

A Guide to

Labor-Management Relations in the United States

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INTRODUCTION TO SUPPLEMENT NO. 1

The five reports which comprise this first supplement to the Guide to Labor-Management Relations in the United States* cover somewhat varied subjects and are numbered according to where they would most appropriately fit into the basic volume.

As in the case of the previous 31 reports in the basic volume, these five were originally requested and prepared to furnish a brief guide to aspects of labor-management relations in the United States of particular interest to visiting trade unionists, management representatives, and government officials of other countries. The reports have also served a number of uses overseas.

The reports are necessarily brief. It is hoped, however, that each one provides a broad and objective perspective into which the reader can fit his own observations and experiences. The annotated bibliography comprising one of the five supplementary chapters may encourage readers to delve deeper into the history, variety, and complexities of labor-management relations and union activities in the United States.

These reports were prepared in the Bureau's Division of Wages and Industrial Relations by Joseph W. Bloch and Theodore W. Reedy.

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1:08 Union Participation in Community Activities

Although unions have long been interested in community affairs, effective union participation is of relatively recent origin. The ability to participate as an organization is often dependent upon strength, in terms of size of membership in the area and financial reserves, and community acceptance. The labor movement on the whole lacked these requirements prior to the past two decades.

As early as 1830, local labor organizations were pressing for improvements in community matters of particular concern to workers, including such things as restriction of child labor, the passage of laws to protect workers' interests, and the abolition of sweatshops. Free and equal public education was a subject of special interest to early labor organizations. This interest has continued to the present day. Since the development of the public school system, however, union interest has moved into other channels of education for workers.

In the 1880's, the Knights of Labor placed special emphasis on a program of social reform. During the ascendancy of the American Federation of Labor, union attention on the whole was directed to the worker in his job rather than to the worker in the community. The struggling unions, particularly those trying to organize the sweatshop industries (e. g., apparel) were more likely to be concerned with receiving help from community services and funds than with planning ways of participating in community affairs.

Most unions did not become active participants in the conduct of community projects until World War I. This activity did not last, however. During the 1920's, widespread opposition to union activities and declining membership forced unions to retreat.

World War II marked a definite turning point, as community agencies sought the cooperation and support of the rapidly growing labor movement. Unions, in turn, gained a new understanding of, and interest in, community affairs. This interest did not die out at the war's end, but actually increased as unions discovered the benefits to be gained through participation in community activities. The AFL-CIO and many of the larger affiliated and unaffiliated unions have set up committees to promote participation, and to make it possible for workers' representatives to be heard in local councils.

Although much has been accomplished, the AFL-CIO believes that labor organizations have not attained their proper place in the conduct of community affairs. It is claimed that labor representatives are not always accepted on an equal basis in community activities, even though they may speak for one of the largest organized groups in the community. This situation has not been entirely due to community opposition, however. In many places, union leaders are too concerned with organizing and collective bargaining to find time for what may be regarded as a matter of secondary importance to the union.

Unions which add a community affairs program to their activities usually have rather definite objectives in mind. Most often these include finding out what community resources are available, and how union members can best use them; the ways in which these services can be improved, and what the union can do about improvements; and ways in which the union can encourage the development of needed services not now available. Activities in fund raising and investigation of, and participation in, the administration of community programs, are also union aims.

Types of Community Affairs Programs

Community activities in which labor organizations participate may be grouped under a few general topics. These include health and welfare activities and individual counseling and assistance; community betterment (as distinct from individual needs); government and public affairs; community expansion and the increase of employment opportunities; and direct aid in such areas as disaster relief. In addition, it should be remembered that collectively bargained programs, including health, insurance, and pension plans and projects undertaken by the union for the welfare of the union membership alone, have an impact, direct or indirect, on community affairs.

Community services for workers and their families in case of illness, need, or other types of adversity compelling the individual to look to the community for help are the most readily adaptable to participation by union representatives. Most large communities have dozens of voluntary nonprofit organizations performing services in response to some community problem or need. For example, the United Givers Fund of Washington, D. C., in 1957 included 140 agencies engaged in administering relief and financial assistance and in providing counseling services, child care and character building, and recreational facilities. In addition, this Fund provided support for health services in public and private clinics, health centers and hospitals, and associations concerned with care for a wide variety of diseases. Such community agencies are largely dependent upon voluntary contributions. Participation of unions and their members in fund-raising programs

is virtually a necessity in industrial areas, if these community organizations are to be adequately financed to carry on their work.

It is estimated that in the 1955 and 1956 United Givers Fund and Community Chest campaigns throughout the country, AFL-CIO members contributed more than \$200 million, and that one-third of the \$380 million raised by these organizations during the 1957 campaign came from workers.

With workers' contributions playing such a large part in the support of community services, it follows that labor organizations naturally seek a role in determining how the money is spent. It has been estimated that more than 75,000 union officers or members now serve on agency boards in policymaking as well as fund-raising activities. In addition, in innumerable individual establishments, union members help to determine policy on payroll deduction plans and the allotment of collected funds. Unions also aid in informing their membership about the activities of the various community agencies and their needs.

To make sure that their membership knows about available community services, and where to go in case of need, many unions have established counseling services to guide workers to the proper agency. Some 40,000 men and women have completed courses to assist in rendering these services. In other instances, shop stewards familiar with local health and welfare agencies carry on this work.

A second phase of union community activity deals with broad community problems, including taxation, transportation, sanitation, public health, schools, nurseries for day care of children, city planning, government organization, protection of minority rights, and similar issues. Frequently, problems in these areas can be solved only through action by the local government, sometimes through a substantial change in public policy. In a growing number of communities, unions are taking steps to define specific problems and to bring them to public attention.

The development in public schools of courses designed to teach basic mechanical and trade skills has been a program in which unions have taken an active part, often to the extent of providing aid in instruction. This type of program is found most frequently in industrial areas, where students find it possible to graduate directly into industry and more intensive shop training.

A third type of community action in which unions participate is the promotion of programs to bring new industries into the area, thus increasing community industrial activity and adding opportunities for employment. This industrial development plan has been tried with some success in Toledo, Ohio, as described later in this report.

Many union-employer undertakings, or projects planned primarily for the benefit of union members, also have an impact on community affairs, particularly in the larger population centers. For example, health centers and clinics established for the benefit of union members and their families lighten the burden on community agencies by taking care of medical expenses which workers otherwise might not be able to afford and for which they might call upon community agencies for aid. Health and welfare plans negotiated with employers perform a similar community service. Union-sponsored housing projects frequently provide for slum clearance and community betterment. Recreation facilities and meeting rooms provided for union members ease the pressures on community services and are often made available to other groups. In these and many other ways, communities have benefited from negotiated or union-sponsored programs planned for the membership.

Union Statements of Policy on Community Action

Several steps have recently been taken by the AFL-CIO to emphasize the mutual responsibilities of the union member and the community and encourage greater union participation in community affairs. Early in 1956, the Executive Council issued the following statement:

1. The union member is first and foremost a citizen of his community.
2. The union member has a responsibility to his community. He must cooperate with his fellow citizens in making his community a good place in which to live, to work, to raise children. He must be concerned about the availability of adequate health, welfare, and recreational services for the whole community.
3. Unions have a responsibility for the health and welfare of their members and their families which extends beyond the place of employment. This responsibility includes not only the emergencies caused by strike, unemployment, or disaster, but extends to helping the employed member meet his personal or family problem.

4. The community has a responsibility to its citizens. It must be prepared to meet those social needs which individuals or families cannot meet or meet adequately with their own resources.
5. Generally speaking, unions have elected to support and participate in existing community social service agencies rather than to establish direct social services of their own. To the degree that the personnel and facilities of social agencies serve all the people, they serve the men and women of organized labor.
6. Government has the basic responsibility for meeting the broad health and welfare needs of the people.
7. Voluntary or privately sponsored social agencies and facilities occupy an important position in meeting the social welfare needs of the community. Major responsibilities falling within the scope of voluntary social work are the fields of character formation, child guidance, family counseling and youth activities, as well as in the area of experimentation and pioneering research.
8. It is the responsibility of organized labor to cooperate with other community groups in improving the quantity and quality of social services, while at the same time educating union members about available health and welfare services and how to use it.
9. Assistance in whatever form should be given on the basis of need, regardless of the cause of the need and without regard to race, color, or national origin.
10. Prevention of social problems is preferred to the best treatment of social ills.

The AFL-CIO has not limited its interest to this policy statement on community service, but has taken a direct role in participation, particularly in those activities which concern national organizations or which take place at the national level or over large areas of the country.

The AFL-CIO program is carried on through its Community Services Department which has its headquarters in New York City. This department works closely with scores of national and local voluntary health agencies and public agencies in the areas of community organization and community health, welfare, and recreation programs and projects. Prominent among these organizations are the United Community Funds, the American National Red Cross, and the United Service Organizations.

In addition to the work with these national groups, the AFL-CIO engages in special projects designed to meet specific needs in which it can be of service. Many of these projects are carried on by the AFL-CIO alone. Others are placed in operation with the assistance of member unions, particularly in those instances in which particular craft skills are required. In other cases, the AFL-CIO trains union members to carry on work within their own organizations.

AFL-CIO community programs in various areas, as reported in the Report of the Federation's Executive Council to the second convention on December 5, 1957, included a wide variety of activities. One of these was aid to Hungarian refugees, in providing goods and services for them, helping them find jobs, and assisting in their integration into the community. Another was a nationwide campaign to promote the utilization of the Salk vaccine against polio. In the field of disaster services, the Federation, working with the American Red Cross, actively participated in assisting the victims of disasters in various States and helped in adjusting claims and arranging for rehabilitation. For example, volunteer building trades teams erected 22 homes for hurricane victims in Louisiana. The Federation also donated four mobile canteens in widely separated areas of the country for use in disasters. These canteens went into action even prior to their official presentation. They have seen active service in many parts of the country stricken by hurricanes, floods, and tornadoes.

Union counseling programs for the assistance of the membership have received encouragement and practical aid from the AFL-CIO. In 1956 and 1957, more than 3,000 counselors throughout the country completed both elementary and advanced courses. The counseling program has been expanded to include special assistance in the securing of maximum return from social security, workmen's compensation, and unemployment compensation laws. Individual worker problems in mental health and alcoholism are also given the benefit of counselors' services. More recently, attention has been directed to the problems of the consumer in a rising market, to help union members and their families obtain the greatest possible return for their expenditures.

The Community Services Department administers the presentation of the Murray-Green award which is a \$5,000 grant and a plaque or medal designed to give recognition to an individual or organization that has made an outstanding contribution in community organization, health, welfare, and recreation. In 1957, the award was presented to Dr. Jonas Salk for his work in developing an antipolio vaccine.

As part of the Federation's responsibility to the total community, liaison has been maintained with national, State, and local civil defense agencies. In some communities, civil defense meetings have been held and workshops sponsored. Union-management cooperation in civil defense has been undertaken at the plant level in some communities. At the same time, cooperative working arrangements have been made with various community service organizations, particularly with those serving youth such as the Boy Scouts, community boys' clubs, YMCA, YWCA, and others. The Community Services Department has also been active in working with community health and welfare agencies in organizing assistance programs for strikers and their families on the basis of need, regardless of the cause.

Finally, the AFL-CIO, through its Community Services Department, sells and distributes publications dealing with family and union counseling, alcoholism, and all phases of community services at various levels of organization. During the first 2 years following the AFL-CIO merger, more than 1 million of these publications were circulated. In addition, conferences and workshops were held, nationally and in various regions and communities, to provide guidance and aid for those engaged in service activities. Press, radio, and television activities were also used to inform the public of the Federation program and obtain acceptance and aid in the work being done.

