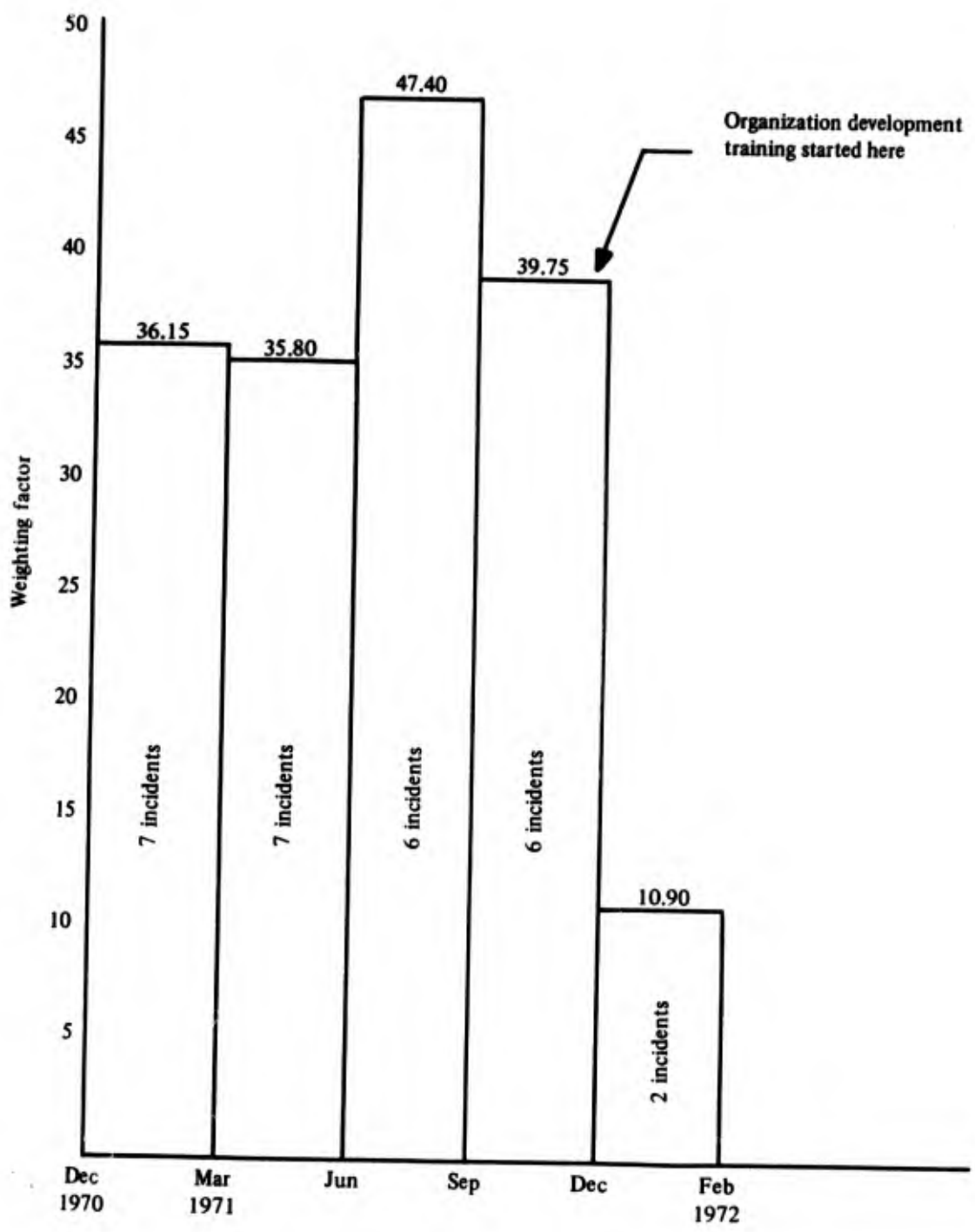


Figure 15  
Weighted Labor Relations Incidents by Quarter

### Recommendations

As a result of this study the following recommendations are made:

1. The Naval Missile Center should conduct the training courses listed in Appendix B, which were recommended as a result of the different departments' organization development meetings. It is considered mandatory to follow through on the recommendations made in the organization development sessions or those who participated in the sessions will feel they were a genuine farce. Further, since the people who recommend the training will be participating in it, they should change their attitudes according to the theory of participative management advanced by Likert, Schein, and others.

2. Team development efforts to build stronger "family groups" in the departments and the overall Naval Missile Center should be expanded and continued. Evidence in departments whose heads already started team building showed that less effort was required in meeting the challenge of change.

3. Records of labor relations incidents could continue to be kept in order to constantly monitor the status of the cooperative relationship.

4. A followup study should be made in six months to a year to re-examine supervisors' attitudes and establish training requirements in the labor relations field.

5. Any activity preparing for living with their first negotiated agreement with a union should utilize organization development techniques to train their supervisors. The use of organization development techniques should reduce the problems encountered and should help largely in the development of a cooperative labor-management relationship.

## SUMMARY

The purpose of this research project was to determine the most effective of two types of training in changing supervisors' attitudes toward unionism. A questionnaire, made up of three parts, was developed and administered to Naval Missile Center supervisors before they received briefing sessions on the contents of the negotiated union agreement, and again after a training course which was primarily role playing in the solution of day-to-day labor relations problems. The supervisors were again tested before and after they received additional training. This training, using organization development type techniques, was developed and administered within each department as variations of the usual procedure for team development, manager's diagnostic team, family group diagnostic and confrontation meetings.

The results of the project supported the hypothesis that:

If two different types of training are given to supervisors in an attempt to have them accept management's object of a cooperative labor-management relationship, then by measuring their attitudes before and after training, and recording the number and degree of grievances before, during, and after the training, it will be possible to show that organization development type training has resulted in the greater change in attitudes. Of the three types of data recorded, questionnaires, interviews, and recording labor relations incidents with respect to time, the questionnaires were of most questionable value, and most time-consuming in both collection and reduction of data. Although some changes were recorded, they were very small and subtle. The interviews on the other hand, were of most value. The respondents were extremely frank and honest in expressing their views on their attitudes toward unions, the training received, and how each type of training contributed to their attitude change. The recording of labor relations incidents, weighting of these incidents and plotting them shows a definite support of the hypothesis. This however, could be caused by unrelated, unidentifiable happenings. Continued recording of incidents in this manner may establish credibility or discredit the data.

All three types of data did, however, correlate by showing a definite change in attitudes, in the assumed direction, when organization development techniques were used in training.

As a result of this study several training programs have been established, as requested by the supervisors in their organization development sessions. These training courses should prove much more

effective than the first conventional classroom training sessions since the requirements were established by the supervisors who will participate in the training. A followup study should be made in six months to one year, to detect the results of the training.

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\*Federal Times. May 6, 1970.

Gill, W. V., Director, Office of Labor-Management Relations, U. S. Civil Service Commission,  
Address to the Los Angeles Federal Executive Board, San Diego, California, November 4, 1969.

#### Government Employee Relations Reports

<u>No.</u>	<u>Date</u>
*202	July 24, 1967
*234	March 4, 1968
*279	January 13, 1969
*297	May 19, 1969
*322	November 10, 1969
*390	March 1, 1971

Oxnard Press Courier. October 12, 1971.

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\*Data from these publications used in Figures 3, 4, 5, 6, and 7.

**APPENDIX A**  
**DEVELOPMENT OF TEST APPARATUS:**  
**QUESTIONNAIRE AND INTERVIEWS**

APPENDIX A  
DEVELOPMENT OF TEST APPARATUS:  
QUESTIONNAIRE AND INTERVIEWS

Since the contract between the National Association of Government Employees (NAGE), Local R12-33, had been negotiated, it was considered important to develop and administer the questionnaires and scales to measure attitudes of supervisors before biases set in. The need to train supervisors immediately on the content of the contract was considered paramount, and these first training sessions provided the opportunity for testing.

There has been considerable investigation of the variables influencing attitude formation and change of the effects of attitudes on individual behavior, as well as of the measuring of attitudes toward almost anything. Far too often a researcher spends considerable time searching for a suitable scale and/or developing his own scale and/or questionnaire. The construction of a scale/questionnaire is a complex, time-consuming undertaking.

The entire process of its construction can be divided into the following six steps: deciding what information should be sought, deciding what type of questionnaire should be used, writing a first draft, re-examining and revising questions, pretesting, editing the questionnaire, and specifying procedures for its use.<sup>1</sup>

Shaw and Wright, whose questionnaires were used extensively in this research project, make it clear that in their opinion a researcher is much better off to find an existing questionnaire and scale to use.

Too often research is not cumulative, that is, instead of using applicable existing questionnaires and scales, time is spent developing new ones. This time probably could be spent more profitably on the research itself.<sup>2</sup>

The formulation of good questions is a much more subtle and frustrating task than is generally believed by those who have not actually attempted it. William J. Goode and Paul K. Hatt pointed out that:

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<sup>1</sup>C. Selltiz and others, Research Methods in Social Relations (New York: Holt, Rinehart and Winston, 1959), p. 547.

<sup>2</sup>Marvin Shaw and Jack Wright, Scales for the Measurement of Attitudes, (New York: McGraw-Hill Book Co., 1967), p. ix.

It is frequently an easy matter to criticize a published report by pointing out ways in which its basic schedule could have been improved, or its design simplified or elaborated. The fact that such criticism is relatively easy reflects what can be called the 'self-corrective' aspect of science. By this is meant the idea that one outcome of most good research is to point out how a similar problem may be better solved another time.<sup>3</sup>

Kerlinger's<sup>4</sup> and Riley's<sup>5</sup> books each contain a chapter concerned with the use of existing data, questionnaires, and scales being interpreted as data. In turn, Miller handles the use of existing questionnaires and scales head-on, stating:

There are literally thousands of scales and indexes to measure social variables. Social scientists have often elected to construct new measures even when scales of high reliability and validity have been available. This practice is wasteful of time, energy and money. In addition, it makes replication and accumulation of research findings difficult if not impossible . . . It is hoped that this handbook will encourage greater use of these scales or stimulate the search for better ones.<sup>6</sup>

A list of attitude scales from Marvin E. Shaw's and Jack M. Wright's book was given by Miller, which included the "Scale for Management Attitude Toward Unions." After careful consideration of the various scales available it was decided to use Shaw's and Wright's questionnaires for this research project. A 57-item scale was developed by use of Shaw's and Wright's exhibits 10-8 through 10-11, which are respectively titled: "Attitude Toward Labor Scale," "Industrial Relations Center Union Attitude Questionnaire," "Management Attitude Toward Union," and "Scale for Union Attitude Toward Management."<sup>7</sup> Exhibits 10-8 and 10-10 were modified only to the extent necessary to make them current and more applicable to the situation at the Naval Missile Center. The third portion of the questionnaire was developed as a composite of questions from exhibits 10-9, 10-11, and 10-12.

#### Questionnaire

This 57-item scale was made of three subgroups, each with its own characteristics.

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<sup>3</sup>W. J. Goode and Paul K. Hatt, Methods in Social Research (New York: McGraw-Hill Book Co., 1952), p. 132.

<sup>4</sup>Fred N. Kerlinger, Foundations of Behavioral Research (New York: Holt, Rinehart and Winston, Inc., 1963), pp. 539-563.

<sup>5</sup>Matilda White Riley, Sociological Research, A Case Approach (New York: Harcourt, Brace and World, Inc., 1963), pp. 194-255.

