

UNITED STATES DEPARTMENT OF LABOR  
L. B. SCHWELLENBACH, *Secretary*  
BUREAU OF LABOR STATISTICS  
Ewan Clague, *Commissioner*

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# Collective Bargaining With Associations and Groups of Employers



*Bulletin No. 897*

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**for**  
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**Collective Bargaining With  
Associations and Groups  
of Employees**

**Corrections on pages 1 and 6.**

**The last line on page 1 should read—**

**unions on the West Coast with employers in a single city. In other**

**The next to the last line of the second paragraph on page 6 should  
read—**

**Secretary of the Interior. The agreement covered all the mines which**



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(III)

## Letter of Transmittal

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
*Washington, D. C., February 14, 1947.*

**THE SECRETARY OF LABOR:**

I have the honor to transmit herewith a report on collective bargaining with associations and groups of employers. The study is based on an examination of the collective-bargaining agreements and other source materials on file with the Bureau of Labor Statistics. The report provides the most recent picture of the extent to which unions negotiate agreements with associations and groups of employers. It brings up to date the study prepared by the Bureau in 1939.

The report was prepared by the staff of the Industrial Relations Branch, Boris Stern, Chief.

**EWAN CLAGUE, *Commissioner.***

**HON. L. B. SCHWELLENBACH,**  
*Secretary of Labor.*

(IV)

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*Bulletin No. 897 of the  
United States Bureau of Labor Statistics*

[From the Monthly Labor Review, March 1947]

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## Collective Bargaining With Associations and Groups of Employers<sup>1</sup>

Most of the examples of industry-wide bargaining in the United States are the product of generations of experience, and as a rule the employer-union relations in these industries have been remarkably stable and peaceful. In the pressed or blown glassware industry, one of the branches of glass and glassware having national bargaining, no major strike throughout the industry has occurred since collective bargaining began with an employers' association in 1888. Similar conditions have prevailed in the pottery industry since 1922. The 1946 contract between the National Automatic Sprinkler and Fire Control Association and the United Association of Journeymen Plumbers and Steamfitters (AFL) is a revision of the original agreement of 1915; and the 1946 agreement between the Anthracite Coal Operators and the United Mine Workers of America (AFL) is a compilation of resolutions, revisions, rulings, and decisions dating back to 1903. Bargaining on an industry basis exists in the elevator installation and repair, installation of automatic sprinklers, pottery and related products, stove making, and wall-paper industries, and in coal mining.

Agreements covering all the employers in an industry within a geographic region are somewhat more numerous than those having application throughout an entire industry. Even more numerous are the instances in which associations or groups of employers are dealt with on a city-wide or metropolitan area basis. In this study, the existing extent and the areas of bargaining with associations and groups of employers are described. The most significant extension of this form of bargaining in recent years occurred during World War II in the shipbuilding industry. The Metal Trades Department of the American Federation of Labor negotiated a master agreement during 1941 with Pacific Coast shipyards organized by unions affiliated with the AFL. Prior to this time, joint agreements had been signed by these unions on the West Coast with employers in a single day. In other

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<sup>1</sup> Prepared by Roy M. Patterson and the staff of the Collective Bargaining Division of the Bureau's Industrial Relations Branch, under the general supervision of Harold S. Roberts, Chief. Special credit is also due for the contributions made by Abraham Weiss, Jesse Carpenter, and Philomena Marquardt.

industries, since 1939, the practice only widened in those that had used this method of dealing for many years. The number of workers covered by these agreements increased somewhat as more of the Nation's industry became organized and was brought under agreement. However, the relative proportion covered in most industries did not change greatly.