Occasionally, adversity encourages unions to take greater interest in community activity programs. During layoffs in the automobile industry in mid-1956, the headquarters of the United Automobile Workers issued a statement to its member unions which said in part:

Every local union should immediately activate its Community Services Committee. This is the machinery through which we can deal with the health and welfare problems of our members arising from layoffs. The responsibility of our Community Services Committee should be:

1. To find out the exact problems facing our members during this period.
2. To establish relationships with the community agencies which can help to solve these problems.
3. To provide counseling service for the purpose of referring our members with a problem to the correct agency in the community established to meet that problem.
4. To coordinate its efforts wherever possible with other Community Services Committees through Industrial Union Councils wherever they are set up.
5. To cooperate with other committees in the local union, supporting other activities to meet the needs of our unemployed members.

An Illustration of Direct Union Activity in Community Affairs

Although labor participation in community programs is a type of union effort which as yet has had only limited application, it can become a very important part of union activity. The following case is cited to illustrate some of the ways in which organized labor has succeeded in carrying forward a program in an individual community.

A joint effort is being made in Toledo, Ohio, by business, labor, and the community in general, to help in the creation of new employment. Founded in February 1954, the Toledo Industrial Development Council first attacked the problem of unemployment and loss of job opportunities. Any issue affecting the economic future of the community now falls within the scope of the Council's activities.

Financial support for the TIDC comes from the Chamber of Commerce, the AFL-CIO, and a local newspaper. During the first year of operation, successful activities were carried forward in expanding existing industry, in improving the community's assets to attract new industry, and in persuading expanding companies throughout the country to locate new branch plants or warehousing and distribution centers in Toledo.

In addition to volunteering financial aid and serving as trustees to TIDC, organized labor made four pledges to promote industrial development:

1. There will be no jurisdictional disagreements among unions in the area.
2. When a new plant comes to Toledo, unions will agree among themselves as to which will attempt to organize the plant.
3. A new plant moving into the community will not be subjected to wage demands which might raise its pay scale above that of its competitors.
4. Any small plant in Toledo which embarks upon a significant expansion program will receive the same consideration in jurisdictional or wage matters as a new plant coming into the area.

As a result of these pledges, a high degree of industrial peace has been attained. The executive director of the Labor-Management Citizens Committee attributes this to "the development of a mature and substantial collective bargaining relationship between local employers and unions." This Committee has been active over a period of 10 years in promoting industrial peace and resolving labor-management disputes.

2:10 Health, Insurance, and Pension Plans Under Collective Bargaining

Health and insurance (or welfare) plans provide some or all of the following benefits: Life insurance; partial compensation for wage loss incurred through off-the-job accidents or sickness; and money or services covering hospital, surgical, medical, and maternity care for workers and their dependents. Pension plans provide a monthly income for life, in addition to that provided under the Federal social security program, to qualified workers who retire and, in an increasing number of plans, to those totally disabled. A previous chapter discusses how these and other fringe benefits form an important part of the worker's remuneration in the United States.¹ This chapter deals briefly with the development of employee-benefit plans and with the types and levels of benefits and other features of these complex arrangements.

Development of Employee-Benefit Plans

Of the 18 million workers in the United States under collective bargaining agreements in 1956, more than two-thirds were covered by health and insurance plans and more than two-fifths by pension plans. In 1945, in contrast, only about a half million workers under agreements were covered by any type of plan. Thus, the development of an extensive system of employee benefits financed in whole or in part by employers, and the important part such benefit plans play in collective bargaining programs, are almost entirely products of the past decade.

The development of health, insurance, and pension plans, however, was not as rapid and spontaneous as the statistics would suggest. Many programs now under collective bargaining were originally instituted by employers and subsequently brought within the scope of collective bargaining agreements, often without a change. Moreover, some unions originated as benevolent societies, primarily concerned with providing death, sickness, and old-age benefits to their members. Some benefit programs sponsored and financed by unions have been brought within the collective bargaining area so that the employer pays all or part of the cost. The acceleration of trade union interest in health, insurance, and pension plans has been a major force in the spread of these plans during the past decade.

Impetus to this drive was provided by several external factors, including: (1) Wartime wage stabilization and taxation policies, which encouraged the adoption of employee-benefit plans

¹ See chapter 2:09, Fringe Benefits Under Collective Bargaining.

and made them less expensive to the employer; (2) the lag in the adjustment of the Federal social security program to rising living costs; (3) the U. S. Supreme Court's affirmation, in 1949, of the employer's legal obligation to bargain on pension plans; and (4) the 1949 report of the Steel Industry Factfinding Board (appointed by the President but not empowered to express a Government policy) which lent substantial support to the union position that industry has both a social and economic obligation to provide social insurance and pensions to workers. One important factor clearly was the attitude of the larger unions, which placed health, insurance, and pension plans high in the priority of demands, possibly at the cost of equivalent wage increases or other fringe benefits.

Health and insurance plans, which comprise several types of benefits, are necessarily subject to relatively frequent reevaluation in the light of changing costs, needs, and experience. The provisions of pension plans, on the other hand, tend to be stabilized over longer periods. When these benefits first appeared as major collective bargaining issues, unions concentrated on negotiating basic plans or bringing existing plans within the scope of the agreement, and on coping, as best they could, with the many difficult technical problems involved in the establishment, financing, and operation of these plans. During recent years, as plans continued to spread throughout the country, unions have sought to improve the plans by adding new benefits, increasing the level of benefits, broadening the coverage of health and insurance plans to include dependents and retired workers, adding vesting provisions and other features to pension plans to safeguard the equity and rights of individual workers, and, in those situations where the workers shared the cost of the programs, transferring the entire cost, or a larger share, to the employer. Increasing interest has been evidenced among unions in comprehensive prepaid medical care programs of the type available to members of the United Mine Workers and of several other unions participating in communitywide medical care programs.

Although some unions have had long experience in these matters, it is important to remember that bargaining on health, insurance, and pension plans, on the whole, has a short history. Many programs, particularly those providing for pensions, have been the subject of union-management negotiations only once or twice since their inception. Some programs and some funds, as recent congressional investigations have revealed, have not always been administered wisely or honestly. Despite the likelihood of many changes in the future, substantial protection against the financial hazards of sickness, old age, and death will undoubtedly remain a part of workers' pay and employers' cost of doing business.

Provisions of Health and Insurance Plans²

Health and insurance plans vary widely in terms of the type of benefits provided and the amount or duration of the benefits. The six major benefits currently available for workers are (1) life insurance, (2) accidental death and dismemberment, (3) accident and sickness (temporary disability), (4) hospitalization, (5) surgical, and (6) medical care. Other benefits provided by some plans include such supplementary items as polio expense insurance, major medical expenses insurance, and special accidental injury insurance. The benefits most likely to be extended to workers' dependents are hospitalization, surgical benefits, and medical care benefits. Provisions for maternity cases are found within each of the benefits available to workers and their dependents. A substantial proportion of plans extend one or more benefits to retired workers; many of these also cover dependents of retired workers.

Employees are usually eligible to participate in the plans within 4 months of hiring. Age barriers to participation are rare, although some plans may reduce particular benefits when workers reach certain advanced ages. Women workers are generally assured the same level of benefits as men.

Under many plans, the employer pays all of the costs for worker benefits; however, a substantial number of workers are covered by plans under which they must contribute part of the cost. The employer usually pays all or part of the costs of dependents' coverage, although in some cases the workers may carry this cost alone.

The nature of the individual benefits provided under health and insurance plans is summarized below. Data are based on a study of plans in effect in late 1955. Changes in plans occurring between 1955 and 1958 were generally in the nature of increases in the level of benefits of one or more of the types of coverage offered by the plans, and in the inclusion of coverage for workers' dependents and for retired workers and their dependents. In the following discussion, where reference is made to benefits payable for on-the-job accidents, it should be understood that these are supplements to the benefits payable under State workmen's compensation legislation. Because plans vary so widely in the way

² Based on BLS Bull. 1221, Analysis of Health and Insurance Plans Under Collective Bargaining, Late 1955, and Bull. 1236, Digest of One Hundred Selected Health and Insurance Plans Under Collective Bargaining, Early 1958.

benefits are provided, in the level of benefits, in duration, and in other features, a brief summary can cover only a few general or predominant characteristics.

Life Insurance.—Payable to beneficiaries upon death from any cause, the type of insurance available to workers through company-sponsored plans is generally group term, without paid-up or cash surrender value. Some plans provide for the same amount to all workers covered; others provide for different amounts depending on such factors as earnings or length of service. An analysis of plans providing for the same amount to all workers showed a range of \$400 to \$10,000, but more than half these plans provided less than \$2,500 coverage, or less than a normal year's income. Under graduated plans, most workers were assured that, in case of death, their beneficiaries would receive an amount equal to or exceeding their earnings for a year.

Accidental Death and Dismemberment Benefits.—Usually a supplement to a life insurance program, this feature provides extra payments in the event of accidental death and special payments for accidental dismemberment. Most plans provide the face value of the life insurance policy for accidental death (or double indemnity) or for the loss of two or more limbs. Single dismemberment is generally compensated for at half the multidismemberment rate.

Accident and Sickness (Temporary Disability) Benefits.—Under this important feature of most health and insurance plans, workers receive partial payment for wage loss incurred through off-the-job accidents or illnesses. An increasing proportion of plans also provides benefits for disabilities arising from occupational causes, thereby supplementing workmen's compensation payments. Typically, an eligible worker, under the care of a physician but not necessarily confined to his home or to a hospital, receives a payment each week up to the maximum period stipulated in the plan. In most cases, benefits for accident cases begin immediately, but benefits for sickness are generally not payable until after the seventh day.

As with life insurance, some plans provide the same benefit to all workers, while others graduate the amount according to the worker's earnings or length of service. In a sample of graduated plans, weekly payments for a worker earning \$4,000 a year (\$76.92 a week) ranged from \$25 to \$55, with an average of approximately \$40 or more than half the wage loss. Uniform plans also ranged up to a \$55 level, but the average amount was approximately \$30.

About half the plans studied made payments available for up to 26 weeks for any one disability.³ Most of the remaining plans set the maximum at 13 weeks for each disability. Generally, the longer benefit periods accompanied the higher benefit levels.

Hospital Benefits.—The two major components of hospital benefits are (1) the allowance for bed, meals, special diets, and general nursing care, and (2) allowances for such services as use of operating rooms, supplies, and certain laboratory examinations, medicines, X-ray examinations, etc. The plans generally stipulate the maximum number of days for which full room and board benefits are provided; under some plans, an "extended coverage" period is allowed at a lower level of benefits. So-called "cash" plans, of the type generally offered by commercial insurance companies, provide for fixed room and board allowances (e. g., \$12 a day) to be applied toward the expenses incurred by the worker or his dependent. "Service" plans, typified by the Blue Cross program,⁴ assure the worker or his dependent of a specified service (e. g., a semiprivate room). Extra allowances are also provided either on a "cash" or "service" basis. Some plans combine the two methods.

At the beginning of 1956, the more common full benefit periods were 31, 70, or 120 days, available for each separate disability. The majority of plans offered up to 70 or more days of hospital care, if needed. Dependents were entitled to the same period available to workers under most plans. Daily cash room and board allowances ranged from less than \$8 to more than \$16. The average allowance for workers was \$11.12, and for dependents, \$10.31. The maximum room and board allowances (the product of the daily cash allowance times the maximum number of hospital days provided under the plan) averaged \$781 for workers and \$673 for dependents. Under service plans, the maximum benefit available is determined by the length of hospital stay.

³ The terms "for each disability" and "for any one disability" as used in health and insurance plans mean, in general, that the amount of benefits previously received by a worker has no bearing on the amount of benefits available to him in the future for the same and/or other disabilities. In other words, the worker does not exhaust his protection.

⁴ Blue Cross plans are sponsored by local nonprofit affiliates of the Blue Cross Commission of the American Hospital Association, a private organization.

A number of plans stipulated a maximum cash allowance for hospital "extras." These ranged from \$50 to more than \$600; the average was between \$125 and \$150. Other plans, particularly the "service" type, listed the extra services available to the worker and his dependents without cost.

Surgical Benefits.—Under most plans, surgical benefits are available for virtually all types of operations resulting from nonoccupational disabilities. The common procedure is to provide a specified allowance, which may or may not cover the surgeon's charge. Some plans cover the full cost of the operation.