<sup>6</sup>Delbert C. Miller, p. 163.

<sup>7</sup>Shaw and Wright, pp. 523-541.

Union Attitude Scale (First portion of questionnaire)

Description. The first six questions on this 29-item scale were for information. Item 26 required an essay answer scored as "pro-union," or "neutral." The remaining 22 items were made up as a composite of questions from exhibits 10-9, 10-11, 10-12, and other sources. Questions 7, 8, 9, 10, 13, 21, 22, 23, and 25 were not scored but were used to provide management information for another purpose. A standard Likert procedure of scoring was used on the remaining 13 items.

Subjects. Since this questionnaire was a composite of several questionnaires, the number of subjects quoted by the original exhibits could have been used. It was considered more appropriate, however, to quote only those subjects used in this particular combination of questions. Forty-two supervisory people responded to this questionnaire, a number considered adequate to sample all of the supervisors of wage grade employees at the Naval Missile Center.

Response Mode. Subjects responded by choosing one of five alternative responses to each item: strongly agree, agree, undecided, disagree, and strongly disagree.

Scoring. The method of scoring was the standard Likert procedure, whereby positive statement responses were weighted 1 (strongly disagree) through 5 (strongly agree); the score being the weighted response to the items. The scores were not included in the actual test but are provided here for scoring purposes.

Reliability/Validity. These values are unknown except as discussed in the analysis section of this paper.

Attitude Toward Labor Scale from Exhibit 10-8 (second portion of questionnaire)

Description. This 14-item scale was developed by Newcomb (1939) to measure attitudes toward labor, Newcomb having rejected the Likert and Thurstone procedures for scaling as inappropriate for the purposes of his study. Newcomb's items are composed of pairs of statements relevant to the topic issue.

Subjects. Samples consisted of 680 members of the CIO and AFL, and nonaffiliated painters, longshoremen, and similar groups.

Response Mode. Subjects marked an X beside the statement with which they agreed or disagreed in each pair of statements. They marked a double X (XX) if they strongly agreed or disagreed. No neutral alternative was provided.

Scoring. That item in each pair which conformed most closely to the central theme of workers as a potentially dominant class was scored "1" if marked with a single X, and "0" if marked with a double X (XX). The other alternative was scored "3" for a single X, and "4" for a double X (XX), the weights of the alternatives endorsed then being summed.

Reliability/Validity. Newcomb (1939) reported split-half correlations (corrected), ranging from 0.55 to 0.94 for various samples, the average correlation being 0.906. Proshansky (1943), reported correlations of 0.87 and 0.67 between scores on this test and scores on projective techniques, based upon a sample of thirty-five students chosen because of their strong feelings concerning labor. Newcomb (1939) also stated that the scale differentiated between known groups. An internal consistency check was therefore run to ensure that items were discriminating in the direction in which they were being scored.

Comments. The scale was updated for use at the Naval Missile Center and was therefore considered satisfactory for measuring attitudes toward labor at the center.

Scale for Management Attitude Toward Union from Exhibit 10-10  
(third portion of questionnaire)

Description. This 14-item, Guttman-type scale was developed by Stagner, Chalmers, and Derber (1958) to study the relations between attitudes of union members toward managers and vice versa. Scale construction was carried out through presentation of items in interviews rather than in written form.

Subjects. The sample consisted of seventy-nine executives in forty-one business establishments.

Response Mode. Subjects responded by checking one of four alternatives to each item, the nature of the alternatives varying from item to item, but including such continua as "very reasonable" through "extremely unreasonable," and "not too much" through "far too much."

Scoring. The individual's score was derived by counting the number of favorable responses endorsed by him. The cutoff point for favorable responses was indicated in parentheses beside each item. These were not included on the tests but are provided here for scoring purposes. Possible scores ranged from "0 to 11." High scores indicated positive attitudes.

Reliability/Validity. No estimates of reliability are reported. However, the coefficient of reproducibility (0.915), was high enough to allow for good split-half reliability. The scale

had content validity, although the content domain of Guttman scales is usually considered to be restricted. The coefficient of reproducibility of the scale was reported by the authors as being 0.915, indicating a true scale.

## PART I

Everyone is interested in the question of labor unions in the Federal Government and particularly we are concerned about some of the attitudes of supervisors and union officials concerned with the existing contracts and future labor relations developments.

## DIRECTIONS:

1. Most of the questions can be answered by checking one of the five categories. Please mark one, and only one, even if you are not completely sure of your feelings.
2. There are several subject questions — please feel free to be completely honest on these questions since they are not coded and cannot be identified to any individual.

- 
1. What level of supervisor are you?

First line

Section Head (or Associate)

Branch Head (or Associate)

Division Head (or Associate)

Department Head (or Associate)

Other (Specify)  \_\_\_\_\_

2. How long as a Civil Service Supervisor

3. Military service if any  yrs.  now?

4. What activity do you represent? \_\_\_\_\_

5. Briefly, what labor relations experience do you have? \_\_\_\_\_

6. Does your activity have:

Exclusive Recognition

Contract

Other (Specify)  \_\_\_\_\_

(Attitude Toward Union, Low Score = Anti-Union)

7. Nearly everyone in management at my activity now knows what to do when he has a grievance. (No Score)

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

8. The local management labor relations people at my activity are doing a good job. (No Score.)

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

9. I believe that on the whole all employees at my activity are satisfied. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

10. Nearly everyone in the union at my activity now knows what to do when he has a grievance complaint. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

11. Unions for white collar workers (clerical and technicians) are inevitable.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

12. I believe all Federal employees should have the right to actively participate in full collective bargaining rights.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

13. Our top management is developing good means of communications with its supervisors. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

14. I am glad to see unions coming to Federal Government.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

15. Unions impose too many restrictions on employers.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

16. Employees of the Federal Government have better wages and working conditions because of the unions.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

17. Union rules may often interfere with the efficient running of the activity's mission.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

18. Labor unions hold back progress.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

19. I believe Federal workers should have the right to strike.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

20. Charges of "racketeering" in unions are greatly exaggerated.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

21. Officers of the union at my activity are chosen because they are real leaders. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

22. Stewards and committeemen in the union at my activity are the choice of the rank-and-file members. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

23. The union at my activity doesn't show favoritism between members when it comes to settling grievances. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

24. Most union papers give us only one side of an issue.

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

25. We were given enough chance to give our ideas before the bargaining committee began negotiations with the employer. *(No Score.)*

Strongly agree  Agree  Undecided  Disagree  Strongly disagree

26. Considering the outcome of the post office strike and the air controller "sickouts" last year, what do you predict for Federal Government unions?

*(Scored as pro-union, anti-union or no response).*

27. Unions for professional employees are inevitable.

Strongly agree  5 Agree  4 Undecided  3 Disagree  2 Strongly disagree  1

28. Supervisors will be given full union rights for collective bargaining as well as other employees.

Strongly agree  5 Agree  4 Undecided  3 Disagree  2 Strongly disagree  1

29. Federal employees were captives of paternalistic managers until Executive Orders 10988 and 11491 were signed.

Strongly agree  5 Agree  4 Undecided  3 Disagree  2 Strongly disagree  1

## PART II

(Attitude toward labor scale, high score = unfavorable attitude toward general notion of workers as a dominate class).

**DIRECTIONS:** The statements are arranged in PAIRS. All you are asked to do is to CHOOSE ONE statement of each pair. CHOOSE THE ONE THAT YOU AGREE WITH MOST CLOSELY, AND PUT A CROSS-MARK IN FRONT OF IT. If you STRONGLY AGREE with it, then put TWO cross-marks in front of it. You may not entirely agree with either of them, but be sure to put at least one cross-mark in front of ONE statement out of each pair. Don't omit any.

(1) a. Labor unions should be concerned only with such matters as wages, working conditions, hiring and firing, etc.

\*b. Labor unions can't get and keep good wages and working conditions unless they help elect public officials who are sympathetic to them.

(2) a. Anyone who is smart enough to become wealthy should be allowed to enjoy his wealth himself.

\*b. People who are very wealthy are almost sure to use their power in ways which will keep working people down.

(3) \*a. The main reason why workers are not better off is that labor unions don't have as much influence in political circles as employers and businessmen do.

b. On the whole, national, state, and city governments are run for the best interest of every group of people represented.

(4) a. It is the workers' business to work in a plant, and the owners' business to manage it, and both sides should stick to their business.

\*b. Workers are affected more directly than owners are by what happens in a plant and so workers should try to become powerful enough to help decide how the plant should be managed.

(5) \*a. I believe in the idea of majority rule. Workers are a majority in this country, and so if they all would join unions they would have the right to have control of the government.

b. If workers are fair in their demands, their unions can get a fair deal for them without the trouble of trying to use their influence in government.

(6) \*a. If union demands can be won such as in the Post Office Strike of 1970 then I can't see any objection to the Strike in Federal Government.

b. Unions can get farther in the long run if they don't use methods like the Air Controller's "Sick-out" and the Post Office Strike which were illegal.

(7) a. Talk about the working class as opposed to the owning class is foolish, because both classes suffer or prosper together.

\*b. People who talk about workers and owners really having the same interests are usually afraid that labor unions will become strong enough to cut down the owner's profits.

(8) \*a. A good many strikes are broken because police and militia are controlled by officials who sympathize with employers more than they do with labor unions.

b. When police or militia interfere in strikes, it is usually in the public interest and not because officials want to favor employers.

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\*Score these alternative 0 or 1 for XX or X. Score other alternatives 3 or 4 for X or XX.

(9) \*a. The majority of people in this country would be better off if we had a strong Farmer-Labor party to compete with the other political parties.

b. Workers can get all the political representation they need by electing Republicans or Democrats who favor labor unions.

(10) a. Professional workers can get along better by playing ball with employers than they can by tying themselves up with unions which include ignorant, blue collar workers.

\*b. The main reason why labor unions haven't got farther in this country is that professional workers considered themselves above blue collar workers, and so unions remained small and powerless.

(11) \*a. A worker's right to his job should be considered more important than an investor's right to his profits, because a worker usually has nothing else but his job to fall back upon.

b. Labor unions might as well admit that an employer's first responsibility is to the owners, and do the best they can on that basis.

(12) \*a. E. O. 11491 (concerning labor relations) was intended to favor labor unions, because it was recognized that unions didn't have a fair chance before that.

b. Federal labor unions would get more respect from the public if they honored the no-strike law.

(13) a. Almost any one who has brains and is willing to work hard can expect to rise to a position of moderate wealth and influence.

\*b. Intelligence and hard work won't get you very far nowadays unless you have the backing of a powerful group.

(14) \*a. It's hard to see how organized labor can have much influence on government if it doesn't include the millions of unskilled workers.

b. Labor unions can put all the pressure on government that they need to by clever lobbying, and so they don't need to include millions of unskilled workers.

## PART III

(Score for management attitude toward unions.  
High score = positive attitude toward union\*).

**DIRECTIONS:** Although you may or may not have direct knowledge concerning Union activities, please circle the one answer which most nearly represents your feelings. Be sure to mark one answer on each question.