Few of the examples of collective bargaining on an industry, geographic, or city basis occurred in the mass-production industries, although a single agreement in the automobile industry, for instance, may cover many more employees than an association agreement covering every employer in an industry or trade within the same city. In mass-production industries, trends are developing toward standardized conditions in large segments of industries through corporation-wide collective bargaining. The efforts of unions are directed first toward bringing all the plants of a given large corporation, regardless of geographic location, within the scope of a single agreement. An example is the corporation-wide bargaining between the Ford Motor Co. and the United Automobile, Aircraft and Agricultural Implement Workers of America (CIO). Notwithstanding the great number of workers affected, corporation-wide bargaining differs widely from multi-employer collective bargaining which is the subject of the present study.

Early in 1947, more than 4 million workers were covered by agreements negotiated between trade-unions and associations and groups of employers. These are about equally divided between manufacturing and nonmanufacturing industries. Approximately a fourth of all workers covered by union agreements in manufacturing and a third of such workers in nonmanufacturing are working under agreements negotiated with groups or associations of employers. The agreements were negotiated by one or more unions (1) with a formal or informal association of employers or (2) with informal multi-employer groups. In presenting the information on agreements, no attempt was made to distinguish between agreements with associations and with other multi-employer groups. Identical agreements signed by separate employers with the same union were included, if there appeared to have been negotiations with a group or committee of employers.

### *Worker Coverage of Group Bargaining*

In table 1, the extent of association and employer-group bargaining is shown, based upon the percent of total workers under agreement in the respective industries.

**TABLE 1.—Percent of All Workers Under Agreement Who Are Covered by Agreements With Associations and Groups of Employers, by Industry**

80-100 percent	60-79 percent	40-59 percent	20-39 percent
Clothing, men's Clothing, women's Coal mining Laundry and cleaning and dyeing Longshoring Maritime Shipbuilding and boatbuilding <sup>1</sup>	Baking Book and job printing and publishing Canning and preserving foods Construction Dyeing and finishing textiles Glass and glassware Malt liquors Pottery and related products Trucking and warehousing.	Building service and maintenance Leather products, other Newspaper and periodical printing and publishing	Beverages, nonalcoholic Hosiery Hotels and restaurants Jewelry and silverware Lumber Shoes, cut stock and findings Trade
0-19 percent			
Agricultural machinery and tractors Aircraft and parts Automobiles and parts Bus and streetcar, local Bus lines, intercity Carpets and rugs, wool Cement Chemicals, excluding rayon and allied products Clerical and professional, excluding transportation, communication, theaters, and newspapers Cotton textiles	Confectionery products Crude petroleum and natural gas Dairy products Electrical machinery, equipment and appliances Flour and other grain products Furniture Knit goods, except hosiery Leather (tanned, curried and finished) Light and power Machinery and machine tools	Meat packing Metal mining Motorcycles, bicycles, and parts Newspaper offices Nonferrous metals and products, except jewelry and silverware Nonmetallic mining and quarrying Paper and pulp Paper products Petroleum and coal products, except refining Petroleum refining	Railroad equipment Rayon and allied products Rubber products Silk and rayon textiles Steel, basic Steel products Stone and clay products, other Sugar, beet and cane Telegraph service and maintenance Telephone service and maintenance Tobacco manufactures Woolen and worsted textiles

<sup>1</sup> During World War II most of the industry was covered by tripartite zone standard agreements, signed by representatives of unions, employers, and certain government agencies. The principal association agreement other than the zone standard agreements is between Pacific Coast Shipbuilders and the Metal Trades Department of the AFL, covering yards organized by AFL unions.

### Area Coverage of Group Bargaining

The industries are classified by area of bargaining in table 2.