At the beginning of 1956, maximum allowances (those for the most expensive operation) ranged up to \$565 in 300 plans studied. The average maximum was \$263 for workers and \$256 for dependents. The average allowances for an appendectomy, to take one specific type of operation, amounted to \$128 and \$122 for workers and dependents, respectively.

Medical Benefits.—The chief type of medical benefit provided by health and insurance plans consists of cash allowances for physicians' visits. Almost all plans with medical benefits cover fees for doctors' services in a hospital, but less than half of the plans also cover treatment outside a hospital. Plans usually establish a maximum dollar limit for each disability; at the end of 1955, these maximums averaged \$459 for workers and \$324 for dependents. Some "service" plans, on the other hand, provided complete prepaid medical care programs.

Maternity Benefits.—Under most plans, women workers and dependent wives are able to utilize the various plan provisions for disabilities arising from pregnancy. However, in most cases maternity benefits are less liberal than those available for other types of disability. For example, accident and sickness benefits for women workers in pregnancy cases might be limited to a maximum of 6 weeks. In some plans, a general lump-sum allowance is provided for maternity care (e. g., \$150) in lieu of other plan benefits.

Major or Comprehensive Medical Benefits.—Protection against the extraordinary financial costs of extended illness is one of the newer features of health and insurance plans, as yet not too common. A "major medical" benefit usually supplements the hospital, surgical, and medical benefits provided in the basic plan, as in this example: A worker incurs total medical care expenses of \$3,000 during a long illness. The basic plan covers \$900 of this amount. Under an extended illness feature, the worker may bear

the next \$100 of charges (called the "deductible"); of the remaining \$2,000, the plan pays 75 percent. In short, the worker is reimbursed or covered for \$2,400 out of a total expense of \$3,000. This type of insurance is frequently called "catastrophe" insurance, to signify the shattering effect of a major and costly illness on the life of the average worker.

Provisions of Pension Plans

In contrast with the wide scope and purpose of health and insurance plans, pension plans have one basic objective—to provide an income for life to workers who retire. This income is usually a supplement to what the retiring worker will obtain through the Federal old-age and survivors' insurance program.

Types of Retirement Benefits.—Under most pension plans, a monthly retirement benefit is available to a worker when he reaches a specified age and has been employed by the company for a stipulated number of years. The amount of money he is to receive generally depends on his length of service and, under many plans, his level of earnings. The retired worker generally gets the maximum income when he qualifies for so-called "normal" retirement benefits, that is, when he has attained the plan's designated normal retirement age (usually 65 years).

Two other important types of retirement benefits may be available to the employed worker. Early retirement provisions, found in many plans, enable the worker to retire, on a reduced income, before reaching the normal retirement age (e. g., at 60 instead of 65 years). Under disability retirement provisions, also a fairly common feature of pension plans, a qualified worker who becomes permanently and totally disabled may retire on an immediate benefit.

During recent years, increasing attention has been focused on vesting, that is, guaranteeing the worker's equity in a pension plan should his employment be terminated before he becomes eligible for retirement. Under vesting provisions, the worker who fulfills the requirements (usually by attaining a specified age, e. g., 40 years, and a minimum service qualification, e. g., 10 years) and loses or leaves his job is assured of some income when he reaches retirement age, wherever he is then employed.

Level of Benefits.—Plans vary widely in the amount of income provided to the retiring worker. On the average, plans to which the workers contribute provide a higher level of benefits than noncontributory plans. In a 1952 study of 300 pension plans, the

U. S. Department of Labor's Bureau of Labor Statistics found that, for workers earning \$4,000 annually and completing 30 years of service, plans provided for normal retirement benefits ranging from \$100 to over \$250 a month, including \$85 in Federal social security benefits. The average benefit amounted to \$136.76 a month or 40 percent of preretirement earnings; of this amount, an average of \$48.76 was provided by the private plan.

Benefit levels for both private and Government programs have increased since 1952. A Bureau of Labor Statistics survey of 100 plans made in the winter of 1957-58 showed that for a worker earning \$4,200 annually and completing 30 years' service the median plan provided between \$170 and \$180 a month, including maximum primary Social Security benefits of \$108.50 a month. A 1958 amendment to the Social Security Act provides for an additional maximum benefit of \$7.50 per month, starting in February 1959.

Involuntary Retirement.—A recent Bureau of Labor Statistics study of the status of older workers under pension plans reveals some of the shortcomings of current plans:

Although a boon to the worker who reaches retirement age with the necessary qualifications and who wants to retire, a pension plan may present or continue some problems for the older worker who is seeking a job, for the worker who cannot qualify for retirement pay, and for the worker who does not want to retire. For example, an older job applicant may be faced by a hiring-age limitation based on pension cost considerations, whether real or fancied. The newly hired worker may find that he cannot participate in a pension plan because of his age or he may not be able to work long enough to qualify for benefits. The employed older worker may be separated from his job through no fault of his own and lose all of his accrued equity in the pension program. Finally, upon reaching a certain age, a worker may be compelled to retire under plan provisions although he may be economically or psychologically not ready for retirement.

In the 1952 and 1958 studies previously mentioned, more than half of the pension plans had provisions for compulsory retirement, that is, the worker at retirement age lost the privilege of deciding whether to retire or to continue at work. The ages

most frequently designated were 65 and 68. However, under most of the plans providing for compulsory retirement, the employee could continue to work and defer retirement if he obtained the employer's consent.

In general, unions are opposed on physical, economic, and social grounds to compulsory retirement. Many employers support compulsory retirement as an aid to plant efficiency and as a device to avoid favoritism on the question of retirement age. Attitudes toward involuntary retirement based on age alone are currently being reexamined in the light of the increasing life expectancy and capabilities of older workers.

Survivor Benefits.—Many pension plans allow the worker, before retirement, to choose to have his payments continued to his beneficiary in event of death. To provide this protection, the worker generally receives a lower monthly payment. In some cases, the worker can select one of several methods of apportioning his retirement income. Of the 100 plans studied in 1957-58, about half contained survivor option provisions.

2:11 Government's Role in Labor-Management Relations ¹

Through a complex and ever-changing body of law, judicial decisions, and the rulings of administrative agencies, the Federal and State Governments are involved in many aspects of labor-management relations, although by no means in every aspect or in every situation. The influence or participation of Government may be growing, although there seems to be, at least at the present time, common agreement among Government, labor, and management spokesmen on the desirability of keeping Government "interference" to a minimum. For an understanding of the role of Government in labor-management relations in the United States, attention needs to be directed to the nature and purpose of, rather than the details of, existing measures of regulation and control and to the limits within which Government involvement is usually confined.

Before the enactment of the Wagner Act in 1935, most Government involvement in labor-management relations (except for the railroad and shipping industries) was exercised by the States and the courts. Since 1935, however, the Federal Government, principally through the Wagner Act and the Labor Management Relations (Taft-Hartley) Act of 1947, has taken a more active and important role. This has not eliminated the States from the field; rather, it has given rise to some problems in Federal-State relationships, including overlapping jurisdiction and gaps in which neither the Federal Government nor the States operate.

The laws affecting labor-management relations, supplemented by administrative rulings, are complex. However, certain basic principles, which may or may not be unique to the United States, stand out. The purpose of this brief report is: First, to try to isolate those aspects of the Government's role (whether Federal or State) which are fundamental; second, to list certain types of Government involvement which are not practiced in the United States (what the Government does not do) but which may be found in other countries; and third, to summarize the more important laws and activities of Federal and State Governments affecting labor-management relations.

¹ This chapter does not deal with social security legislation, matters relating to safety and other labor standards, and other problems which, although they may affect labor-management relations in some way, are not basically part of that relationship.

Many of the previous chapters in the "Guide" covered certain aspects of the Government's role in labor-management relations, some in more detail than is possible in this chapter.

Certain cautionary remarks are in order. First, a current profile of the Government's role is given here; a generation ago the picture was substantially different and it may also be quite different in the future. Moreover, national emergencies, such as World War II and the Korean conflict, require drastic modifications of peacetime practices. Second, one can find exceptions to virtually every general statement of policy or practice in the United States. What appear to be the more significant exceptions are pointed out where appropriate, but the list is not complete. Third, many aspects of Government involvement have been and are today lively topics for debate and controversy in the United States, as is fitting in a democracy. Certainly no one would claim that the needs or goals of labor or management, or the general public, or the Government, have been fully realized in the legislation in effect today. Fourth, prepared by laymen (nonlawyers) for the guidance of other laymen, this report should not be construed as reflecting the official views or opinions of any agency of the United States Government.

Basic Principles

Some of the fundamental principles which form the foundation for Government participation in labor-management affairs are implicit in the Constitution of the United States; others are of more recent origin or development. In this report, the cornerstones of Government policy are identified as (1) freedom of association, (2) right to bargain collectively, (3) free collective bargaining, (4) the right to strike, and (5) of a somewhat different order, Government advocacy of the use of reason through assistance in developing and maintaining informal and efficient collective bargaining practices and procedures.

Freedom of Association.—The right of employers and workers to form and join organizations of their own choice is implicitly guaranteed by the 1st, 5th, and 14th amendments to the Constitution. The right to form and join unions is an important aspect of freedom of association. Further protection of this right, in the form of special enforcement procedures in Federal legislation applicable to interstate commerce, is provided to all but a few types of workers (e. g., supervisors, government workers, farm workers, domestic servants); all workers, however, retain their general right under the Constitution. The most important Federal law dealing with the right to organize is the Labor-Management Relations Act.²

² See The Unionization of White-Collar Workers (chapter 1:05) for an elaboration of freedom of association for white-collar workers.

Freedom of association encompasses the right of organizations, including unions, to conduct their internal affairs and to advance their own interests as they see fit, provided that the purposes and methods are lawful, that the public interest is safeguarded, and that the rights of members are protected. The right of union members to select their own officers and the persons who represent them in collective bargaining is not restricted in any significant way.

Protection of freedom of association also requires protection of workers in the legitimate exercise of this right. Thus, it is an unfair labor practice under the terms of the Taft-Hartley Act for employers to interfere with or coerce employees in the exercise of their rights to form unions and to engage in other concerted activities.

Right to Bargain Collectively.—It is the policy of the United States Government, expressed in major legislation, to encourage and protect the practice and procedure of collective bargaining. Thus, employers are required to recognize a union and negotiate with it when a majority of their employees designate or form a union to represent them, and to maintain a collective bargaining relationship as long as the employees desire it. Moreover, both employers and unions must bargain in "good faith": that is, merely going through the motions of bargaining without an intent to arrive at an agreement does not satisfy the requirements of law.

The principle of "majority rule" is a fundamental part of labor-management dealings in the United States and is one of the factors, perhaps a major one, contributing to the growth of unions and to the importance of collective bargaining in the American economy (as contrasted with experience in other advanced countries). A union designated by the majority of workers in a particular unit (e. g., a plant) gains the exclusive right and, indeed, must assume the responsibility of representing all workers in the unit, including nonmembers; and the agreement ultimately negotiated likewise applies to all workers in the unit.

Free Collective Bargaining.—The word "free" is frequently used to characterize collective bargaining in the United States. It means in general that, with exceptions to be noted, unions and managements are free to negotiate on any matter they consider relevant, that they alone decide the terms of the agreement, and that Government has no part in determining the scope or the results of bargaining.

The Taft-Hartley Act stipulates some exceptions, of which a ban on closed-shop provisions is probably the major one. In exercising a prerogative permitted by this Act, 19 States have enacted so-called "right to work" laws which ban all types of union security provisions (closed shop, union shop, and maintenance of membership).³

Obviously, labor and management cannot agree to commit an unlawful act. Agreements to fix prices to products or to control output, in such a manner as to restrict free competition, are in violation of Federal antitrust laws.