1. Are the union officers effective leaders of their organization?
  - (1) Very much so (2.5)
  - (2) Pretty good
  - (3) Mediocre
  - (4) Very poor
  
2. Is the union generally reasonable or not in its claims?
  - (1) Very reasonable
  - (2) Reasonable most of the time (2.5)
  - (3) Frequently unreasonable
  - (4) Extremely unreasonable
  
3. Does the union interfere seriously with how your activity is managed or does the management have a reasonably free hand in conducting its business?
  - (1) Union is no problem (2.0)
  - (2) It interferes a little but not seriously
  - (3) It interferes quite often
  - (4) It seriously interferes with management
  
4. Are the union officers interested in the welfare of the rank-and-file workers?
  - (1) Very much so (2.0)
  - (2) Pretty much
  - (3) Slightly
  - (4) Very little
  
5. Does the union cooperate with management on production matters or not?
  - (1) They are extremely cooperative (2.5)
  - (2) They will go along but not positively support
  - (3) They do not interfere seriously but sometimes are obstructionist
  - (4) They restrict production improvements quite often
  
6. In general, how do you personally feel about your activities relations with the union?
  - (1) Very satisfied (2.0)
  - (2) Moderately satisfied
  - (3) Moderately dissatisfied
  - (4) Very dissatisfied

(If number marked is = to or less than number shown in parenthesis, give 1 point. Items 10 and 11 add together = to or less than three, give 1 point).

7. Has the union tended to weaken employee discipline, or has it cooperated with management on disciplinary matters?

- (1) Cooperative and helpful (2.5)
- (2) Sometimes helps but not always
- (3) Sometimes interferes with discipline
- (4) Has created some serious disciplinary problems

8. Does the union have too much power in your establishment?

- (1) Not too much
- (2) Too much in a few respects (1.5)
- (3) Too much in many respects
- (4) Far too much

9. Does the union have the support of the workers?

- (1) Most of the workers are strongly behind it (1.0)
- (2) Only a few really active people but most workers go along
- (3) Not too much feeling either way
- (4) A lot of the workers are hostile

10. How do you feel about using the union as the main channel of communication to the workers on activity policies.

- (1) Strongly favor
- (2) Moderately favor
- (3) Moderately oppose
- (4) Strongly oppose

11. Are the local union officers skillful bargainers?

- (1) Very much so
- (2) Pretty good
- (3) Mediocre
- (4) Very poor

> 10 + 11 (3.0)

12. Are the international union representatives skillful bargainers?

- (1) Very much so
- (2) Pretty good
- (3) Mediocre No Score
- (4) Very poor
- (5) None are involved

13. Do the international union officers create any serious problems or not?

- (1) They are generally responsible and helpful
- (2) They are more helpful than troublesome
- (3) They are more troublesome than helpful No Score
- (4) They generally stir up trouble
- (5) None are involved

14. Does the union try to live up to its agreements?

- (1) Always
- (2) Usually (2.0)
- (3) Frequently does not
- (4) Rarely

Scoring information not provided on actual tests.

Comments. Because of the relativity of scales to the time and population for which they were constructed, items which did not scale in the study by Stagner, et al. (1958) have been included. It is possible that they would be scalable items in a sample of management representatives other than those used in the present study. The use of this scale was largely restricted to samples of executives and management-level people.

### Interviews

The same principles for developing questionnaires and scales applied to interview questions. Additionally, the interviewer had to be aware of his possible impact on the outcome of the interview. The lack of adequate planning for an interview was the greatest single fault found in studies of the interview process.<sup>8</sup> The interviews were very informal since the interviewers knew all interviewees.

Interview questions. The questions used during the interviews varied, depending on the interviewer's personal knowledge of the interviewee. Variations of the order and number of questions asked was due to the informal nature of the interviews. The major emphasis during the interviews was to encourage the interviewee to talk freely about his attitudes toward unions. Basically, the following questions were answered:

1. What is your reaction to the training you have received on labor relations?
2. How would you compare the classroom training with the sessions in group problem-solving (confrontation meetings)?
3. Has your attitude changed toward unions? In what way? Why?
4. If you were a wage grade employee would you join NAGE Local R12-33? Give your reasons for your answer.
5. Would you join a white-collar, professional, or supervisor's union if invited to do so?
6. Have you, or any member of your immediate family ever belonged to a union? If so, what are your feelings about it?
7. How do you feel about teacher, firemen, policemen, and other public servants belonging to unions, their collective bargaining rights, and their right to strike?
8. What do you predict for unions, in both the public and private sectors?

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<sup>8</sup>Samuel G. Trull, "Strategies of Effective Interviewing," Harvard Business Review, XLII (January, 1964), 58-71 was used as a guide in preparing for the interviews.

**APPENDIX B**  
**TRAINING**

## APPENDIX B

## TRAINING

There were two distinct types of training. The first was conventional classroom type; that is, passing out information and role-playing. The second was organization development type; that is, manager's diagnostic meetings, family group diagnostic meetings, and modified confrontation meetings.<sup>1</sup> The schedule of training follows:

Conventional Classroom Training1970

- |          |    |  |
|----------|----|--|
| December | 8  | Contents of Negotiated Agreement for upper level managers.   |
|          | 10 | Contents of Negotiated Agreement for Branch Heads and below. |

1971

- |         |    |  |
|---------|----|--|
| January | 26 | Workshop for supervisors and stewards. |
|         | 27 | Workshop for supervisors and stewards. |
|         | 28 | Workshop for supervisors and stewards. |

Organization Development Training1971

- |          |    |   |
|----------|----|---|
| October  | 22 | Manager's diagnostic team meeting with Command.   |
|          | 22 | Manager's diagnostic team meeting with Department Heads and associates.   |
| November | 4  | Manager's diagnostic team meeting Photo/Graphics Department (code 5600).  |
|          | 4  | Manager's diagnostic team meeting Test Operations Department (code 5200).   |
|          | 18 | Manager's diagnostic team meeting Aircraft Maintenance Department (code 5400).  |
|          | 19 | Manager's diagnostic team meeting Threat Simulation Department (code 5500).   |
|          | 24 | First confrontation meeting, Aircraft Maintenance Department.   |
| December | 2  | First confrontation meeting scheduled for Test Operations Department (code 5200) Canceled by associate Department Head. |
|          | 3  | Family group diagnostic team meeting, Threat Simulation Department.   |

<sup>1</sup>Beckhard, Organization Development; see also Fordyce and Weil, Managing with People, pp. 89-98 and p. 168.

December 9 Second confrontation meeting, Aircraft Maintenance Department

1972

February 2 Manager's diagnostic team meeting 5200, 5400, 5500, staff.

9 Manager's diagnostic team meeting, Command.

### CONVENTIONAL TYPE TRAINING

For conventional training there were supervisors from four departments: Aircraft Maintenance, Test Operations, Photo/Graphics, and Threat Simulation.

#### Training on Contents of Negotiated Agreement

In preparing to carry out the contract, all supervisors were required to have training in the Negotiated Agreement. Because of the number and different levels of supervisors, it was decided to divide them into two groups for training. The first group would be made up of Department and Division Heads and their associates,<sup>2</sup> the second group to be all other supervisors who supervise members of the bargaining unit. Members of the management negotiating team, with the assistance of the staff of the Employee Development Division of the Civilian Personnel Office, conducted the training.

Training sessions. The training sessions were opened by Dr. Ed Cooley, Head, Employee Development Division. Dr. Cooley introduced Captain (now Rear Admiral) L. Hopkins, Commanding Officer, Naval Missile Center. Captain Hopkins made an address on command policy with regard to labor relations at the Naval Missile Center.

Upon completion of the Commanding Officer's highly affirmative and motivating speech, the questionnaire was filled out. The intent was to measure attitudes of supervisors before any external bias set in. However, since the questionnaire was not given until after the Captain's speech, it is quite possible that a bias did set in.

The Commanding Officer had spoken of the Negotiated Agreement as an additional tool, that the employees' welfare was management's concern, and that the training session was to set the tone and spirit of cooperative labor-management relations. Selltiz, and others state:

A person's behavior toward any person or group is determined not only by his beliefs, feelings, and social conscience, but also by what he considers to be feasible behavior in the social situation.<sup>3</sup>

Thus the questionnaire results may have been biased by what the supervisors considered to be feasible behavior in this social situation.

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<sup>2</sup>An associate at the Naval Missile Center is generally the civilian alter ego of the Department or Division Head, who is usually a military officer.

<sup>3</sup>Claire Selltiz and others, p. 249.

Mr. Boyd Iverson, labor relations specialist, Civilian Personnel Office, then gave a brief historical sketch of unionism and labor-management relations in the Federal Government, emphasizing those in the Navy. A panel of the management negotiating team discussed the salient propositions of the Negotiated Agreement, and then discussion was opened to the floor. During the general discussion, aspects of the Negotiated Agreement as it pertained to the various levels of management at the two different training sessions were considered. This concluded the training sessions on the contents of the Negotiated Agreement.

#### Training Workshop in Labor Relations for Supervisors and Stewards

The objectives for the training sessions was to help the supervisors and stewards explore how they could work together to assist the union, employees, and management in building and maintaining effective work teams, and develop a positive attitude toward labor-management relations.

Training sessions. Each of the three sessions followed the basic course outline for this workshop. Following is the outline used:

1. Discussion concerning the differences between what a supervisor does and what a steward does. In other words, what are the various roles of the supervisor and the steward?
2. Discussion of what an employee wants from his job. Possible responses are
  - a. Meaningful work
  - b. Respect and dignity as a person
  - c. Harmony with people
  - d. Pay
3. Following establishment of some distinctions between the roles of supervisors and stewards, identification of common areas of concern and cooperation are to be made as indicated by Figure 16.
4. Film: The Union Steward.
5. Brief discussion of film.
6. In small groups, discussion of two case studies:
  - a. Unfair distribution of overtime grievance
  - b. Funeral leave grievance
7. Role-playing in pairs of steward and supervisor, working out an employee's problem.
8. Discussion of the results of labeling or stereotyping one's self or others into a fixed role or position.
9. Discussion of what a supervisor or steward can do to assist the union, employees, and management in building and maintaining an effective work team.

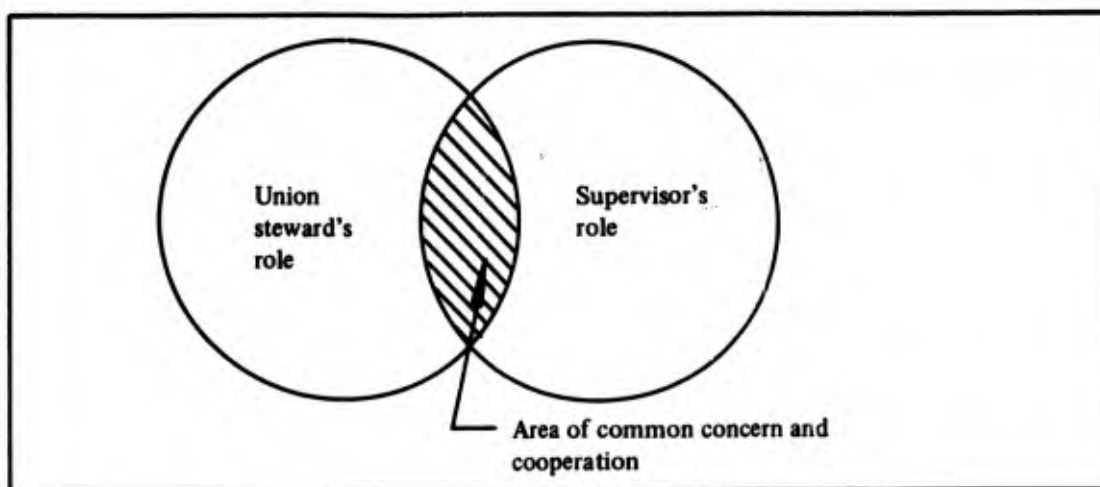


Figure 16.