**TABLE 2.—Area of Bargaining With Associations or Groups of Employers, by Industry**

Bargaining on a national or industry-wide scale	Bargaining by geographic (regional) areas	Bargaining within a city, county, or metropolitan area
Coal mining Elevator installation and repair Glass and glassware Installation of automatic sprinklers Pottery and related products Stoves Wall paper	Canning and preserving foods <sup>1</sup> Dyeing and finishing textiles <sup>1</sup> Fishing Hosiery Leather (tanned, curried, and finished) <sup>1</sup> Longshoring <sup>1</sup> Lumber <sup>1</sup> Maritime Metal mining Nonferrous metals and products, except jewelry and silverware <sup>1</sup> Paper and pulp Shoes, cut stock and findings <sup>1</sup>	Baking Beverages, nonalcoholic Book and job printing and publishing Building service and maintenance Clothing, men's <sup>2</sup> Clothing, women's <sup>1</sup> Confectionery products Construction Cotton textiles Dairy products Furniture <sup>2</sup> Hotel and restaurant Jewelry and silverware Knit goods Laundry and cleaning and dyeing Leather products, other Malt liquors Meat packing Newspaper printing and publishing Paper products, except wall paper Silk and rayon textiles Steel products, except stoves <sup>1</sup> Tobacco Trade <sup>2</sup> Trucking and warehousing <sup>2</sup>

<sup>1</sup> There also is some bargaining on a city, county, and/or metropolitan area basis.

<sup>2</sup> There also is some bargaining on a regional and/or industry-wide basis.

### *Approach to Standardization of Working Conditions*

One of the major efforts of labor unions in this country has been directed toward the standardization of working conditions throughout an industry or area, in order to lift substandard wages and to eliminate or reduce the factors of wages and hours in competitive costs. One of the ways the labor movement has sought to attain this objective has been by pressing for Federal or State legislation for the protection of certain groups of workers or to establish minimum standards applicable to all workers. Legislation has been sought especially for women and minors on the ground that the interests of society as a whole require that the health and welfare of these groups of workers be protected, and also because they often are in a weak bargaining position and might be used to lower the standards of all workers. Certain minimum standards of health, safety, and sanitation were established by legislation when large sections of the population felt a need for such, and the labor movement from time to time has favored legislative action as the most effective remedy for problems of health and safety. Under the Fair Labor Standards Act, minimum wage and hour standards have been established in much of American industry, thus raising the area of collective bargaining on these issues to higher levels.

Prior to World War II the approach to standardization of wages and working conditions through governmental action was secondary as far as American trade-unions are concerned. Organized labor in this country has directed its chief efforts toward standardization by means of collective bargaining. For this reason the labor movement generally has encouraged parallel organizations of employers for collective-bargaining purposes, in order to obtain extended coverage under one agreement. In some industries the employers also have favored the extension of uniform wages and working conditions by making the terms of a collective-bargaining agreement applicable to a large segment of an industry. When collective bargaining with groups or associations of employers has proved impracticable or impossible, some unions have utilized the technique of presenting identical agreements to the employers within an industry or competitive area. This latter method usually is practicable only in instances where there are a large number of small employers, particularly within a metropolitan area.

Although industry-wide trade associations have come to be a common characteristic of American business, the scope of employer groups or associations engaged in collective bargaining is generally much more limited. Within an industry, employers may be organized for purposes of collective bargaining on a city, regional or, in a few instances, nation-wide basis, or two or more such employer organiza-

tions may exist in the same area. As a rule, the unions work toward the extension of the collective-bargaining agreement to as wide a section of the industry as possible. In a number of cases the unions and employer organizations together have directed their efforts toward bringing unorganized sections of the industry within the scope of collective-bargaining agreements. A necessary corollary of dealing through employers' associations is a high degree of unionization among the employees.

During World War II, industry-wide production drives, settling of labor disputes by the National War Labor Board on the basis of industry or area practice, and the Government's wage stabilization policies all contributed to standardization of wages and working conditions throughout industries or areas. Directives of the National War Labor Board were influenced by precedent and prevailing practices in the industry or area and many agreements in the same industry came to have similar provisions on certain subjects. Frequently an order of the Board would affect several employers and the substance of the order would be incorporated into union agreements the employers might have negotiated, without regard to the existence of an employers' association. In the shipbuilding industry, in which a stabilization commission was established, tripartite "zone standard" agreements were negotiated, covering a limited number of subjects. The parties to the agreements were the Government itself and most of the employers and unions in the industry. The shipbuilding industry in the United States was divided into four zones, in each of which the "zone standards" determined practices with regard to those subjects covered by the agreements.