Right to Strike.—The right to strike is regarded as virtually an absolute right, guaranteed by the Constitution's ban on involuntary servitude, but one hedged with certain restrictions in the public interest (not too narrowly defined). For example, Federal Government employees are not permitted to strike and several States outlaw strikes in government service and public utilities. Certain delays or "cooling off" periods (but not a ban) are required in situations in which a strike may result in a national emergency. Strikes in violation of agreements or during the period of notice of intent to modify agreements (required by the Taft-Hartley Act) are not protected activities under the act. These instances do not appreciably weaken the importance or exercise of the right to strike. Historically, the strike or the threat of strike has been a major part of labor's resources, and the American labor movement, with substantial support from Government and the public, considers the exercise of this right, largely unrestricted, as the hallmark of a free society.

The Use of Reason.—No one can be compelled to be reasonable, to argue or negotiate on a basis of logic and fact, or to consider the consequences of his actions. Persons engaged in collective bargaining or other aspects of labor-management relations are free to be ill informed and to make mistakes. The Federal Government and many States, however, are concerned that the development and maintenance of rational practices and procedures should not be stifled by the lack of the type of assistance that Government agencies can render.

³ See Glossary of Current Industrial Relations Terms (chapter 4:01) for definitions of these terms.

Thus, the Federal Government provides fact and analyses of economic, business, and industrial relations significance readily available to all possible users.⁴ For example, the Bureau of Labor Statistics' Consumer Price Index is widely used in the determination of wage changes under collective bargaining agreements. Mediation services are maintained to assist negotiators, when such assistance is needed, in overcoming obstacles to the peaceful settlement of differences.⁵ The National Labor Relations Board, which administers the Taft-Hartley Act, and the courts have ruled that one of the requirements of bargaining in good faith on the part of the employer is supplying the union with the necessary company data on issues under negotiation. A provision in the Taft-Hartley Act authorizes the Bureau of Labor Statistics to maintain a file of agreements for public use and to furnish information and data that may aid in the settlement of disputes. Although advancing the development of sound and rational collective bargaining is of prime importance to the Government, the Government stops short of actions which might influence collective bargaining decisions (except perhaps in emergency situations) or which might favor one side against the other. Freedom to accept or not to accept such assistance as the Government can offer is a prerogative of management and unions.

What Government Does Not Do

The principles enunciated above are by no means unique to the United States.⁶ What is perhaps unique is the way in which these principles are interpreted and carried out. To highlight the characteristics of United States policy and the differences which may exist among countries, it is useful to list some of the practices found elsewhere which are not followed in the United States. Where appropriate, the alternative procedure in use here is pointed out. It must be emphasized that the purpose of this listing is not to suggest that these practices are inherently wrong or unsound. Many of these practices, in fact, are consistent with concepts of democracy and a free society.

⁴ See Trade Union Uses of Economic Data (chapter 1:07).

⁵ See Mediation and Conciliation (chapter 2:04).

⁶ Conventions and resolutions adopted by the International Labor Organization in these areas attest to the widespread advocacy of certain fundamental principles in industrial relations.

No Official General Wage Policy.—Government officials may suggest a certain general wage policy as desirable, or decry certain unwise policies which may seem to exist, but they do not put into effect by law any given policy, whether one of restraint or one to guarantee increases.

No Wage Fixing.—Outside of minimum wage laws, which simply provide a floor to wages, and the wages of its own employees,⁷ Government has no control over specific wage rates or wage structures in the United States economy.

No Compulsory Arbitration.—With minor exceptions, there is, in the United States, no compulsory arbitration (that is, a legal requirement that parties take a dispute to arbitration and abide by the decision of the arbitrator under penalty of law). No arbitrators are in the employ of the Federal Government. Arbitration is widely used, but this use is entirely voluntary and the parties select their own arbitrators.

No Compulsory Conciliation or Mediation.—with a principal exception in the case of railroad and airline disputes and in national emergency disputes, the process of Government mediation and conciliation is voluntary, that is, (1) it depends for success on the will of the parties; (2) it does not operate legally to restrain unions from striking or to require unions to postpone strikes for a stipulated period; and (3) it is largely a confidential service, so that whatever recommendations the mediator makes may be freely accepted, modified, or rejected by either party without fear of public pressure.

No Restrictions on Coverage or Scope of Agreements.—Labor-management agreements may cover a single company or many companies, in some instances an entire industry. The determination of the scope of employer coverage is the responsibility of unions and management, not the Government's. The National Labor Relations Board may act in cases of disputes on this point arising under the Taft-Hartley Act, but each dispute is handled on its own merits without the influence of an overriding Government policy in favor of or opposed to any particular type of employer coverage.

There are certain Government restriction on what can go into an agreement (e.g., limitation on union security provisions) but there are no Government requirements as to what matters

⁷ See other laws and agencies, p. 11.

must be covered by agreements. For example, a union and a company may deal with the matter of wage rates in any way they please.

No Extension of Agreements Beyond the Signatories.—Only the signatories to a collective bargaining agreement and the persons they represent are bound by its terms. The Government does not extend any agreements to other companies or to an industry as a whole.

No Registration of Agreements.—Agreements are not registered by the Government and, with some exceptions, employers and unions are under no legal obligation to file agreements with a Government agency. The Bureau of Labor Statistics is required by the Taft-Hartley Act to collect and maintain a file of all available agreements for public use, but the submission of agreements by the parties is entirely voluntary.

No Compulsory Fringe Benefits.—The Government does not require employers to provide paid vacations, paid holidays, life insurance, hospitalization, private pension plans, profitsharing, supplementary unemployment benefits, dismissal pay, or any of the other fringe benefits that are found in collective bargaining agreements. However, certain overtime compensation standards are required under Federal legislation; four States have temporary disability payment laws; and employers do contribute to the Government's unemployment insurance and social security programs, and the like.

No Labor Courts.—Labor courts or Government boards set up to handle workers' grievances or arbitrate disputes arising under agreements are not found in the United States (except as provided for under the Railway Labor Act). Settling grievances and resolving the disputes that arise in this process are generally voluntary undertakings which do not involve the Government.

No Licensing of Unions.—Unions are voluntary organizations and need no license from the Government to operate. Certain reports are required by Federal and State legislation, but these are concerned mainly with financial accountability and other responsibilities to union members. Unions may incorporate if they wish, and a few have done so, but there are no compulsory incorporation requirements to be met.

No Compulsory Union Membership.—The Government does not compel any worker to join a union. The negotiation of union security provisions in agreements is a responsibility of unions and companies. Restrictions on the types of provisions that may be negotiated have been pointed out previously.

No Compulsory Cooperation.—The establishment and operation of joint labor-management committees in plants, or any other type of cooperative undertaking, are entirely voluntary matters. No compulsion or requirements are laid down by law.

Summaries of Important Legislation and Government Activities

The Labor Management Relations (Taft-Hartley) Act, 1947.—The purpose of this act is (1) to set forth the rights of employers and employees in their relations, (2) to prevent interference in the exercise of these rights, (3) to protect the rights of individual workers in their relations with unions, and (4) to protect the rights of the public in connection with labor disputes affecting interstate commerce. The act does not apply to employees in an establishment where a labor dispute would not affect interstate commerce, and also specifically excludes, among other, employees subject to the Railway Labor Act, supervisors, government employees, and agricultural workers. The act is administered by the National Labor Relations Board.

Under this act, the right of workers to organize and bargain collectively with their employers is guaranteed. Employment discrimination based upon an employee's union membership or activity, or his nonmembership, is prohibited on the part of both employers and labor organizations. The closed shop is banned, but the union shop and checkoff of union dues are permitted. Secondary boycotts, under most circumstances, and jurisdictional strikes are prohibited. A 60-day notice of intent to change or terminate a union agreement is required.

Employers and unions alike are forbidden to engage in a number of "unfair labor practices" in addition to those mentioned above. Procedures for dealing with these practices are set forth in the act, as are the remedies to be applied.

Elections conducted by the National Labor Relations Board to determine the collective bargaining representative for a bargaining unit are provided for, and the rights of the bargaining representative are stated. What constitutes an appropriate bargaining unit is determined by the Board.

The act places special restrictions on work stoppages which might result in the creation of a national emergency, or would imperil national health and safety. The procedure for dealing with these disputes is made the responsibility of the President of the United States, who may appoint a board of inquiry to investigate and report on the issues involved (with recommendations). After receiving the report, the President may direct the Attorney General to ask for an injunction banning the stoppage. Following a

60-day period, during which the parties are expected to try to settle their differences with the aid of the Federal Mediation and Conciliation Service, plus an additional 15 days allowed for an election to determine whether the workers involved in the dispute wish to accept the employer's final offer, and 5 days more for the National Labor Relations Board to certify the voting results to the Attorney General, the court must be requested to lift the injunction. If the dispute is not resolved at this point, the President reports to Congress and may make recommendations for appropriate action. Presidential recommendations dealing with terms of settlement are not binding on the parties.

Other provisions of the act place restriction on payments by employers to employee representatives, provide for suits for violation of contracts by and against labor organizations, and ban political contributions by corporations and labor organizations (but not by corporation executives or stockholders or union members as individuals).

The Labor Management Relations Act is administered by the National Labor Relations Board, composed of five members appointed by the President with the consent of the Senate. The major functions of the Board and its staff are to enforce the restrictions against unfair labor practices set forth in the act, and upon petition to determine the appropriate bargaining unit and conduct elections among employees in the choice of unions. The employees may also reject any union representation.

As a condition for using the services of the National Labor Relations Board, unions are required to file a Labor Organization Registration Form with the Secretary of Labor each year. This form, among other types of information, calls for an accounting of the union's income and disbursements and assets and liabilities, salaries and allowances paid to principal officers, and a copy of the union's constitution or bylaws. The principal purpose of this registration requirement is to allow members an opportunity, if not otherwise available, to learn something about the financial status of their union. It is not a licensing requirement; that is, unions need not file if they have no need of National Labor Relations Board's services, and large numbers of local unions and some national unions choose not to file. Moreover, no standards are set for union financial practices, except that honest and correct figures be reported.

Another requirement for requesting National Labor Relations Board's services is the filing of non-Communist affidavits by union officers.

Railway Labor Act (1926).⁸—This act governs labor-management relations in the railroads and airlines industries, making it the mutual duty of carriers and unions to make and maintain agreements. This act guarantees and provides for the exercise of labor's collective bargaining rights. Specific procedures for making and revising agreements, and for settling disputes arising out of existing agreements, are prescribed in the act.

Two agencies administer the act. The National Mediation Board, composed of three members appointed by the President with the consent of the Senate provides aid in resolving disputes concerning (1) the designation of representatives for collective bargaining purposes, (2) negotiation of changes in rates of pay, and of new and revised collective bargaining agreements, and (3) interpretation of agreements reached through negotiation. The National Railroad Adjustment Board, composed of 36 members, half of whom are selected by the carriers and half by the national railway labor organizations, makes final and binding decisions in disputes arising from grievances or the application and interpretation of existing agreements.

The Anti-Injunction (Norris-LaGuardia) Act (1932).—This act defines and limits the powers of Federal Courts to issue injunctions in strikes and outlaws contracts whereby a worker agrees, as a condition of employment, not to join a union (the so-called "yellow dog" contract).

Other General Regulatory Laws.—The Anti-Strikebreaker Law (Byrnes Act, 1936) forbids the transportation in interstate commerce of persons employed to interfere with peaceful picketing or with the rights of employees to organize. The Lea Act (1946) prohibits certain types of coercive labor practices in the radio industry, such as compelling a radio station to employ more persons than are needed, or using coercion to restrict the use of recorded or other types of programs or to require extra payment in place of hiring additional employees.

Assistance in Collective Bargaining.—The Federal Mediation and Conciliation Service is an agency of the United States Government established to assist labor and management in arriving at peaceful settlements of labor disputes. Formerly a division of the Department of Labor, it was set up as a separate agency by the Labor Management Relations Act in 1947.

⁸ See The Railroad Industry (chapter 3:04).

The Service has no law enforcement authority or compulsory powers. Its mediators rely entirely on the persuasive techniques of mediation and conciliation to bring about settlement of industrial disputes.⁹ Generally, the Service attempts to mediate only if the dispute threatens a substantial interruption of interstate commerce. It may intervene in a dispute at the request of one or more of the parties involved, or on its own motion.