## Roles of Stewards and Supervisors.

The following lists summarize the general responses made by members of all three training session groups as to the differences between the jobs of supervisor and steward and areas in which they share common goals and interests.

<u>Steward's Job</u>	<u>Areas of Cooperation</u>	<u>Supervisor's Job</u>
1. Representing the employee	1. Solution of problems	1. Accomplishment of job
2. Acting as a mediator between employee and supervisor	2. Welfare of employee	2. Delegation of work
3. Listening to and advising the employee	3. Communication	3. Rewards by means of promotion
	4. Safety	4. Discipline
		5. Safety
		6. Training

Effective and ineffective behavior of supervisors and stewards was seen in the film "The Union Steward," which is distributed by the Office of Civilian Manpower Management. The objective of the film was to demonstrate how to work out problem situations.

The large group was then divided into three small groups. In each group there was at least one steward, and time was available for everyone to ask all of his questions. Two case studies were then discussed. Following the case studies the stewards and supervisors in these small groups talked freely with each other and seemed to get along well.

A role-playing exercise between a supervisor and an employee was then done. Half of the class identified with the supervisor and half with the employee. Then the entire group divided into pairs, and those who had identified with the supervisor during the role play solved the problem as the supervisor.

The purpose of the exercise was to have them try solving a problem from the other party's point of view. It was found that the actual NAGE stewards were no more lenient with the employee than were the supervisors. Supervisors differed as much among themselves, and stewards among themselves, as supervisors differed with stewards. The afternoon was completed by administering the questionnaire.

#### ORGANIZATION DEVELOPMENT TYPE TRAINING

A manager's diagnostic team meeting was held on October 22, 1971, with Captain E. E. Irish (Admiral L. A. Hopkin's relief as Commanding Officer, Naval Missile Center), the Technical Director, staff members, and Dr. Cooley and Dianne Cooper of the Employee Development Division. It was established that additional training was desirable. Approval to use organization development techniques was given by Captain Irish. A manager's diagnostic team meeting was held that afternoon with Department heads, command staff members, and Dr. Cooley and Mrs. Cooper. Each department then held manager's diagnostic team meetings to establish their own specific department approach to labor relations training requirements.

Mrs. Dianne Cooper of the Employee Development Division acted as an external consultant in all the training sessions.

#### Department Manager's Diagnostic Team Meetings

- |             |   |
|-------------|---|
| November 4  | <u>Photo/Graphics Department.</u> Since there are only three employees in the department who are covered by the Negotiated Agreement and no labor relations problems had occurred in the department, it was decided that no special training program was required. Any training provided to other department supervisors should also be available to supervisors in Photo/Graphics.   |
| November 4  | <u>Test Operations Department.</u> As a result of this meeting it was decided to hold a confrontation type meeting with all supervisors of employees in the bargaining unit. This meeting was scheduled for December 2nd, but was canceled by the associate department head. Since no organization development training was done in this department, it was used as a control group for that portion of the training program.   |
| November 18 | <u>Aircraft Maintenance Department.</u> As a result of this meeting it was decided to use a modified confrontation meeting approach. The first meeting was scheduled for November 24th.   |
| November 19 | <u>Threat Simulation Department.</u> As a result of this meeting it was decided that the "family group diagnostic meeting" approach should be used. This decision was based largely on the fact that this department had been conducting organization development meetings for approximately one year. These meetings have developed an awareness and skills in working as a "family team" at the division and above level. They would be expected therefore to respond more effectively and efficiently to the labor relations training problem. |

Confrontation meetings, code 5400. The Aircraft Maintenance Officer, Commander E. Yocom, held a confrontation meeting with all supervisors of employees in the bargaining unit, which, incidentally, was the first time all of these supervisors had met to discuss any department problem. Commander Yocom's approach was to use the Negotiated Agreement to stimulate freedom of discussion. There were two meetings, one on November 24, 1971, and the other on December 9, 1971. The result was that problems -- more important -- possible solutions, were identified. These solutions were:

1. Meetings of all supervisors with Commander will be held at least quarterly, possibly monthly if necessary, to identify issues or resolve problems.
2. The Employee Development Division was requested to conduct more supervisory training for the groups of supervisors who are at the GS-9 level and below. This training should emphasize civil service rules and regulations, contents of the Negotiated Agreement, supervisor-steward relationship, and basic supervisory practices (human relations).
3. The Employee Development Division was requested to have the Regional Office, Civilian Manpower Management, in San Francisco, present the Civil Service Commission course entitled "The Union and the Supervisor," at Point Mugu; the objective being to allow many more supervisors to attend the course. Some shortening of the course, with emphasis on labor relations at the Naval Missile Center was suggested.

Family group diagnostic meeting, code 5500. The associate Threat Simulation Officer and division heads and their associates met on December 3, 1971, as a family group diagnostic team. The following conclusions were reached:

1. Problems:
  - a. The supervisors don't know whom to call in Civilian Personnel Office or travel office when they need information. They don't know whether or not they have the authority to call outside 5500 for information.
  - b. The supervisors are not familiar enough with the Civil Service Commission rules in the Federal Personnel Manual and therefore the employees cannot rely upon supervisors for information in this area.
  - c. The supervisors do not know what kinds of decisions they can make or how to enforce them.
2. Solutions:
  - a. A training course on civil service rules and regulations should be developed for all the code 5500 supervisors. This would give the supervisors more self confidence. Employee Development

Division, in conjunction with other civilian personnel groups and the Naval Missile Center Staff, was requested to develop this course.

- b. Vertical communication is important in supporting our supervisors.
- c. The training should be flexible enough to allow the supervisors to identify some of their training needs not outlined by the division heads.
- d. A list of Federal Personnel Manual rules and regulations which are considered important for the first-line supervisors to understand was made. Many of the rules are influenced by Naval Missile Center and code 5500 policy which the supervisors should also be aware of.
- e. Someone in code 5500 (an internal person) should be familiar enough with personnel regulations for the supervisors to contact for information.

#### Action Taken

As a result of the above meetings the following actions have been taken:

1. The Basic Supervisory Principles and Practices Course which was previously scheduled quarterly has been rescheduled on a monthly basis in order for more first-line supervisors to receive this training.

Although the primary focus of the course is on building human relations and problem solving skills, a new emphasis has been placed on an introduction to labor-management relations in the Federal service.

2. The Federal Personnel System, How it Can Work for You the Supervisor. A trial program is scheduled for February 15 and 16, 1972. If considered successful in teaching civil service rules and regulations, it will be scheduled on a continuing basis.

3. The Union and the Supervisor. Six supervisors attended this course presented by the Civil Service Commission in San Francisco. It will be scheduled to be given twice in March, 1972, at Point Mugu and will provide training for approximately thirty-five more supervisors. Additional sessions will be scheduled at the convenience of the Civil Service Commission trainees.

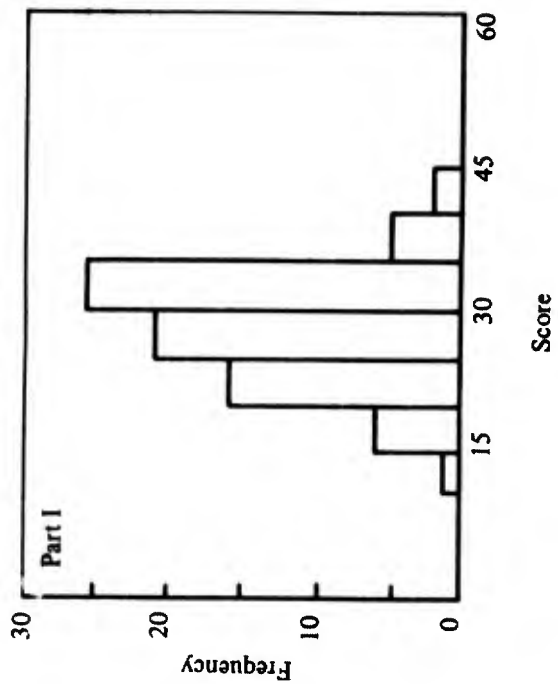
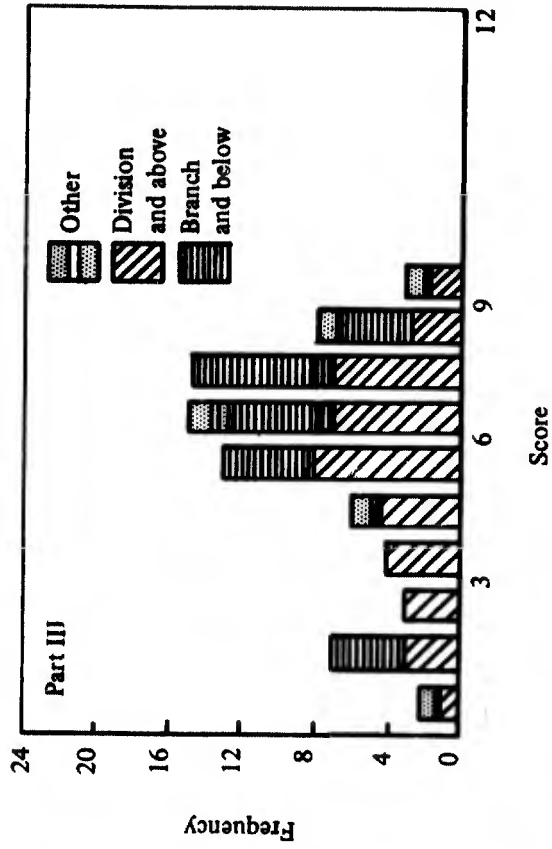
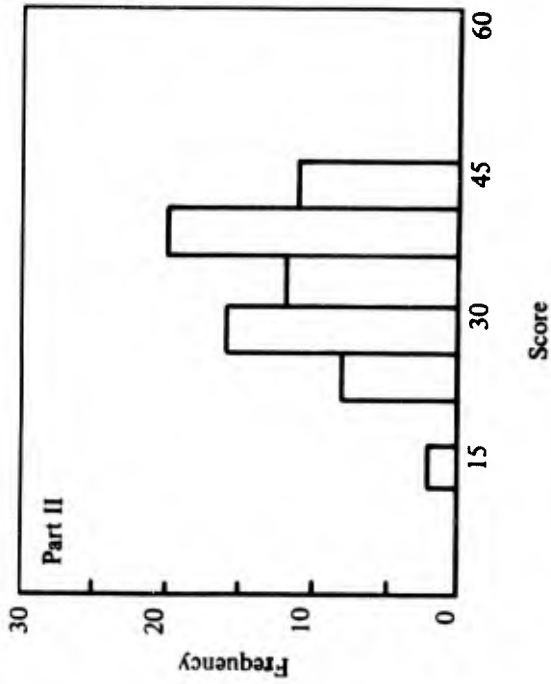
4. The Union and the Manager. Three managers attended this course presented by the Civil Service Commission in San Francisco. This Civil Service Commission course, academic institutions, and other external training resources are being explored in an effort to develop the most effective training for managers in the role of the unions in the Federal service, and the responsibilities of the managers as a result of the unions.