The attention directed to a few national associations with long records of collective bargaining should not be permitted to obscure thousands of employer organizations which have negotiated agreements on a regional or metropolitan basis and which affect hundreds of thousands of workers. These employer groups vary widely as to type, structure, procedure, and scope of activity. Some are temporary and highly informal, with no tangible evidences of permanent organization. Others have complex structures with elaborate constitutions and a staff of full-time employees. Between these extremes there are wide variations in organization, procedures, and functions.

### *Nation-Wide Collective Bargaining in the Coal Industry*

In anthracite mining a single agreement is signed to cover the entire industry. In bituminous-coal mining, the union negotiated agreements with the operators in the Central Competitive Field (Ohio, Indiana, Illinois, and West Virginia) from 1898 until 1927. The

agreement for this area set the pattern for negotiations in other areas between districts of the union and local associations of coal-mine operators. The interstate bargaining relationship in the Central Competitive Field collapsed in 1927 and was not reestablished until after the passage of the National Industrial Recovery Act. In 1934 an agreement was signed with the operators in the Appalachian Area which served, as the previous interstate agreement had, as a pattern which the remainder of the industry generally followed. Districts of the United Mine Workers of America negotiate agreements with parallel associations of employers, which follow the terms of the Appalachian agreement. In 1941 the northern and southern groups of operators in the Appalachian area signed separate agreements with the union, and unified negotiations were not reestablished until 1945. In that year, the first industry-wide agreement in bituminous-coal mining was negotiated.

Following the break-down of negotiations between the union and the operators in the spring of 1946, which led to a Nation-wide soft-coal strike, and the rejection by both the union and the operators of President Truman's May 16 arbitration proposal, the President on May 21 "authorized and directed" the Secretary of the Interior to take over the mines. On May 29 an agreement was signed by John L. Lewis, president of the union, and J. A. Krug, Coal Mines Administrator and Secretary of the Interior. The agreement covered all the mines which were seized.

### *National Bargaining on the Railroads*

The traditional bargaining unit in railroad transportation is the individual railroad system. The workers are organized on the basis of craft, and agreements with the various systems are negotiated by each craft union or by "system federations" of shop craft unions. Although the regular working agreements continue to be signed by systems, on occasion certain specific questions of major importance, as wages, have been settled on a Nation-wide basis. Negotiations are generally conducted by the nonoperating unions (clerical, maintenance, and shop crafts) and by the operating unions (train and engine service) separately with representatives of the railroads selected on a regional basis.

### *Other Industry or Trade-Wide Bargaining*

The American examples of trade-wide bargaining of longest status occur in the pottery and glassware industries. Since the early years of this century, an annual meeting has been held between the representatives of the United States Potters' Association and the National Brotherhood of Operative Potters. The current agreement between

these parties, for example, continues a provision for joint discharge committees first set up in 1913. Since 1888 the National Association of Manufacturers of Pressed and Blown Glassware, or its predecessor, has been meeting with the American Flint Glass Workers Union. The "Star Island Agreement" of 1903 established a grievance procedure which still is utilized in this industry. The Glass Bottle Blowers' Association of the United States and Canada signed its first national agreement in 1890 and currently has an agreement with the Glass Container Manufacturers' Institute which affects several thousand employees in the industry.