Other Laws and Agencies.¹⁰—Minimum wages, overtime pay, and child labor are regulated by the Fair Labor Standards Act (1938). The provisions of this act apply to employees engaged in interstate commerce or in the production of goods for interstate commerce. The present minimum wage under the act is \$1 an hour. Overtime at the rate of time and one-half is required for hours in excess of 40 hours a week. A general 16-year minimum age limit is established for nonhazardous work, and an 18-year minimum for hazardous work.

Other laws regulating wages and hours include the Public Contracts (Walsh-Healey) Act (1936), which sets minimum wage, overtime compensation, child labor and health and safety standards for work on contracts in excess of \$10,000 for supplies for Federal Government use; the Prevailing Wage (Davis-Bacon) Law, which provides for payment of prevailing wages to the various classes of laborers and mechanics on Federal Government construction contracts; the 8-hour law, also applying to these contracts, which limits the working day to 8 hours without the payment of overtime; and the Anti-Kickback Law, which imposes a penalty for forcing any worker on a contract financed from Federal funds to give up any part of his compensation to the employer or his agent.

Certain other activities of the Department of Labor may influence industrial relations or practices. These activities include the employment service, which promotes and develops a nationwide system of public employment offices to bring workers

⁹ See Mediation and Conciliation (chapter 2:04).

¹⁰ A Welfare and Pension Plans Disclosure Act was signed by the President in August 1958, to become effective on January 1, 1959. This act was designed to protect participants in private employee welfare and pension plans by requiring plan administrators to disclose significant information regarding financial operations and other related matters to plan beneficiaries. Copies of the descriptions of the plans and annual reports, as required by the act, are to be filed with the U. S. Department of Labor for public use.

and employers together; the unemployment insurance program, as carried on jointly by Federal and States Governments; programs for the training of workers, both as apprentices and through re-training programs; services to veterans; and promotion of safety programs for the protection of workers on the job.

Providing Statistical and Analytical Information.—Furnishing information useful to parties engaged in collective bargaining and in other aspects of industrial relations is another important service of the Federal Government. Data are regularly published on the operations of the economic system in general and on such specific items as wages, employment, price levels, hours of work, productivity, provisions in union agreements, industrial accidents, etc. These data are used by unions, employers, employer organizations, mediators, arbitrators, business periodicals, the press, and Government agencies.

The source for much of these statistics is the Bureau of Labor Statistics of the U. S. Department of Labor. This Bureau has no enforcement or administrative functions. Its primary function is the collection and analysis of data, most of which it obtains from employers' business records. These data are supplied by employers on a voluntary basis, under a pledge of confidentiality for individual company information.

State Legislation Affecting Union-Management Relations

In the United States, certain legal rights and powers are within the province of the Federal Government, and certain others are reserved to the individual States. In the area of legislation affecting labor, national legislation is usually applicable to those matters which transcend State lines. The Labor Management Relations (Taft-Hartley) Act of 1947, for example, is applicable to workers and employers engaged in industries affecting commerce between the States. Within each State, many workers are excluded from coverage of the act.

Many States have passed laws to apply where Federal laws are not applicable, or to deal with strictly local situations. Thus, 12 States have laws similar to the Labor Management Relations Act, applicable to the workers not covered by that Act. These laws generally guarantee to workers the right to organize, to select a union to represent them, and to bargain collectively. Unfair labor practices are defined for both employers and employees in most of these statutes.

In the matter of settling disputes, 42 States and 3 territories have established procedures for voluntary mediation or conciliation, while 3 additional States have set up programs for dealing with public utility disputes only. Each of 18 States employ one or

more full-time mediators; 6 have full-time mediation boards. Almost all States provide facilities for voluntary arbitration if mediation fails.

So-called "right to work" laws, in effect in 18 States in mid-1958,¹¹ prohibit union security provisions in collective bargaining agreements by requiring that no one shall be denied the right to work because of membership or nonmembership in a labor union. That is, union membership or the lack of it cannot be a condition of obtaining or continuing employment. In this manner, the closed shop and the union shop, as well as maintenance of membership provisions, are forbidden.

Several States regulate or prohibit certain kinds of strikes, picketing, or boycotts. In a few States, strikes are prohibited unless the workers themselves vote in favor of the work stoppage. Occasionally, a strike notice to the appropriate State enforcing agency is required, stating that after so many days the workers will strike. During this "cooling off" period, which ranges from 10 to 30 days in different States, the State agency generally tries to bring about settlement by mediation. About one-third of the States prohibit sitdown, sympathy, or jurisdictional strikes.

One-third of the States prohibit certain types of picketing, including mass picketing, picketing where no labor dispute exists, picketing of homes, and "stranger" picketing (when the persons picketing have no relationship to the employer). Secondary boycotts are also prohibited in about one-fourth of the States.

About one-third of the States have requirements for the filing of union financial statements and other reports similar to the requirements under the Taft-Hartley Act. Five States prohibit unions from making financial contributions to political campaign funds.

Supplementing the Fair Labor Standards Act, which covers workers engaged in interstate commerce or the production of goods for interstate commerce, 33 States have enacted minimum wage laws, principally applicable to women and minors. In 11 States, laws apply also to men not covered by the Fair Labor Standards Act. State minimum wage standards are usually below the Federal standard.

Enforcement of the various State laws, and assistance to workers and employers in maintaining good working relationships, generally rest with the Department of Labor of each State. In addition, these departments frequently have statistical and research functions. State Labor Departments are found in almost all States.

¹¹ In addition, 1 State bans union security provisions covering agricultural workers.

2:12 Labor-Management Programs in Training and Retraining Workers

The problem of training and retraining workers is of major importance in all countries, since the skills of the work force contribute powerfully to the character and level of industrial output and the rate of industrial growth. In most establishments in industrially advanced countries, there are constant innovations in products, materials, and methods to meet the demands of a dynamic market: Manufacturing methods are improved; new machines of increasing complexity are introduced; and new plants are built. Training is a never-ending problem in a growing economy, since the labor requirements for all types of productive activity tend to change continuously.

Just as industrial patterns change, so composition of the labor force also undergoes continual alteration—new workers enter the labor market; others leave it. Many workers move from job to job, often to occupations with which they are not thoroughly familiar, particularly if workers with specific skills are not available in the labor market.

In the United States, various programs have been devised to provide workers with the types of training called for by different types of work. Highly skilled craft occupations, for example, require more than routine knowledge of processes involved, the exercise of considerable independent judgment, a high degree of dexterity and, in some cases, responsibility for valuable products or equipment. Long-term training programs, such as apprentice training, are designed to produce skilled craftsmen thoroughly grounded in a particular craft, and qualified to adopt it as their life work.

Most workers receive their job training through less formal short-term or in-plant training programs. These are generally designed to teach workers only specific occupations. Workers may also pick up different skills informally while at work through observation, or by prearranged diversification of on-the-job training designed to make them available for other jobs on a production line or in a plant department.

The public schools, special trade and vocational schools, night schools, technical institutes, and Armed Forces training centers frequently provide occupational training of value to younger workers desirous of entering a particular craft or trade. These types of training may or may not be offered with industry or union support; in any case, they generally operate apart from direct labor or management control, and hence are not discussed in this chapter.

Finally, there are training or trade-information programs undertaken by management or unions solely on their own initiative, or by unions and management in direct cooperation, particularly to aid in adjusting to technological changes.

About 40 percent of the additions to the skilled labor force come from identified sources, such as apprenticeship, immigration of skilled workers, and vocational schools. The remaining 60 percent are assumed to have acquired their skills through informal training and experience on the job.

The various methods used to meet the training problem are discussed in the following pages.

Apprentice Training

Apprentice training offers the most direct route to employment in craft occupations, with none of the delays or uncertainties incident to the casual method of picking up a trade.

Formal apprentice training in the United States is guided by the Bureau of Apprenticeship and Training, U. S. Department of Labor. This Bureau's principal function is to encourage the establishment of sound apprenticeship and training programs in industry and to provide technical assistance and training aids and materials for setting up these programs; it does not provide the actual training. The Bureau's program in turn is guided by a Federal Committee on Apprenticeship, comprised of leaders of management, labor, and vocational education. Through its field staff, with offices in about 150 cities, the Bureau assists industry in establishing apprenticeship and other training programs. Twenty-nine State government agencies operate with similar objectives.

As practiced by modern industry, apprenticeship is a business-like system of training in which the young worker entering industry receives instruction and experience, both on and off the job, in the practical and theoretical aspects of the work in a skilled trade. The period of training varies with the particular trade but typically is for at least 3 or 4 years. Training tasks are planned in increasing order of difficulty, so that by the end of his apprenticeship the worker is familiar with all the work of his trade.

The fundamentals of a good apprentice training program, as laid out by the Federal Committee on Apprenticeship, include provisions for the following:

The starting age of an apprentice to be not less than 16.

A schedule of work processes in which an apprentice is to be given training and experience on the job.

Organized instruction designed to provide the apprentice with knowledge in technical subjects related to his trade. (A minimum of 144 hours a year of such instruction is normally considered necessary.)

A progressively increasing schedule of wages.

Proper supervision of on-the-job training with adequate facilities to train apprentices.

Periodic evaluation of the apprentice's progress, both in job performance and related instruction, and the maintenance of appropriate records.

Employee-employer cooperation.

Recognition of successful completion.

Approved programs are generally given public recognition through the process of voluntary registration with the Bureau of Apprenticeship and Training. Individual apprentices also receive recognition through this registration program. Not all programs are registered, however. Many excellent programs operate without this recognition.

In spite of the advantages of apprenticeship as a method of learning a trade and entering industry, workers coming into the labor market are often financially unable to undertake the 3 or more years of training, at wage scales below what they may command in other jobs, in order to become proficient in a specific craft or occupation. Of those who do undertake an apprenticeship program, large numbers drop out before completion, the need for more earnings being the most common reason. Not infrequently, apprentices are able to move to another plant and obtain journeymen wages at

once, particularly if they have progressed far enough in training to have a fair knowledge of their job. Others are laid off or discharged, and never resume their apprenticeship. Others simply do not like the trade and move on to different occupations.

At the end of 1957, there were 185,690 active apprentices in apprentice programs registered with the Bureau of Apprenticeship and Training. Of these, 112,260 were in the construction trades; 14,350 in printing; 19,960 in the metal trades; and 39,120 in several hundred other trades and occupations. Many of these apprentices were married and had families to support. Twelve of the 48 States accounted for almost two-thirds of the total number of apprentices; 5 of these States accounted for nearly 40 percent.

Registered apprentice programs do not account for the total number of apprentices in training. An unknown number of unregistered training programs of varying quality also provide more or less formal apprenticeship instruction. The number of apprentices trained by this method is unknown.

The entire apprenticeship system—at national, State, and local levels—is based on voluntary cooperation between management and labor, industry and government, and the shop and the school. This cooperation is reflected by national committees, set up by national employer associations and labor unions to work out methods for the development and improvement of training in their respective trades and industries.

Since the actual employment and training of apprentices occurs at the local level, the work of national and State apprenticeship groups is directed toward stimulating interest in the development of apprenticeship programs on the part of local employers and employees. The majority of the apprentice programs operate in individual establishments; however, some 6,000 joint apprenticeship committees were functioning in 1958 on a communitywide or areawide basis. These group programs average between 20 and 25 participating establishments each and constitute an important part of the whole apprenticeship program.

An increasing number of communitywide joint apprenticeship committees are employing full-time training directors to carry on area apprenticeship programs.

Efforts of State and community agencies, as well as industry and union organizations, have turned increasingly toward the proper selection and placement of individuals desiring to embark upon an apprenticeship program. Costly mistakes can

be avoided when the prospective apprentice's skills and aptitudes are properly understood and the selected occupation suits his capabilities. Aptitude tests are now in general use throughout the country. The State of New York, for example, conducts a testing program to make sure that the trade and the apprentice are properly matched. The Joint Carpentry Apprenticeship Committee, composed of union and employer representatives, has adopted aptitude testing to reduce the high cost of apprentices who quit before completing their training. The U. S. Bureau of Employment Security also has developed a series of tests for general use.