5. A Federal Personnel Manual rules and regulations training course is being developed by the Civilian Personnel Office at Point Mugu. This course will be given by departments to all supervisors of employees in the bargaining unit. The training will serve three purposes: First, it will train the

supervisors on the Federal rules and regulations; second, it will inform supervisors of Naval Missile Center and department policies; and third, it will serve as a department family-group team building tool.

6. Family group diagnostic meetings will be held by the individual departments. The Negotiated Agreement will be reviewed article by article in the light of re-negotiations which will take place in about six months. This will serve two purposes: (a) training of the supervisors on the contents of the Agreement, and (b) assisting the negotiation team in preparing for the re-negotiations.

**APPENDIX C**  
**HISTOGRAMS OF QUESTIONNAIRE RESULTS**

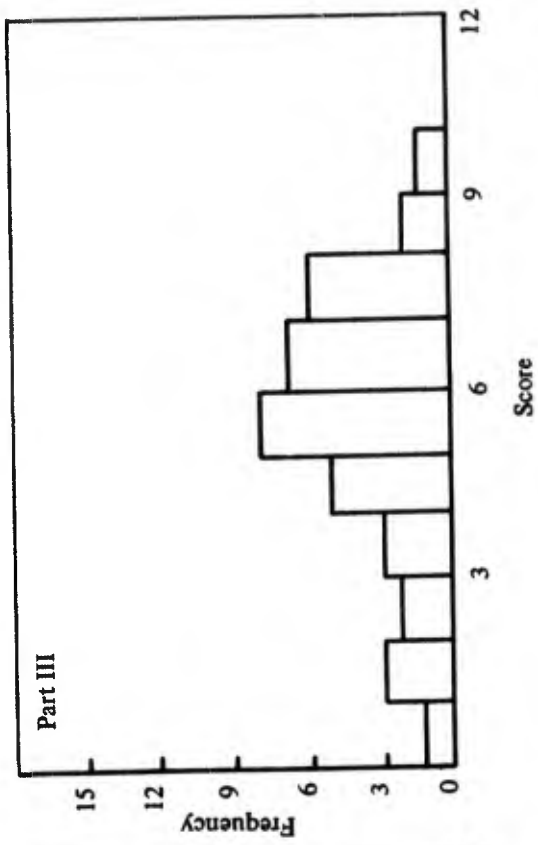
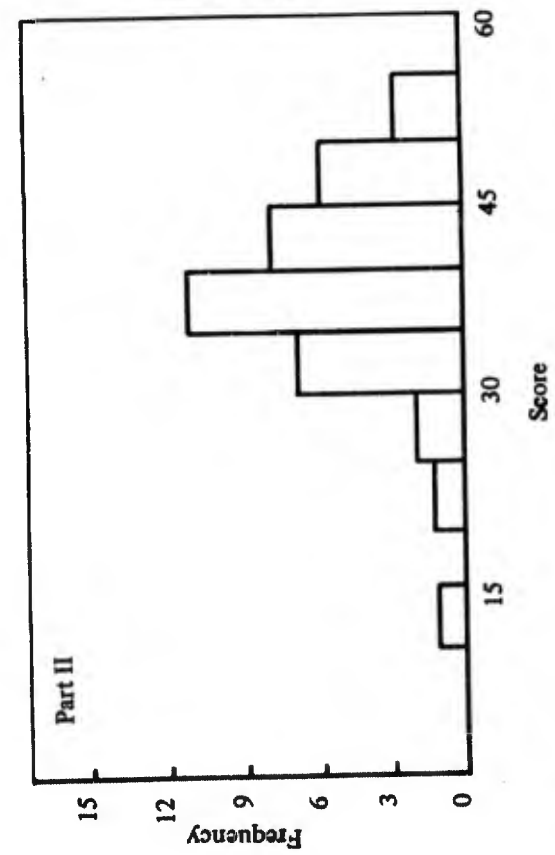


First test before organization development training

No. 26 (essay)

Pro	14
Neutral	29
Anti	13
No answer	<u>12</u>
N =	68

Figure 17  
Test 1 Histograms



Test after conventional  
classroom training

No. 26 (essay)	
Pro	6
Neutral	18
Anti	5
No answer	9
N =	38

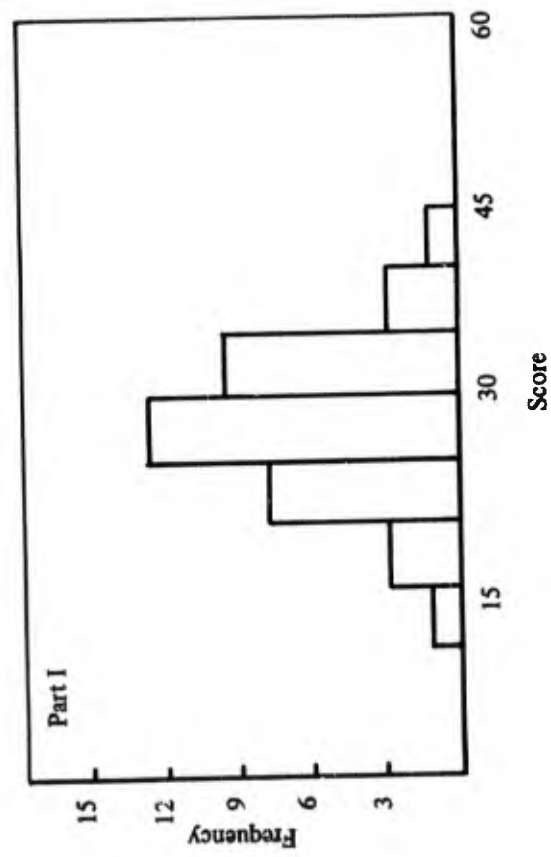
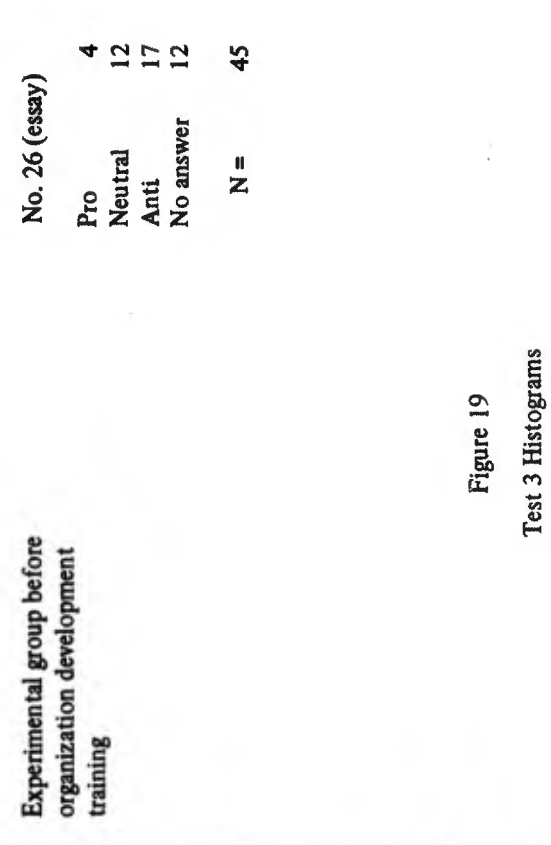
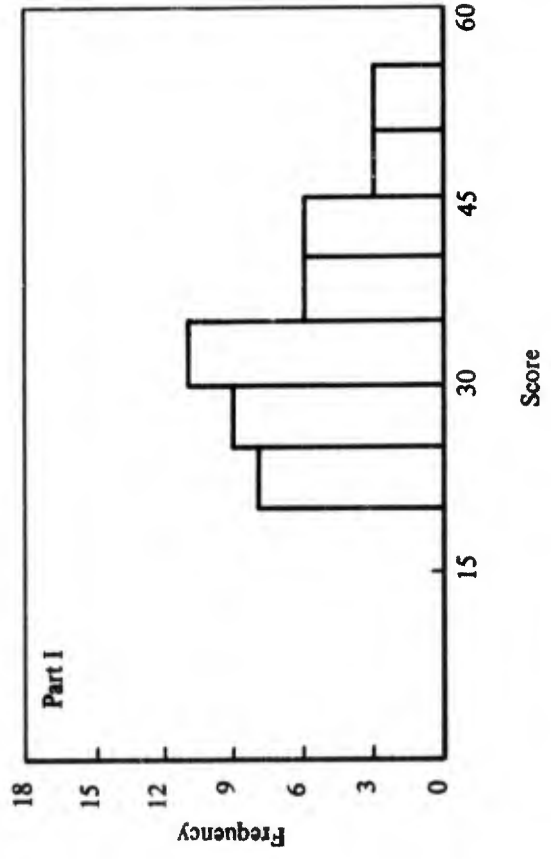
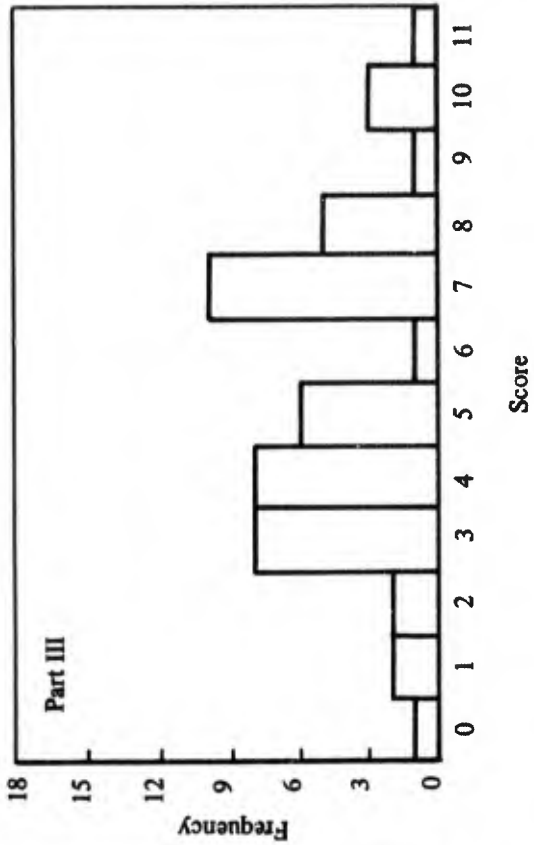
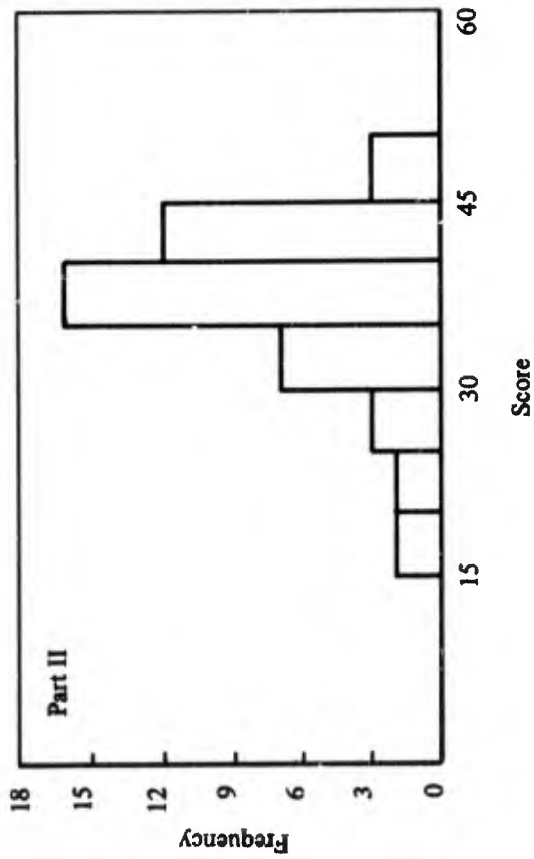