In each of these cases the bargaining agreements are confined chiefly to detailed piece-rate schedules, although a considerable body of "unwritten law" has developed to supplement the national agreement in governing employer-employee relations within a plant. Originally, the trade-wide bargaining was established to regulate the working conditions of highly skilled craftsmen within these industries. With the development of technological changes, one skilled occupation after another has been eliminated. As a result, the unions have extended their jurisdiction to include a major part of the workers in and around the plants and these skilled and semiskilled employees are now covered in the national agreements to the degree that they are unionized. In the glassware industry, however, there are some companies which have negotiated separate agreements. In the pottery industry virtually all of the vitreous and semivitreous branches of the industry are covered by the association agreement.

A different kind of bargaining relationship has been built up in the manufacture of flat glass. By far the major part of the production in this industry is centralized in two large producing companies. These companies, the Pittsburgh Plate Glass Co. and the Libby-Owens-Ford Glass Co., negotiate their agreements jointly, both with the Window Glass Cutters League (AFL) and the Federation of Glass, Ceramic and Silica Sand Workers (CIO), but each company signs separate, identical agreements. The two companies also collaborate in the administration of the agreement to insure uniform patterns of interpretation. Most of the other manufacturers are organized into the Fourcault Manufacturers' Association which negotiates the agreement with the unions.

There are a few other instances of industry-wide dealing, each of them originating from the efforts of a highly skilled craft to protect its conditions of employment. Among these are the Wall Paper Institute and the United Wall Paper Craftsmen and Workers of North America, covering wall paper printing; the National Automatic Sprinkler Association and the United Association of Journeymen Plumbers and Steamfitters of the United States and Canada, covering sprinkler fitting; and the Manufacturers Protective and Develop-

ment Association and the International Molders and Foundry Workers Union of North America, covering stove-molding and hot-water castings.

Employers engaged in the manufacture of paper-mill wire cloth sign similar agreements with the American Wire Weavers' Protective Association. Another instance of trade-wide bargaining occurs in the installation, repair, and maintenance of elevators. Although wage rates are negotiated locally, other working conditions are regulated by conferences between the National Elevator Manufacturing Industry, Inc., and the International Union of Elevator Constructors. A standard agreement is used in all localities, with the locally negotiated rates inserted as agreed upon.

The manufacture of wooden kegs and barrels should also be mentioned as an instance of national conferences between the employers and the union. The conferences, however, have resulted in no agreement on an industry scale and discussion of working conditions has been of far less importance than mutual discussion of trade-promotion plans.

### *Industry-Wide Bargaining in Mass-Production Industries*

In the more recently organized, mass-production industries there are at present no examples of industry-wide collective bargaining resulting in a single union agreement covering the full range of employer-union relations. In a few such industries, however, certain bargaining relationships have come into existence which produce considerable uniformity in the agreements throughout an industry. In the rubber industry, for example, a wage-increase agreement was signed on March 2, 1946, by the four largest manufacturers, which affected a large proportion of the workers in the industry. This so-called "Big Four" agreement is limited in scope to a few subjects; it differs from the usual union agreement also in that it does not have the customary provisions relating to termination and renewal. The agreement provides: "This agreement shall finally dispose of all issues covered in these negotiations including all of the union's 7-point program for a period of 1 year except that during this 1-year period the general wage scale shall be subject to negotiation if conditions economically and in the industry warrant, but only on a four-company (Big Four) basis." If this joint relationship of the four corporations with the United Rubber, Cork, Linoleum and Plastic Workers of America is continued in the future, it may be possible to describe the collective bargaining in this industry as approaching industry-wide negotiations.

A degree of standardization has been achieved in the meat-packing industry through the medium of uniform expiration dates of the

agreements with the principal packers. Certain agreements affecting a large number of workers negotiated by the United Packinghouse Workers of America (CIO) and by the Amalgamated Meat Cutters and Butcher Workmen of North America (AFL), covering various plants of the four largest corporations in the industry, have expired on the same day each year for several years.