Under most of the testing programs, applicants are screened first on the basis of their physical qualifications, background, character, interests, and present and potential financial situation. This latter point helps to determine whether or not an apprentice will be financially able to complete the program. If an applicant successfully passes this first screening, he is further tested as to his intelligence and his numerical, spatial, and manual abilities. All of these tests are devised and administered with their applicability to specific trades in mind.

Standards governing the employment of apprentices are frequently written into collective bargaining agreements between employers and unions. Clauses included in agreements relate to the establishment and administration of the program, the indenture of apprentices, the number permitted, qualifications for entering apprenticeship, and the length of the apprenticeship period. Other apprenticeship clauses establish standards for on-the-job training, classroom instruction, regulations governing the work done, the amount of pay, hours to be worked, overtime, employment, layoff, admission to journeyman status, and other items governing the employment of apprentices.

Separate agreements for the guidance of apprenticeship programs, as distinct from the regular collective bargaining agreements, are frequently negotiated. These usually supplement the general agreements, and give detailed instructions for the Joint Committees' operation of the programs.

An agreement between the General Building Contractors Association and the Brotherhood of Carpenters and Joiners in Philadelphia is indicative of the way in which standards for an apprentice training program are established. This agreement provides that apprentices shall be between the ages of 16 and 24; of good moral character; able to speak, read, and write the English language; and physically able to perform the manual work of the trade. Four years of "reasonably continuous"

employment is specified as the term of apprenticeship, supplemented by 144 hours a year of classroom instruction related to the trade. Requirements as to a variety of work experience, competence, interest, terms of employment, etc., are established by the apprenticeship agreement. Wages for apprentices start at one-third the journeyman's wage; at the second 6 months of apprenticeship, they advance to 40 percent. Thereafter, wages increase 8 percent each 6 months, with the eighth 6-month period at 88 percent of journeyman's wages. The number of apprentices to be employed during a stated period is determined by a Joint Apprenticeship Committee, composed of 3 members each from the association and the union. This committee also administers all details of the apprentice program.

Terms and conditions of apprenticeship as found in other agreements vary in accordance with conditions found in the specific plant or area, but generally fall within the limits established by the national apprentice program. For example, a 1957 apprenticeship agreement between the Boeing Airplane Co. and the International Association of Machinists provides for 6-month (1,000-hour) wage increases with a starting wage of \$1.355 per hour. At the end of 4 years, the wage rate is \$2.355 an hour. For 5-year apprentices, the wage at the end of the tenth 6-month period is \$2.605 an hour. The length of the apprenticeship in most industries is determined by the time necessary to master the trade (usually 3 or 4 years). The amount of time to be spent on each phase of the program may be stated—for example, how many hours should be spent on each machine and in class. The rate of progression and the amount of pay at each step are nearly always fixed.

In-Plant Training

By far the largest number of workers gain their training not through apprentice systems, but through other in-plant, on-the-job training methods in general use in American industry. These employer-sponsored programs may be conducted as formal training courses or by instructing workers in the way to perform one or more operations.

Employers undertake training programs for many reasons, practically always in consideration of their own specific labor needs. The principal reasons for the use of in-plant training are (1) to train new workers in specific skills, either to fill jobs in an established operation or to man a new department or plant; (2) to retrain workers whose jobs have been abolished or changed through technological or product changes; and (3) to train workers within the establishment for progressive advancement in the regular job pattern.

As a practical matter, programs of in-plant training are commonly of two types. The first of these, and by far the most common, is the training of an individual worker to operate a specific machine or perform a definite operation in the productive process. This training is most often accomplished informally, through instruction by a fellow worker or, preferably, by a competent training supervisor. Shop training of this type does not pretend to approach the thorough grounding in skills offered by apprenticeship instruction; however, it is adequate to teach the worker to perform the type of work he is employed to do. Broad shop experience coupled with aptitude and opportunity may in fact lead to a high degree of skill, particularly if experience is gained in progressively more difficult tasks.

Occasionally, an employer, or an employer and union together, will operate a separate training department for the development of basic skills, so that the worker enters the actual productive processes with at least some measure of training. This type of training is given most often when large numbers of workers are needed for specific occupations, or if the required skill can be acquired more effectively away from the job.

The second general type of in-plant training is carried forward with a different objective in view—that of training workers to do progressively more difficult jobs in the plant or industry and thus be able to advance into higher paid occupations as openings occur, but no set time of training in any one or all parts is agreed upon beforehand, and the trainee has no assurance that he will get complete training in all aspects of the trade. This type of training offers the employer the advantage of having a reserve of skilled workers available, without having to search for them in the labor market.

In many types of employment, it is possible for workers to move from job to job as vacancies in better jobs occur, progressing from the least responsible to the more and more difficult, until they acquire the necessary knowledge and skill to do the highest grade of work, or even to enter the supervisory ranks. The line of progression may apply to a single group of related occupations, or to all of the jobs in a department or an establishment. In practice, the line or combination of lines is modified to suit the individual situation. Pure single-line progression is usually too cumbersome for the employer, and requires the employee to learn too many jobs. Separate lines offer a selection of occupations and, in some instances, faster advancement, although the top-level occupations may not be available because of the worker's unfamiliarity with some jobs.

Within many unionized establishments, seniority rules apply in the promotion of workers through job-progression channels, the worker having the most service often getting first opportunity to take the job if he meets established ability requirements. Rosters establishing the place of each employee in the job system are usually kept and are used in promotions and in layoffs or demotions in the event of a reduction in force.

The problem of transferability of skills is ever present in programs of training, retraining, or progression and is of particular significance in the latter two. Not all occupations require similar abilities. Employees in lower level jobs may lack the basic training for higher paid work, with the result that a great deal of additional training is necessary before transfer is possible. However, when job similarities exist within the same operating unit, or where a number of employees work together on a single productive process, most problems of transferability of skills are automatically eliminated through experience accumulated on the job.

Finally, unskilled or partially trained workers (particularly younger workers) may be brought into industry as learners. Usually their training is limited to a single occupation. When compared with apprenticeship, this training is rudimentary. The Federal minimum wage law permits payment of less than the legal minimum wage, under specific Government authorization, for "learners, messengers, apprentices, and handicapped workers" during their learning period, "to the extent necessary in order to prevent curtailment of opportunities for employment" for the less than fully qualified worker.

Union Agreement Provisions.—Some union contracts include clauses regulating the conditions under which training may be conducted or learners employed.

The following learner clauses are illustrative of those found in union agreements:

The company may employ learners or short-term apprentices on a basis mutually satisfactory to the company and the union. Learners may be employed only when no trained operators are available on the departmental seniority lists.

* * *

Before learners are employed, the matter shall be taken up by the employer with the union, and if the parties do not agree as to whether they are necessary and the conditions of their employment, the matter shall be arbitrated as provided in this agreement.

A second type of in-plant training deals with that prescribed for regular employees who are selected to operate new equipment, especially when technological changes are involved. Representative clauses are as follows:

The company agrees that when for any reason changes in its operating methods or practices require additional knowledge or skill on the part of its employees, such employees will be given the opportunity to study and practice to acquire the knowledge and skill necessary to retain their employment, provided the individuals can qualify for the new work within a reasonable training period. The company agrees to furnish the necessary instruction at the employee's prevailing rate of pay.

* * *

If new equipment is put into service by the company, inspectors, lead mechanics, and mechanics shall be given every opportunity to become familiar with the new equipment without change of classification or rate.

* * *

In the event . . . mechanical or electronic equipment is installed, management shall provide reasonable training arrangements for employees affected by such installation in order that such employees may have an opportunity to become qualified for available jobs.

Another type of clause stressing union-management cooperation in worker training is:

The company shall continue to cooperate with the union's educational committee to make certain education facilities available to its employees, in order that they may receive training to qualify them for work in more than one department in the plant, if they so desire.

Qualifications for workers for training or transfer to another job are sometimes specified:

The meaning of qualified . . . shall be that the employee is physically able to perform the work and has the immediate or potential skill required as determined by the employer.

Other Training Programs

Other types of training programs, in addition to apprenticeship and in-plant training, are frequently established to meet a specific need. For example, when a manufacturing plant begins operations in a new location, it may discover that workers trained in needed skills are not available. This is most likely to occur when the new location is a small community lacking a reservoir of trained labor.

Although the most common solution to this problem is for the company to establish its own training centers, agencies of the State and community in which the plant is located may, on occasion, take part in the training program. For example, when an electrical manufacturer decided to locate a new plant in Batavia, N. Y., it enlisted the aid of these agencies to train some 800 assemblers, inspectors, repairmen, testers, and trouble analyzers needed for the plant operation.

Courses were designed according to company specifications. Aptitude tests and job counseling were provided by the New York State employment services. Trainees attended classes voluntarily on their own time. These classes were held in the evening, with instructors employed by the education department of the local schools, paid in part from Federal and State funds. Classroom and bench work was taught in an available school building, which made it unnecessary for the company to rent space. All instruction instruments and equipment were furnished by the company. An estimated 4-week reduction was made in the time necessary to bring operators up to production standards as a result of the training.

Training of older workers for continued employment is assuming increasing importance, as health is improved and longevity is increased. This training is based upon the working experience and the physical qualifications the worker brings to the job. The problem may be one of training the older worker to conserve his energies, rather than to teach him more about the job. It is sometimes possible to set up a separate project or department for such workers, so that it is not necessary for them to compete with younger persons in the establishment.

The selection and training of supervisors is a management problem somewhat removed from the field of worker training for productive operations. However, candidates for supervisory positions generally come from the ranks of the workers, and their abilities to fill supervisory positions are judged to a considerable extent by their job performance and working relationships. Actual training programs for supervisors range from simple on-the-job experience and rule-of-thumb decisionmaking to elaborate courses involving classroom work, instruction through role playing, and understudying operating supervisors.

Instruction manuals are important adjuncts to worker training programs, particularly in the more difficult occupations. These manuals help trainees to advance in the most efficient manner, thus reducing the time and cost necessary for training programs. Basic educational principles are applied in the newer manuals, so that definite progressive programs are followed and gaps in instruction are avoided. Assistance in establishing training programs is available from the U. S. Department of Labor's Bureau of Apprenticeship and Training.

Union educational and training programs are primarily devised to be of assistance to members in union or off-the-job activities. In most unions, this means that educational activities will be limited to those subjects which will help the worker to be a better union member, to assist him in performing his social or community obligations, and to guide him in his political activities. Other special courses may train selected workers for union leadership. These aspects of workers' education have already been discussed (Chapter 1:06, Workers' Education).

Many unions consider job training, particularly of the limited in-plant type, as a function which employers must perform. Unions may cooperate in these programs but do not often undertake such training on their own part. There are, however, a few notable exceptions to this rule. Sometimes a union will have members who are faced with problems of changing manufacturing methods or of a new product, when management offers no training or retraining programs. These changes may or may not affect the union's jurisdictional control over an occupation; nevertheless, the union will often help its members to master the new skills which are needed. In other instances, unions find that they can be of special service in helping workers improve their knowledge of a trade or craft, even when no problem of occupational change has arisen.

An outstanding example of a union program designed to keep its membership abreast of technological changes is found in the work being done by the International Typographical Union. Photographic methods of composing are replacing the hot-metal process in many establishments, with consequent threat to the jobs of the union's members. The ITU has adopted a plan whereby members are advised of new developments, and are offered assistance in training so that they can change to the new process as it is introduced.

Union programs of the "refresher" type, designed to help craftsmen retain certain skills not in constant use and to keep them advised about new methods and products, are being conducted by some unions. For example, a Chicago local of the Plumbers' union, working with the Plumbing Contractors' Association, has devised a course for its members which includes such subjects as mechanical drawing, blueprint reading, interpretation of the city plumbing code, and all types of solder work, joint wiping, lead burning, pipe welding, cutting, and brazing. The Chicago Board of Education assists the program by supplying the classrooms and the teachers. The Plumbers' union also operates a national training program, offering advanced apprentice training as well as refresher and retraining courses for journeymen.