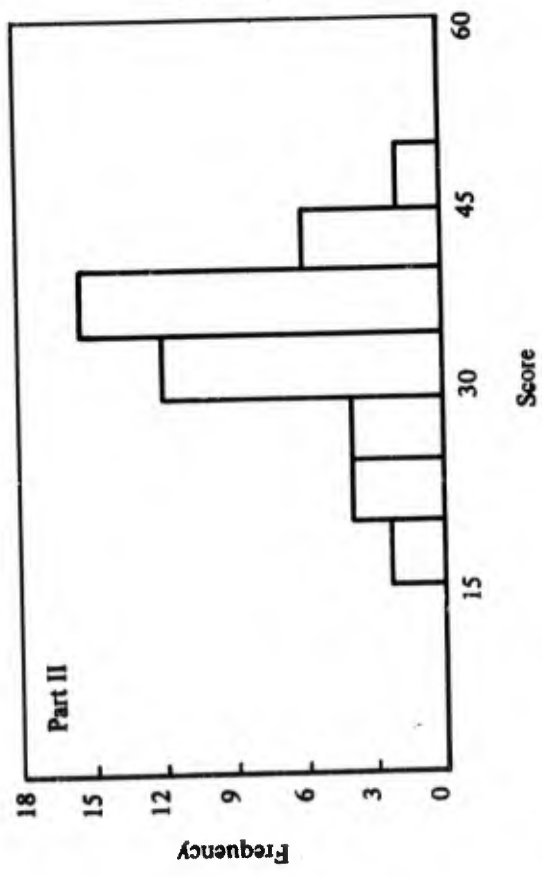
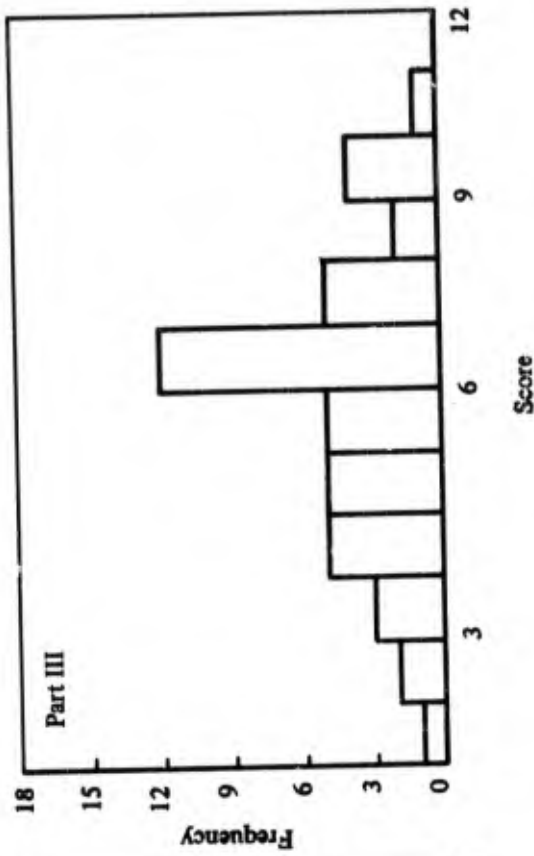
Figure 18  
Test 2 Histograms



No. 26 (essay)

Pro	4
Neutral	12
Anti	17
No answer	12
N =	45

Figure 19  
Test 3 Histograms



No. 26 (essay)

Pro	7
Neutral	16
Anti	8
No answer	14
<b>N =</b>	<b>45</b>

Experimental group after organization development training

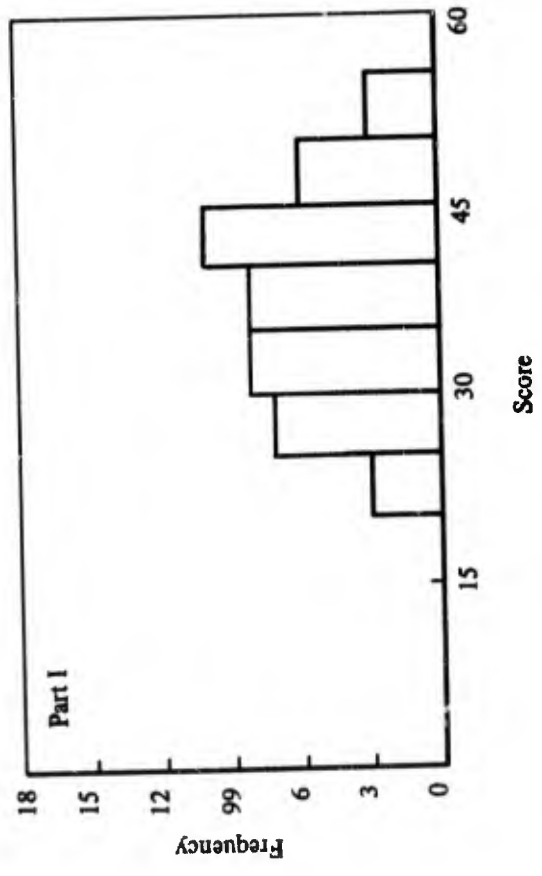
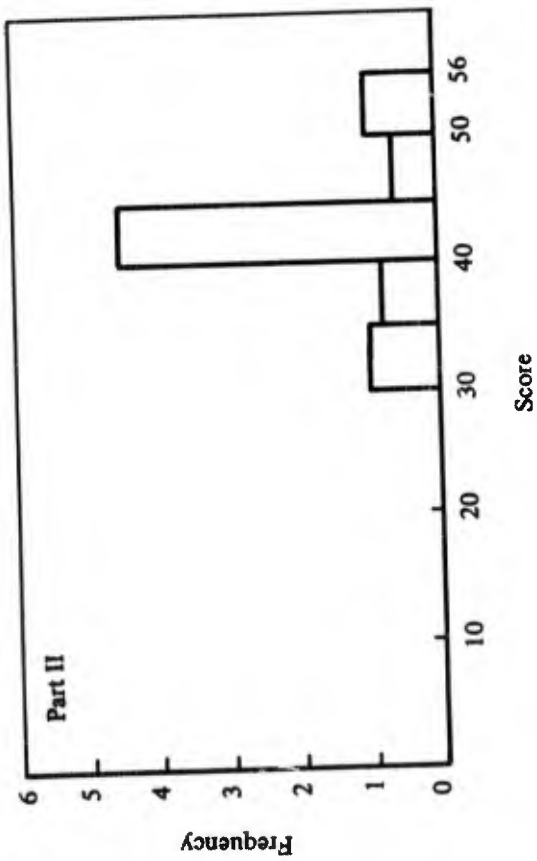
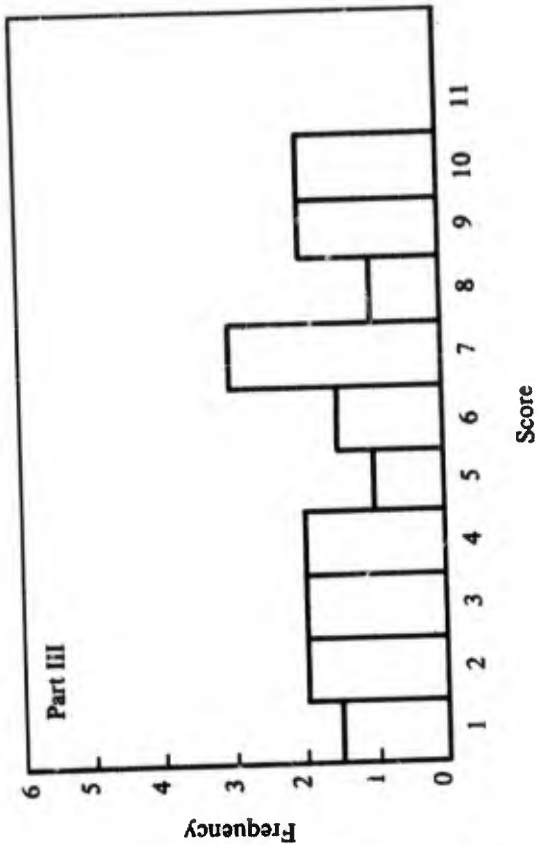


Figure 20  
Test 4 Histograms



No. 26 (essay)