### *Negotiation of Similar Agreements in the Steel Industry*

In the basic steel industry in the United States there is no employers' association which engages in collective bargaining, yet a great deal of standardization in industrial relations has occurred in recent years. The industry is composed of two dominant groups of employers, one known as "Big Steel" and the other as "Little Steel." The first includes the United States Steel Corp. and its subsidiaries, and the second is made up of a number of independent companies. The Steel Workers Organizing Committee, now the United Steelworkers of America, first signed written agreements with the U. S. Steel Corp. in 1937 and since then, with a few exceptions, practically all of the basic steel industry has been brought under agreement. Even though there is no bargaining by employers' associations, the major provisions of agreements throughout the basic steel industry are similar. This degree of uniformity is occasioned by a number of factors, first among them probably being the predominant position of the United States Steel Corp. Agreements with this corporation tend to set the pattern for the rest of the industry. Also, by long-established practice the same wage adjustments generally are made throughout the industry at the same time. During World War II directives of the National War Labor Board, which generally were applicable to large sections of the industry, further encouraged the growth of uniform collective-bargaining practices. The United Steelworkers of America, the most important union in the industry, also tended to bring a degree of uniformity into the bargaining relationships and practices. Agreements with most of the employers in the basic steel industry will expire in February 1947, and negotiations are in process for new agreements. (Since this was written the parties have agreed to extend the agreements until April 30, 1947.)

### *Collective Bargaining by Geographic Areas*

In the hosiery industry a bargaining relationship has existed between the Full-Fashioned Hosiery Manufacturers of America, Inc., and the American Federation of Hosiery Workers since 1927. The employers' association, originally covering only Philadelphia mills, now covers a major part of the northern section of the full-fashioned hosiery industry. Conferences occur annually, with occasional addi-

tional meetings on specific subjects. Under the agreement the joint relations are administered by a permanent impartial chairman.

In the textile industry there are association agreements between the Textile Workers' Union of America and associations of silk and rayon mills in a number of States. A joint arrangement of longer standing exists in the dyeing and finishing of textiles in nonintegrated mills. In cotton textiles in Massachusetts and in knit goods in Philadelphia and New York, many of the employers are members of associations which negotiate union agreements.

Maritime workers usually deal with employer organizations which represent the shipping operators on a given coast. Practically all the union agreements in the maritime industry are negotiated with associations or informal committees representing the employers. On the Pacific Coast the companies are organized into the Pacific American Shipowners Association. On the Atlantic and Gulf Coasts the most recent agreements were negotiated and signed by a Committee for Companies and Agents, Atlantic and Gulf Coasts, most of the members of which are also members of the American Merchant Marine Institute.

The Waterfront Employers of the Pacific Coast embraces employers of longshoremen along the entire West Coast; much of the work of the association, however, is carried on through affiliated local Waterfront Employers Associations in Seattle, Portland, San Francisco, and San Pedro (Los Angeles). The International Longshoremen's and Warehousemen's Union (CIO) negotiates a general cargo agreement with the coast-wide association, which signs "on behalf of" the four local organizations. Separate agreements covering dock workers and ship clerks are negotiated with each of the port associations. On the Atlantic Coast the International Longshoremen's Association (AFL) as a rule, negotiates separate agreements with employer associations in each port.<sup>2</sup>

In the Pacific Northwest the pulp and paper industry, although dealing elsewhere on the basis of individual companies, is combined into the Pacific Coast Association of Pulp and Paper Manufacturers which deals with the two national unions in the field. The unions, representing different occupations in the industry, are the International Brotherhood of Papermakers and the International Brother-

<sup>2</sup> For some time there has been no formal federated organization of the unions in the maritime industry. For a few months during 1946, however, the CIO unions and an independent formed the committee for maritime unity for the purpose of joint negotiations with all employers simultaneously. The American Federation of Labor, also in 1946, established a Maritime Trades Department, composed of AFL unions in the industry. Most of the unlicensed personnel on the Atlantic Coast are represented by the National Maritime Union (CIO). On the West Coast these workers are represented principally by three unions, the Sailors' Union of the Pacific (AFL), the Pacific Coast Marine Firemen, Oilers, Watertenders and Wipers Association (Independent), and the National Union of Marine Cooks and Stewards (CIO).