Some unions also issue handbooks for use of apprentices, learners, and in-plant trainees. The Technical Education Committee of the Stereotypers' and Electrotypers' Union, for instance, has issued a handbook for apprentices which contains 12 chapters on fundamentals of the trade, with examination sheets for each chapter, a sample Apprentice Association Constitution and By-Laws section, and information concerning the standards established for apprentices by the U. S. Department of Labor's Bureau of Apprenticeship and Training. The union feels that the program is advantageous in maintaining an adequate and skilled membership oriented toward union objectives.

Finally, several unions keep their members informed of new developments and special techniques of their trade in union papers and journals. The Machinists, Carpenters, and Painters are examples of unions which have found this method useful.

4:02 Selected Bibliography

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INTRODUCTION

A vast quantity of books, pamphlets, articles, and documentary materials dealing with the American labor movement, collective bargaining, and other aspects of the broad field of industrial relations are now available for study and research purposes, and each month brings more. The scholars and professionals working in the field generally know where to go for the information they want, but the nonprofessional person seeking more knowledge is often at a loss as to where to begin. People of other countries, eager to know more about United States labor history and practices, are in much the same position. This bibliography was prepared to serve these needs.

For this type of use, considerable weight had to be given to the question of availability in the selection of items to be listed. Thus, the choice of items was narrowed to those still in print or most likely to be available in general libraries. Many significant contributions to the literature on industrial relations, primarily articles in professional, Government, and business journals, and documentary materials such as convention proceedings, unfortunately do not meet these qualifications and are therefore not listed. Also omitted are specialized technical or statistical studies which would be of interest mainly to technicians in the field. Included in this latter category are many publications of the U. S. Department of Labor.

The fact must be emphasized that a listing herein does not constitute an endorsement of the point of view, opinions, or statistics set forth in the publication. Moreover, the omission of any specific publication should not be construed as a reflection on its contents or author; such an omission may have come about through oversight or because the publication was considered outside the scope of this bibliography.

THE LABOR MOVEMENT

A. *History*

Brief History of the American Labor Movement. Bull. 1000 (Revised). U. S. Department of Labor, Bureau of Labor Statistics, 1957. 85 pp. Government Printing Office, Washington.

A concise description of the mainstreams of the labor movement in the United States. A chronology of principal labor events from 1778 to 1957 is included.

The Labor Story. By Aleine Austin. New York, Coward-McCann, 1949. 244 pp.

A fast moving history of the labor movement in America from the union viewpoint, with special attention to the CIO.

A Short History of the American Labor Movement. By Mary R. Beard. New York, The Macmillan Co., 1924. 202 pp.

A simply written story of the labor movement in the United States from 1776 to 1924, showing what the early movement had in common with labor goals in other countries, and wherein it was unique.

History of Labor in the United States. By John R. Commons and Associates. 4 vols. New York, The Macmillan Co., 1918, 1935. Vol. 1, 623 pp.; Vol. 2, 620 pp.; Vol. 3, 778 pp.; Vol. 4, 683 pp.

A detailed discussion of the labor movement up to 1896 is given in vols. 1 and 2. Vols. 3 and 4, published in 1935, present a comprehensive survey of the development of labor organizations and labor legislation. This entire work is generally regarded as a basic text in the field.

Labor in America. By Foster Rhea Dulles. New York, Thomas Y. Crowell Co., 1955. 402 pp.

A reasonably comprehensive history of the development of the trade union movement in the United States.

The American Federation of Labor: History, Policies and Prospects. By Lewis L. Lorwin and Jean A. Flexner. Washington, Brookings Institution, 1933. 573 pp.

An interpretive history of the AFL with discussions of its status and outlook prior to the period of growth during the latter 1930's.

The International Labor Movement. By Lewis L. Lorwin. New York, Harper & Brothers, 1953. 366 pp.

A survey of the history, policies, and outlook of the international labor movement, from the First International to the International Confederation of Free Trade Unions and all of the various organizations between. While the work is largely historical, some interpretive material is included, particularly in the concluding chapter.

A History of Trade Unionism in the United States. By Selig Perlman. New York, The Macmillan Co., 1922. 312 pp.

A comprehensive and authoritative survey of early labor organization and labor legislation in the United States, from the beginning to about 1919. Based on the work of Commons and Associates previously noted.

Left Wing Unionism, A Study of Radical Policies and Tactics. By David J. Saposs. Brookwood Labor College, New York, International Publishers, 1926. 192 pp.

Although dated, this is a book of lasting significance. The author presents the historical and theoretical setting of a long period of internal strife in the labor movement.

The A. F. of L. in the Time of Gompers. By Philip Taft. New York, Harper & Brothers, 1957. 508 pp.

A study of the development and growth of the American Federation of Labor to 1924. A well-documented and analytical study, using Federation sources.

The Labor Movement in the United States, 1860-1895. By Norman J. Ware. New York, D. Appleton and Co., 1929. 409 pp.

This work is primarily concerned with the history of the Knights of Labor, and deals more sympathetically with that organization than many other histories. Another volume by this author, *The Industrial Worker, 1840-1860*, tells of the agitation for better hours and living standards in the earlier period.

American Labor and the International Labor Movement, 1940 to 1953. By John P. Windmuller. New York State School of Industrial and Labor Relations, Ithaca, N. Y., 1954. 243 pp.

An account of the relationships of the AFL and CIO with the World Federation of Trade Unions and the International Confederation of Free Trade Unions. Differing views of foreign policy and the proper objectives of the trade union movement are emphasized.

B. General Studies

American Labor and the American Spirit. Bull. 1145. U. S. Department of Labor, Bureau of Labor Statistics, 1954. 66 pp. Government Printing Office, Washington.

A report designed primarily to provide members of foreign teams visiting the United States under Government auspices with background and insight into various aspects of the trade union movement. A good short report for general reading.

Directory of National and International Labor Unions in the United States, 1957. Bull. 1222. U. S. Department of Labor, Bureau of Labor Statistics, 1957. 64 pp. Government Printing Office, Washington.

Basic data on membership, structure, and functions of unions. Also lists all national and international unions and State labor organizations, their addresses, officers, convention dates, the official journal, and number of members and local unions.

The American Workers' Fact Book. U. S. Department of Labor, 1956. 433 pp. Government Printing Office, Washington.

A report on workers in the United States, and the laws and conditions affecting them. Valuable for short and easily read items about a wide variety of subjects. Main topics include the labor force; employment and unemployment; labor's share; worker groups; on the job, economic security; labor and management; foreign labor activities; and Government and the worker.

The Practice of Unionism. By Jack Barbash. New York, Harper & Brothers, 1956. 465 pp.

A study of unions in day-to-day operation, informally presented. Built upon his previous book *Labor Unions in Action* (1948), the author, employed by the AFL-CIO at the time this later book was written, uses the words of the unionist whenever possible to explain why men join unions and how unions are operated and governed.

The Economics of Collective Action. By John R. Commons. New York, The Macmillan Co., 1950. 414 pp.

In this, his last work, Professor Commons attempts to summarize his well-known system of "institutional economics" as opposed to traditional economic concepts, which he describes as treating the individual "like atoms, molecules, steam engines, horsepower and the like, controlled by external forces and not self-controlled."

The Labor Problems of American Society. By Carroll R. Daugherty and John B. Parrish. Boston, Houghton, Mifflin Co., 1952. 846 pp.

An introductory text giving a comprehensive view of the labor movement. The human relations aspects of labor problems are emphasized.

AFL-CIO: Labor United. By Arthur J. Goldberg. New York, McGraw-Hill Book Co., Inc., 1956. 319 pp.

A good reference work dealing with the events which led to the merger of the AFL and CIO. The discussion of the constitution of the combined organizations is particularly valuable. Although the author was on the inside of negotiations, there is no disclosure of materials or actions not already part of the public record. Texts of the constitution, the no-raiding agreement, and other basic documents are included.

Voluntarism in Organized Labor in the United States, 1930-1940. By George G. Higgins. Washington, Catholic University Press, 1944. 182 pp.

A study of the causes and effects of the American Federation of Labor's change in legislative policy during a crucial decade.

Trade Unionism in the United States. By Robert F. Hoxie. New York, D. Appleton and Co., 1923. 409 pp.

An analysis of the development of union programs and the control of labor organizations in the United States. Particular emphasis is given to trade union theory. A "classic" among labor movement studies.

Industrial Relations Research Association, Annual Proceedings, Madison, Wis., 1948 and following years.

Proceedings of the annual meetings of this association present, year after year, papers and discussions of current and lasting interest about various phases of the labor movement. Most of the better known authors and scholars in the field are represented.

Interpreting the Labor Movement. Industrial Relations Research Association, Madison, Wis., 1952. 207 pp.

A series of reports by specialists in various aspects of the labor movement, relating to the theory and structure of organized labor and unions' roles and policies in various fields of activity.

Labor: Institutions and Economics. By Alfred Kuhn. New York, Rinehart and Co., Inc., 1956. 616 pp.

A textbook which gives a comprehensive view of recent thought on labor problems. The book is divided into two parts, the first of which discusses unions, their policies, and the processes they carry on; the second part deals with wages, hours, and job security.

Labor Problems and Trade Unionism. By Robert D. Leiter. New York, Barnes and Noble, 1952. 320 pp.

A volume of the College Outline Series, which presents in concise form "all the significant facts" a student may be expected to know during the first year of specialized study of labor relations.

Labor's Progress and Some Basic Labor Problems. By Harry A. Millis and Royal E. Montgomery. New York, McGraw-Hill Book Co., Inc., 1938. 584 pp. (Vol. 1, Economics of Labor.)

A detailed and exhaustive analyses of labor problems and economic theory. Dated, but a good source book.

Organized Labor. By Harry A. Millis and Royal E. Montgomery. New York, McGraw-Hill Book Co., Inc., 1945. 930 pp. (Vol. III, Economics of Labor.)

A comprehensive study of the historical development and present structure, policies and practices of labor unions and their relation to labor legislation and the courts. Collective bargaining, strikes, conciliation, and arbitration are also discussed. Valuable for reference use.

A Theory of the Labor Movement. By Selig Perlman. New York, Augustus M. Kelley, 1949. 321 pp. (Reprint of the 1928 edition.)

Presents a theory developed on the basis of a survey of labor movements in Russia, Germany, Great Britain, and the United States. One of the great books in this field.

American Labor Unions; What They Are and How They Work. (Revised edition.) By Florence Peterson. New York, Harper & Brothers, 1952. 270 pp.

A survey of labor unions in the United States, including their history, organization and activities. Includes a considerable amount of reference material.

Economics and Problems of Labor. (Third edition.) By Philip Taft. Harrisburg, Pa., Stackpole Co., 1955. 821 pp.

An institutional approach to labor organizations covering their place in the economy, their evolution and structure, and the nature of collective bargaining as illustrated by experience in specific industries.

A Philosophy of Labor. By Frank Tannenbaum. New York, Alfred A. Knopf, 1951. 199 pp.

An interpretation of the labor movement as an institutional response to the insecurities of a free-market economy.

Ebb and Flow in Trade Unionism. By Leo Wolman. New York, National Bureau of Economic Research, 1936. 251 pp.

A study of trade union membership, by union, between 1897 and 1936, with some discussion of the causes of fluctuations.

C. Union Activities

Universities and Unions in Workers' Education. By Jack Barbash. New York, Harper & Brothers, 1955. 206 pp.

An account of the work being done to build cooperation between unions and universities in developing education programs for workers, particularly as carried on by the Inter-University Labor Education Committee.

The House of Labor. Edited by J. B. S. Hardman and Maurice F. Neufeld. New York, Prentice-Hall, Inc., 1951. 555 pp.

A collection of articles by various authors about special fields of union operation and activity. Some of the subjects treated are political activity, research, communications, welfare and community services, educational activity, and functions and aims of the union staff.