Pro	2
Neutral	8
Anti	14
No answer	12
<b>N =</b>	<b>36</b>

Operation development  
training  
control group

Code 5200 before organization  
development training  
in other departments

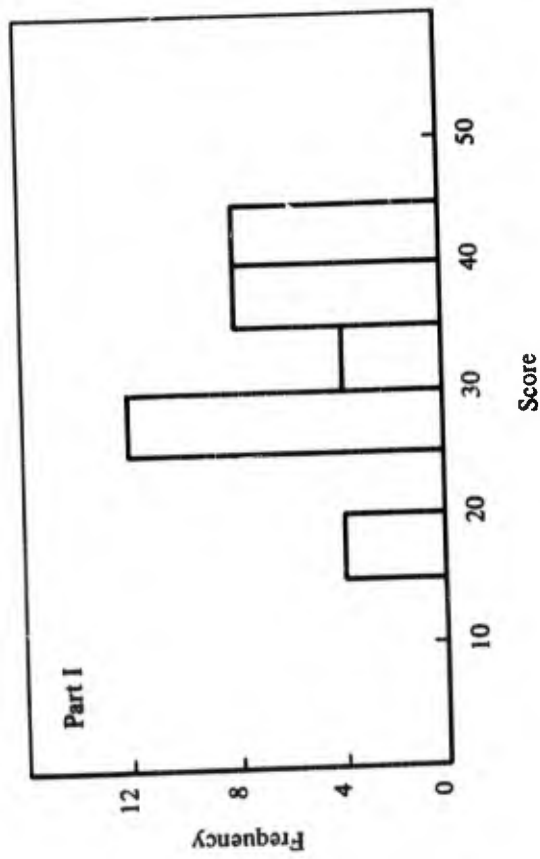
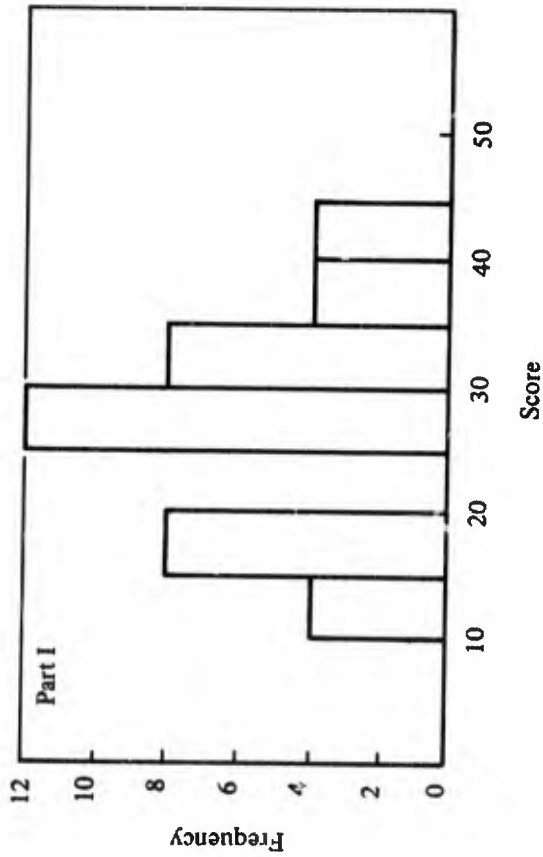
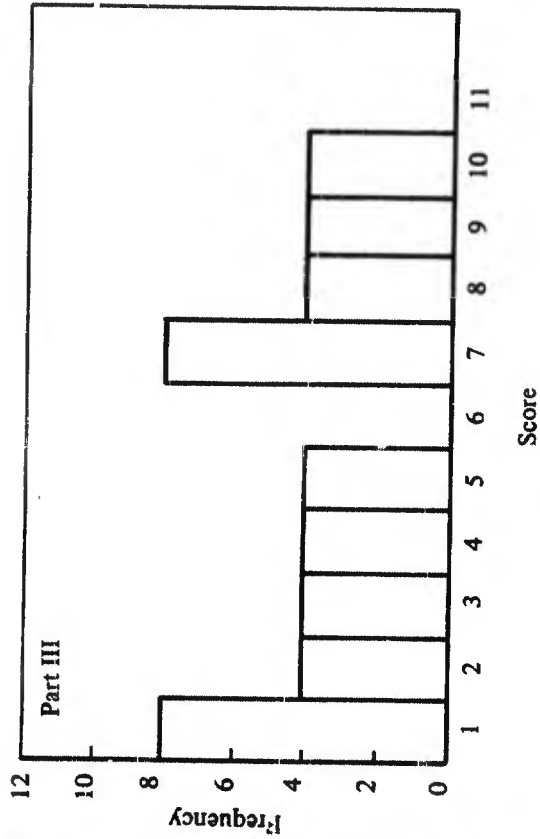
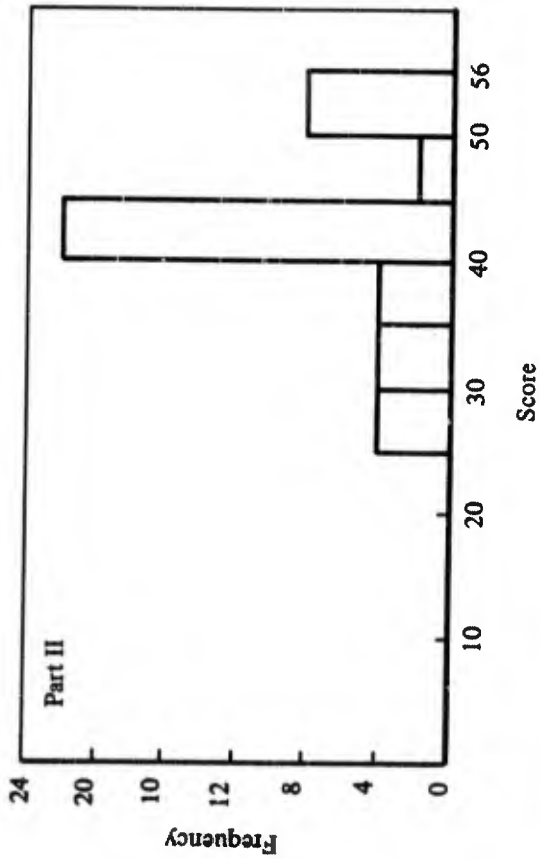


Figure 21  
Test 5 Histograms



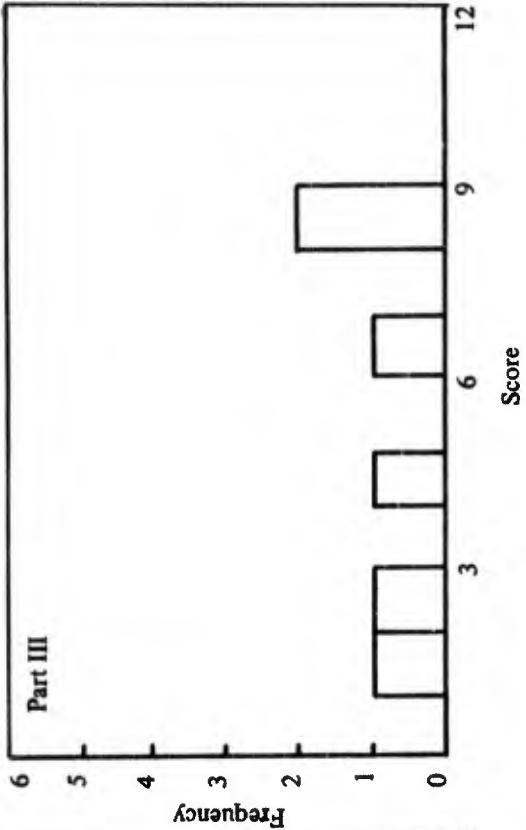
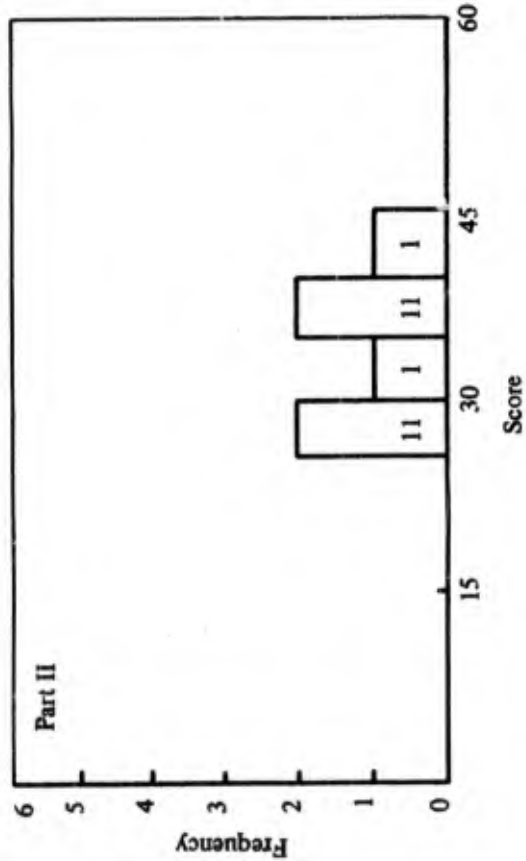
Organization development  
training  
control group

Code 5200 after organization  
development training  
in other departments

No. 26 (essay)

Pro	3
Neutral	6
Anti	22
No answer	13
<b>N =</b>	<b>44</b>

Figure 22  
Test 6 Histograms



Supervisors attending  
4-day Civil Service  
Commission "Supervisor  
and Union" course before  
training

No. 26 (essay)

Pro	0
Neutral	3
Anti	2
No answer	1
$\bar{N} =$	$\frac{6}{6}$

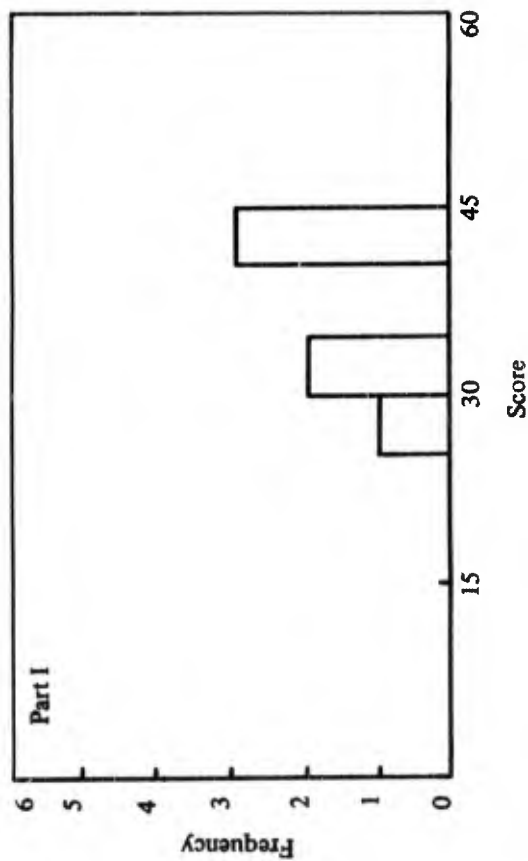
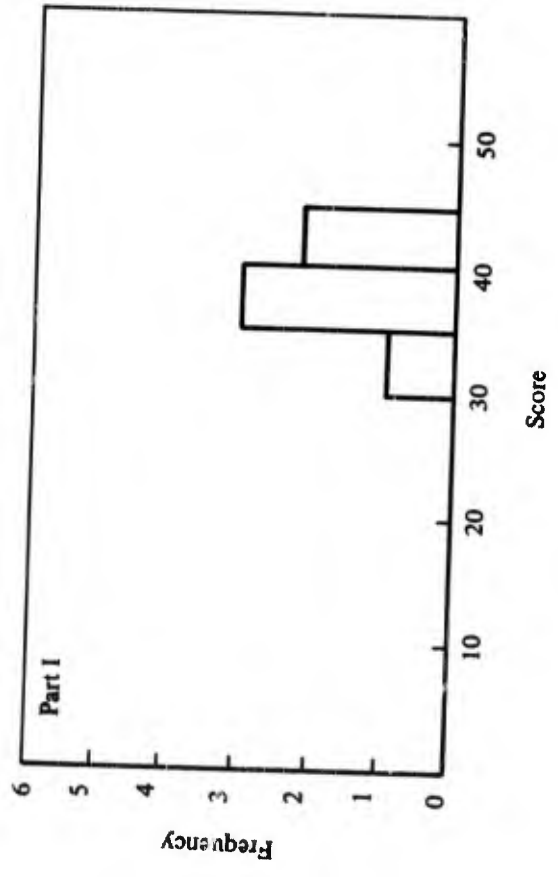
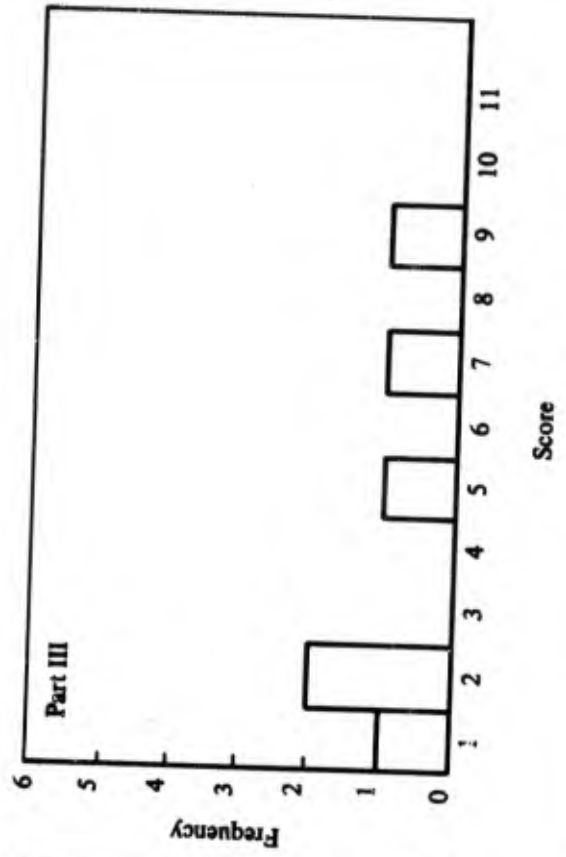
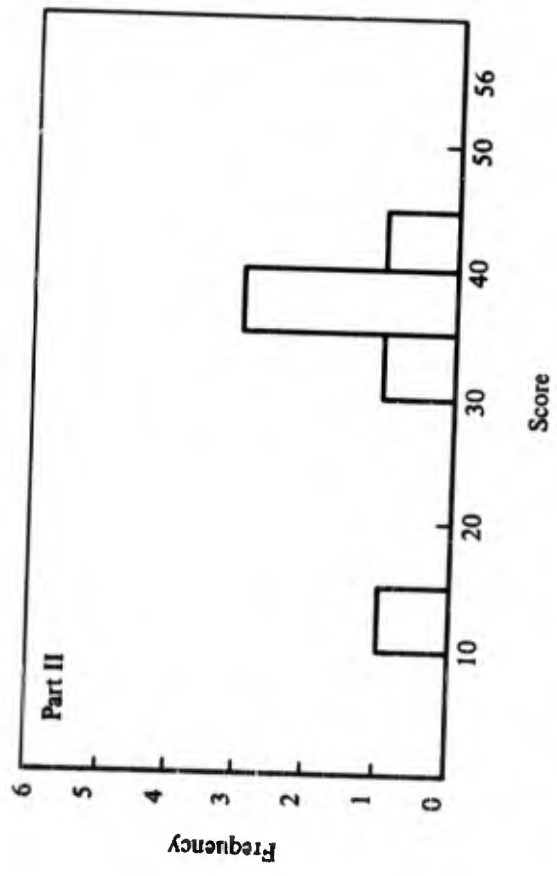