hood of Pulp, Sulphite, and Paper Mill Workers. The employers' organization is described in the agreement as follows: "This Pacific Coast Association of Pulp and Paper Manufacturers \* \* \* of which the signatory company is a member, is an employer association of a majority of the pulp and paper manufacturing companies in the Pacific Coast area, comprising the States of Washington, Oregon, and California, and as bargaining agent with authority to bind its members by a majority vote of such mills, has met with a bargaining committee from the signatory union for a period of years, beginning in 1934 \* \* \*." Notwithstanding this provision, each company signs a separate document with the local unions which represent its employees.

The lumber industry is one which is not yet well organized throughout the country but in which the dominant method of present dealing is through associations within the producing area. The Columbia Basin Loggers' Association and the Timber Producers' Association in Minnesota are examples of associations dealing with the union in this industry.

The fishing industry, particularly on the Pacific Coast where it is well organized, is an example of collective bargaining almost exclusively on an association basis. The employers, however, are organized into a number of separate associations, such as the Alaska Packers' Association and the Central Pacific Wholesale Fish Dealers' Association.

In retail trade, the National Association of Retail Meat Dealers, composed of affiliated State and local associations throughout the United States, negotiates with the Amalgamated Meat Cutters and Butcher Workmen of America. The national agreement between these parties, first negotiated in 1937, is confined to a statement of principles and policies of mutual interest to both parties, who agree to "give their aid and good offices to the execution of fair and reasonable contracts between local unions and affiliated associations in the various localities where the said unions and affiliated associations exist." The agreement further states that it is recognized "that local conditions require local treatment and that it is not practical or feasible to include in this agreement the matters of wages, hours, and conditions of employment." In the Midwest, the Central States Drivers' Council, an organ of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America (AFL) negotiates agreements with the Central States Area Employers Association Negotiating Committee. Collective bargaining in canning and preserving foods on the West Coast is largely on an association basis.

Most of the shipbuilding and boatbuilding industry on the West Coast is covered by a master agreement negotiated by the Metal Trades Department of the American Federation of Labor. During the war,

as previously noted, bargaining on major issues in this industry was on a tripartite basis, and wages and certain other questions were determined by the zone standards. Issues not covered by the zone standards were settled in the ordinary processes of collective bargaining. At the present time the zone standards are still in effect.

### *Bargaining in the Needle Trades Within Metropolitan Areas*

Outstanding examples of stable bargaining relationships over a long period of time between employers' associations and unions are found in the needle trades. In the men's and women's clothing, men's hats and millinery, and fur industries the earliest efforts of unions to organize were accompanied by efforts to combine into associations the employers within the producing area. Bargaining has become established in these industries, with highly developed industrial relations machinery within each of the metropolitan areas which are important as producing centers. These unions and employers' associations customarily make use of a permanent impartial chairman to administer the agreement and there are numerous examples of joint trade boards, stabilization commissions, and other similar bodies which deal on a day-to-day basis with the problems of the industry.

These industries all have the problem of "run-away" shops, which leave the unionized areas and, with the small capital investment required, are able to establish themselves in low-wage, semirural sections. This has been a major reason for the unions' insistence upon dealing on an association basis, for it is through the combined pressure of both the union and the employer association that these "run-away" shops can be brought under control. Another problem within these industries is the regulation of the jobber-contractor relationship. Jobbers have taken advantage of both the extreme seasonal fluctuations and the small investment required in setting up a shop to encourage an oversupply of contractors. Cut-throat competition among the contractors has been furthered by the frequent practice of establishing "fly by night" shops for the duration of a contract secured by underbidding regularly operating shops. Both the owners of shops operating under union conditions and their workers have thus faced a constant threat to industrial stability. Through collective bargaining, the oversupply of contractors has been dealt with and the jobber's responsibility for maintaining union conditions in his contract shops has been established. A large portion of the employer-union negotiations in the needle trades deal with these three-way problems, in addition to the usual wages, hours, and working conditions.