Figure 23  
Test 7 Histograms



Supervisors after attending  
4-day Civil Service  
Commission "Supervisor and  
Union" course

No. 26 (essay)	
Pro	0
Neutral	1
Anti	4
No answer	1
<b>N =</b>	<b>6</b>

Figure 24  
Test 8 Histograms

**APPENDIX D  
LABOR RELATIONS INCIDENTS**

<u>No.</u>	<u>Date</u>	<u>Incident</u>	<u>Lodged With</u>	<u>Action Taken</u>	<u>Weighting Factor</u>
1	December, 1970	Union complains of noise problem in the Fire Control Shop.	Aircraft Maintenance Department	Acoustical tile installed September, 1971.	3.7
2	January, 1971	Union charges that some vehicles used to transport personnel are not equipped with proper safety gear as required by agreement.	Departments and Labor-Management Committee	Safety equipment installed.	8.25
3	January, 1971	Union claims management must furnish safety shoes to certain employees who cannot wear metal toe caps on the job.	Labor-Management Committee	Plastic coated toe caps provided.	3.8
4	February, 1971	Union neglects to inform management of names and locations of designated stewards as required by agreement.	Labor-Management Committee	Union provided information.	4.0
5	February, 1971	Union disagrees with management's interpretation of Joint Travel Regulations	Labor-Management Committee	Management explained position, but does not yield.	1.6
6	February, 1971	Union advises on the unavailability of transportation for personnel required to work unscheduled overtime (as required by agreement).	Labor-Management Committee	Appropriate Naval Air Station personnel's attention called to NAS Instruction authorizing such transportation.	7.8
7	February, 1971	Union advises that phone calls home for unit members working unscheduled overtime not available as required by agreement.	Labor-Management Committee	NAVMISEN Instruction revised and implementing procedures promulgated.	7.0
8	March, 1971	Union states that supervisors are not giving employees adequate notice when overtime work required.	Labor-Management Committee	Supervisors urged to cooperate.	4.2

Figure 25  
Labor Relations Incidents

<u>No.</u>	<u>Date</u>	<u>Incident</u>	<u>Lodged With</u>	<u>Action Taken</u>	<u>Weighting Factor</u>
9	March, 1971	Union states that supervisors are not giving employees advance notice of reassignments.	Labor-Management Committee	Supervisors urged to cooperate.	6.3
10	March, 1971	Union complains about "validity" of telephone interviews with job applicants.	Labor-Management Committee	Management agrees to discourage telephone interviews.	3.5
11	March, 1971	Management complains that union stewards are arriving at personnel office for consultation without appointments.	Labor-Management Committee	Union urges stewards to make appointments.	6.6
12	April, 1971	Union states that it is management's responsibility to distribute copies of minutes of Labor-Management Committee meetings to the unit members.	Labor-Management Committee	Management agrees to furnish copies only to attendees and authorizes union to make and distribute copies to membership.	1.6
13	April, 1971	Union objects to per diem differential (hazardous duty) pay schedule.	Labor-Management Committee	Management conducts study of system and revises.	8.8
14	May, 1971	Union complains that quarterly overtime reports are not being posted as required by agreement.	Labor-Management Committee	Union and management study distribution needs, agree on posting places. Management posts.	4.8
15	June, 1971	Union complains that a foreman worked overtime, performed non-supervisory work and bypassed group leader in supervising work contrary to provisions of agreement.	Commanding Officer (by letter)	Management investigates and warns supervisor.	8.5

Figure 25 (Continued)

Labor Relations Incidents

<u>No.</u>	<u>Date</u>	<u>Incident</u>	<u>Lodged With</u>	<u>Action Taken</u>	<u>Weighting Factor</u>
16	June, 1971	Union complains that management members of Labor-Management Committee are not attending meetings regularly and are not sending alternates.	Labor-Management Committee	Parties agree to designate alternates when principal cannot attend meeting.	6.8
17	July, 1971	Union complains of irregularities in the procedures of loaning an employee (union officer) to another department.	Department and Labor-Management Committee	Civilian Personnel Office and Department investigate and take correction action. Union asked for recommendations concerning future actions of this nature.	7.2
18	August, 1971	Union requests meeting space be made available for union at Pt. Mugu as tacitly agreed during contract negotiations.	Labor-Management Committee	Management refers issue to Naval Air Station as being the cognizant command.	5.3
19	August, 1971	Management posted minutes of meeting which stated that maintenance of QT-33 work being considered for contracting out. Union charges management with failure to consult.	Labor-Management Committee	Special meeting of Labor-Management Committee held. Discussion revealed failure on both sides. Both agreed to train their personnel.	10.0
20	August, 1971	Management designated taxi pilots for targets and failed to consult with the union. Union charges management with failure to consult.	Labor-Management Committee	Special meeting of Labor-Management Committee held. Discussion revealed failure on both sides. Both agreed to train their personnel.	9.6

Figure 25 (Continued)

Labor Relations Incidents

<u>No.</u>	<u>Date</u>	<u>Incident</u>	<u>Lodged With</u>	<u>Action Taken</u>	<u>Weighting Factor</u>
21	October, 1971	Union steward files complaint on merit promotion case.	Commanding Officer (by letter)	Action taken to eliminate possible recurrence of problem on future cases. Union satisfied with action.	8.5
22	October, 1971	Labor walks out on conferences called to settle personnel problems in 5223.	Executive Officer	Problems of 5223 remanded to Labor-Management Committee.	6.25
23	October, 1971	Union failed to provide updated list of stewards. Charges management with failure to comply with items agreed on.	Labor-Management	Union provided list.	4.2
24	November, 1971	After four meetings labor representatives state the 5223 problem is a management one and refuses to recommend any solutions.	Labor-Management Committee	Pending	9.2
25	November, 1971	Union requests meeting with Commanding Officer to discuss 5223 problems.	Commanding Officer (by letter)	Commanding Officer declined to meet until union explains reasoning as to why it should meet at that level. Final outcome pending.	10.0
26	November, 1971	Labor states they have received complaints on the makeup of Equal Employment Opportunity Committee: no representative for non-union, male, caucasons over 30, which is a larger portion of the work force.	Labor-Management Committee	Commanding Officer decides to leave EEO Committee composition as is, but will change in future if problems are encountered.	1.6

Figure 25 (Continued)

Labor Relations Incidents

<u>No.</u>	<u>Date</u>	<u>Incident</u>	<u>Lodged With</u>	<u>Action Taken</u>	<u>Weighting Factor</u>
27	December, 1971	President of Local R12-33 unofficially negotiates course of action with management representative on 5223 problem. Union members of Labor-Management Committee refuse to accept this course of action.	Labor-Management Committee	Union refers 5223 case to national union.	9.5
28	December, 1971	Union Vice President charges management with failure to comply with agreement (posting of overtime readouts).	Commanding Officer (by letter)	Commanding Officer letter points out union error in interpreting agreement.	1.4

Figure 25

Labor Relations Incidents

Table 3  
Weighting Factors for Labor Relations Incidents

Incident Number	Management Representative - Labor Relations Committee - Scoring						Mean $\bar{X} = \frac{1}{N} \sum_{i=1}^N X_i$	Standard Deviation $S = \left[ \frac{1}{N-1} \sum_{i=1}^N (X_i - \bar{X})^2 \right]^{1/2}$	Variance $\bar{X} \pm S$		Weighting Factor
	A	B	C	D	E	F					
1	3	3	4	5	3	4	3.667	.816	2.85	4.5	3.7
2	④	6	5	10	8	10	7.80	2.28	5.5	10.1	8.25
3	4	4	8	3		3	3.833	2.317	1.5	6.1	3.8
4	②	6	3	5	4	8	5.20	1.924	3.3	7.1	4.00
5	2	3	⑤	1	1	1	2.167	1.6	.5	3.7	1.60
6	5	10	10	6	6	10	7.833	2.401	5.4	10.2	7.8
7	5	10	10	5	4	8	7.00	2.683	4.3	9.7	7.0
8	2	6	5	5	2	5	4.167	1.722	2.4	5.8	4.2
9	6	6	8	8	4	6	6.33	1.50	4.8	7.8	6.3
10	2	5	2	5	1	6	3.50	2.07	1.4	5.6	3.5
11	4	8	8	5	②	8	5.833	2.563	3.3	8.2	6.60
12	1	3	2	1	1	⑥	2.33	1.96	.4	4.3	1.60
13	10	8	10	6	②	10	7.667	3.2	4.4	10.8	8.80
14	5	⑧	4	5	4	6	5.33	1.50	3.8	6.8	4.80
15	8	10	8	8	7	10	8.50	1.225	7.3	9.7	8.5
16	4	8	①	8	6	8	5.833	2.86	3.0	9.7	6.80
17	6	8	10	6	①	6	6.167	2.994	3.2	9.0	7.20
18	8	8	4	①	①	10	5.33	3.882	1.5	9.1	5.3
19	10	10	①	10	①	10	7.00	4.648	2.4	11.6	10.00
20	10	10	10	8	⑥	10	9.00	1.673	7.3	10.6	9.60
21	10	8	7	8	8	10	8.50	1.225	7.3	9.7	8.5
22	6	8	-	①	6	6	5.20	2.588	2.7	7.7	6.25
23	3	3	5	5	4	5	4.167	.983	3.2	5.2	4.2
24	8	10	-	10	8	10	9.20	1.095	8.1	10.3	9.2
25	10	10	-	10	⑧	10	9.60	.894	8.7	10.5	10.00
26	1	3	1	⑤	1	2	2.167	1.602	.5	3.8	1.60
27	10	10	-	10	8	④	8.400	2.60	5.8	11.0	9.5
28	⑥	2	2	1	1	1	2.167	1.94	.2	4.0	1.40

NOTE: Circled numbers outside variance limits.