The employers within a given city are usually organized into more than one association within each of the needle trades. The basis of distinction is both the type of product and the classification of em-

ployers (i. e., jobbers, contractors, or inside manufacturers). The unions have frequently expressed a desire for more uniformity among the employers' organizations throughout the industry. Although a major part of the production in the country is covered by the New York City agreements alone, the unions have made repeated efforts over several decades to secure industry-wide dealing in the interests of national standardization. Thus far, however, only in men's clothing has there been a successful approach to industry-wide bargaining. For a number of years the Amalgamated Clothing Workers of America has negotiated major wage questions with the Clothing Manufacturers' Association of the United States and with the Shirt Industry.

### *Other City-Wide Bargaining*

In many industries and trades characterized by numerous small establishments within a city, collective bargaining has been conducted with associations of employers within the city. In many cases the associations are formal organizations in which the association officers have the power to bind all members to the agreed terms of employment. In other cases the employers may unite informally and perhaps only for the duration of the bargaining conferences. In many instances the lack of a continuing employers' association makes no difference in the actual negotiation of the agreement, but complicates considerably the enforcement of the agreement.

In cases of city-wide bargaining the extent of coverage of the employers' association generally depends upon the strength of the union. It is common to find within a city an organized group of employers dealing with the union, while other employers within the same industry are organized into a separate association or have no organization. In some cases the union employers form an organized group within a trade association which also includes nonunion employers in the city.

There are probably 5,000 local or city employer associations throughout the country which deal with various unions. More of these are found in building construction than in any other single industry. Other examples, in which the predominant method of dealing is with city-wide associations, are brewing, retail trade, baking, printing and publishing, restaurants, trucking, and barber shops. An important development is found in the electrical machinery industry, where the United Electrical, Radio and Machine Workers of America (CIO) recently negotiated an agreement with the Electronics Manufacturers' Association, representing 20 employers in the New York City area. This association was formed at the insistence of the employers, who are relatively small and who previously had signed separate agreements. The employers desire, through nego-

tiating a single blanket agreement, to achieve a degree of uniformity in wage and working conditions in order to reduce these as competitive factors in costs.

### *Associations of Employers Across Industry Lines*

Employer-group federations embracing all types of business within a city are largely a development of the last 10 years and are concentrated in the Far Western States. Leader in this field is the San Francisco Employers Council, formed in 1939, and which in April 1945 had 1,995 members, 919 of whom were affiliated through their various industry groups. The other members were individuals or independent companies. The objectives of the council, as stated in its articles of incorporation, are (1) to encourage the organization of autonomous employer groups and cooperation among these groups in matters relating to labor relations; (2) "to promote the recognition and exercise of the right of employers to bargain collectively"; and (3) upon request, "to assist its members and others in matters relating to the negotiation, execution and performance of fair labor contracts." The council negotiates or participates in negotiations of agreements between its members and the unions in the city, and performs various other services.

Of a similar character is the Industrial Conference Board of, Tacoma, Wash.—an over-all agency for a number of independent companies and 15 or 20 employers' associations each of which has one or more union agreements. Both the Reno Employers Council of Reno, Nev., and the Silver Bow Employers Association of Butte, Mont., participate in the negotiation of labor contracts for their various employer groups. In Sacramento, Calif., the Sacramento Valley Associated Industries is the unifying agency for a dozen or more associations covering such varied fields as bowling alleys, beverages, furniture warehouses, taxicabs, machine shops, liquor and tobacco dealers, retail foods, wholesale bakeries, draymen, druggists, tire dealers, and building owners. Each association has a union contract signed in its behalf by an individual, who serves both as executive secretary to the associations and as general manager of the Associated Industries.