Financial Reports of Labor Unions. By George Kozmetsky. Boston, Harvard Graduate School of Business Administration, 1950. 280 pp.

An analysis of trade union accounting methods, with particular reference to the United Steelworkers and the International Ladies' Garment Workers' Union. Both of these unions make their accounting reports generally available. Recommendations for improvement of union accounting are included.

Labor Education: A Study of Needs, Programs, and Approaches. By Joseph Mire. Madison, Wis., Inter-University Labor Education Committee, 1956. 200 pp.

Presents an inventory of needs, an evaluation of past and present approaches to them, and recommendations to bring about expansion of the scope and volume of workers' education. A handbook and guide for the strengthening of this special branch of adult education.

Union Security. By Orme W. Phelps. Institute of Industrial Relations, University of California, Los Angeles, 1953. 57 pp.

A brief discussion of various aspects of union security, including the issues involved and the effects of legislation.

The Union Member Speaks. By Hjalmar Rosen and R. A. Rosen. New York, Prentice-Hall, Inc., 1955. 247 pp.

Report on a questionnaire study of members of the International Association of Machinists in St. Louis, Mo., to find out what they thought the union should do and was doing, and how they felt about it. A majority of the members were satisfied in some areas, dissatisfied in others.

The Local Union: Its Place in the Industrial Plant. By Leonard R. Sayles and George Strauss. New York, Harper & Brothers, 1953. 269 pp.

A careful study of local unions and their leaders based on observation of 20 locals with from 100 to 2,000 members. The main points covered include grievance procedure, officers and stewards, and problems of union democracy.

Union Rights and Union Duties. By Joel Seidman. New York, Harcourt, Brace and Co., 1943. 238 pp.

The responsibilities of trade unions to their members, to management, and to the public are discussed. Various remedies for the correction of abuses are proposed.

The Structure and Government of Labor Unions. By Philip Taft. Cambridge, Mass., Harvard University Press, 1954. 312 pp.

Studies of radicalism, elections, dues and salaries, discipline, and appeals in the American labor movement. Union activities in seafaring, automobile, steel, and teamsters' unions are discussed in separate chapters.

Proceedings, Second Constitutional Convention of the AFL-CIO. Washington, American Federation of Labor and Congress of Industrial Organizations, 1957.

Convention reports and proceedings of the combined and separate federations are of great value in the study of union activities. This report on the most recent convention of the AFL-CIO is of particular interest because of its coverage of efforts of the Federation to eliminate racketeering and other evil influences from its ranks.

D. Studies of Particular Unions and Union Leaders

Labor Unionism in American Agriculture. Bull. 836. U. S. Department of Labor, Bureau of Labor Statistics, 1945. 457 pp. Government Printing Office, Washington.

A detailed study of the history of unionization and unrest among agricultural workers.

John L. Lewis: An Unauthorized Biography. By Saul D. Alinsky. New York, G. P. Putnam's Sons, 1949. 387 pp.

A sympathetic biography, in contrast to James A. Wechsler's critical biography—Labor Baron (see p. 11).

Unions and Telephones: The Story of the Communications Workers of America. By Jack Barbash. New York, Harper and Brothers, 1952. 246 pp.

This volume presents an interesting and easy-to-read account of the origins, development, and problems of unionism in the telephone industry.

Empire in Wood: A History of the Carpenters' Union. By Robert A. Christie. New York State School of Industrial and Labor Relations, Ithaca, N. Y., 1956. 356 pp.

A study of the United Brotherhood of Carpenters and Joiners of America and the men who led it, up to 1941. A perceptive study which, because of the union's long history and its importance in the AFL, includes much of general interest about the labor movement.

The Labor Leader: An Exploratory Study. By Eli Ginzberg. New York, The Macmillan Co., 1948. 191 pp.

A study of labor leaders based on 10 national unions. Contains a detailed description of the organization of a local union and its first strike.

The Maritime Story. By Joseph P. Goldberg. Cambridge, Mass., Harvard University Press, 1958. 388 pp.

An analysis of the factors which have influenced the development of maritime unions and the course of labor-management relations in the maritime industry from 1900 to the present time.

The UAW and Walter Reuther. By Irving Howe and B. J. Widick. New York, Random House, 1949. 309 pp.

A discussion of internal problems of the United Automobile Workers and the personalities involved.

Heritage of Conflict: Labor Relations in the Nonferrous Metals Industry up to 1930. By Vernon H. Jensen. Ithaca, N. Y., Cornell University Press, 1950. 495 pp.

A history of the struggles of unionism in metal mining, with particular reference to the Mine, Mill and Smelter Workers Union.

Collective bargaining in the Nonferrous Metals Industry. By Vernon H. Jensen. Berkeley, Institute of Industrial Relations, University of California, 1955. 69 pp.

A condensed description of the conflicts which have marked collective bargaining in the nonferrous metals industry, including some more recent data than the work listed above.

Sidney Hillman, Statesman of American Labor. By Matthew Josephson. Garden City, N. Y., Doubleday and Co., Inc., 1952. 701 pp.

Biography of the man who founded the Amalgamated Clothing Workers, helped to organize the CIO, and served as a labor representative in Government agencies during World War II.

Union House, Union Bar. By Matthew Josephson. New York, Random House, 1956. 369 pp.

A history of the Hotel and Restaurant Employees and Bartenders International Union. Biographical studies of the union's leaders form a large part of the book.

Stores and Unions: A Study of the Growth of Unionism in Dry Goods and Department Stores. By George R. Kirstein. New York, Fairchild Publications, Inc., 1950. 246 pp.

A study of the history of union organization in the field, with an analysis of special problems of unionization in retail trade. The period from 1890 to 1950 is covered.

The Musicians and Petrillo. By Robert D. Leiter. New York, Bookman Associates, 1953. 300 pp.

A story of James C. Petrillo, told in the context of a history of the union which he led.

Union Democracy: The Internal Politics of the International Typographical Union. By Seymour M. Lipset, Martin A. Trow, and James S. Coleman. Glencoe, Ill., The Free Press, 1956. 455 pp.

A story of the ITU's internal political activity, of special interest because of the union's two-party system of elections.

American Labor Leaders: Personalities and Forces in the Labor Movement. By Charles A. Madison. New York, Harper & Brothers, 1950. 474 pp.

Biographical studies of Labor leaders against the background of their industries and unions.

The New Men of Power: America's Labor Leaders. By C. Wright Mills. New York, Harcourt, Brace and Co., 1948. 323 pp.

A collective portrait of 500 labor leaders, including their social and educational backgrounds, political and economic views, and potentialities for leadership in case of an economic crisis.

Seventy Years of Life and Labor, An Autobiography. By Samuel Gompers. Edited by Philip Taft and John A. Sessions. New York, E. P. Dutton and Co., Inc., 1957. 334 pp.

An abridged, 1-volume version of Gompers' autobiography, first published a generation ago. Since Gompers' life and the founding and development of the AFL are inseparable, this work is of special value as a part of Federation history.

Labor Baron: A Portrait of John L. Lewis. By James A. Wechsler. New York, William Morrow and Co., 1944. 278 pp.

A critical biography of the head of the United Mine Workers by a veteran newsman.

E. Problems of Special Groups

Older Workers Under Collective Bargaining. Bull. 1199-1, Hiring, Retention, Job Termination. 30 pp. Bull. 1199-2, Health and Insurance Plans, Pension Plans. 27 pp. U. S. Department of Labor, Bureau of Labor Statistics, 1956. Government Printing Office, Washington.

A 2-part study which analyzes the status of older workers under collective bargaining agreements.

Negroes in the United States: Their Employment and Economic Status. Bull. 1119. U. S. Department of Labor, Bureau of Labor Statistics, 1952. 58 pp. Government Printing Office, Washington.

A statistical study of trends in Negro employment from 1940 to 1952.

Migratory Labor in American Agriculture. Report of the President's Committee on Migratory Labor. 1951. 188 pp. Government Printing Office, Washington.

A thorough analysis of the problems of migratory labor in the United States. Working conditions, employment procedures, and illegal importation of alien labor are among the problems considered.

Hearings . . . on S. 692, A Bill to Prohibit Discrimination in Employment. . . U. S. Congress. 83d, 2d Session, Senate, Committee on Labor and Public Welfare, 1954. 410 pp. Government Printing Office, Washington.

Contains information on the extent of discrimination and the influence of legislation and voluntary efforts by employers in reducing it. A report on the experience in 36 States and municipalities is included.

Employing the Seriously Impaired. By Robert D. Melcher. Institute of Industrial Relations, University of California, Los Angeles, 1951. 33 pp.

A statement of the problem of employment of impaired persons. Methods of rehabilitation, employer experience, and the attitude of organized labor are described.

White Collar; The American Middle Classes. By C. Wright Mills. New York, Oxford University Press, 1951. 378 pp.

A sociological study of various groups of white-collar employees, with one chapter devoted to their unionization.

Selected Studies of Negro Employment in the South. National Planning Association, Committee of the South. Washington, 1955. 483 pp.

Studies which include discussions of the role of unions in the development of biracial employment practices in the southern States.

Organized Labor and the Negro. By Herbert R. Northrup. New York, Harper & Brothers, 1944. 312 pp.

Negro experiences in particular industries and unions over a long period of time up to 1944 are discussed in this volume.

Race, Jobs, and Politics; The Story of the FEPC. By Louis Ruchames. New York, Columbia University Press, 1953. 255 pp.

A study of the operation of the Fair Employment Practices Committee during World War II. Some attention is also directed to antidiscrimination legislation since the war at the State and local level, with emphasis upon the record of New York State.

Negro Labor: A National Problem. By Robert C. Weaver. New York, Harcourt, Brace and Co., 1946. 329 pp.

A study of Negro advances in employment during World War II.

COLLECTIVE BARGAINING AND OTHER LABOR-MOVEMENT ACTIVITIES

A: Collective Bargaining in General

Collective Bargaining Provisions. Bull. 908 and subsequent studies. U. S. Department of Labor, Bureau of Labor Statistics. Government Printing Office, Washington.

The BLS Bull. 908 series contains 19 bulletins, dated 1948-50. A highly practical series, it is unfortunately now outdated and out of print. More recent bulletins have been issued by BLS on specific topics as a continuing program of agreement provision studies.

Unions, Management and the Public. By E. Wight Bakke and Clark Kerr. New York, Harcourt, Brace and Co., 1948. 946 pp.

A compilation of nearly 300 selected writings, including discussions of labor problems, from a wide variety of sources. Many points of view are presented. The whole work is tied together by editorial introductions to each general section.

Mutual Survival, The Goal of Unions and Management. By E. Wight Bakke. New York, Harper & Brothers, 1946. 82 pp.

A report of interviews with management and union leaders, revealing how each party is concerned with its own survival and how the interests of the other have often been ignored. The author believes that it is more important to know why the other party behaves as it does than to have convictions on how it ought to behave.

Labor-Management Relations in Illini City. Vol. I, The Case Studies; Vol. II, Explorations in Comparative Analysis. By W. E. Chalmers and others. Champaign, Institute of Labor and Industrial Relations, University of Illinois, 1953-54. 809 and 662 pp., respectively.

A monumental research project by an interdisciplinary team of economists, sociologists, and psychologists. Eight establishments in 5 industries in a midwestern city of 50,000 were studied in detail. Primarily an experimental and exploratory study.

Collective Bargaining. By Neil W. Chamberlain. New York, McGraw-Hill Book Co., Inc., 1951. 534 pp.

A detailed study of collective bargaining presenting some of the more challenging ideas on labor-management problems. Approach is from marketing, governmental and managerial points of view. This work is intended for advanced study.

A Decade of Industrial Relations Research, 1946-1956. Neil W. Chamberlain, Frank C. Pierson, Theresa Wolfson, Editors. New York, Harper & Brothers, 1958. 205 pp.

A valuable evaluation of current literature in the field of industrial relations research, resulting from a survey initiated by the Industrial Relations Research Association.

Review and Reflection: A Half-Century of Labor Relations. By Cyrus S. Ching. New York, B. C. Forbes and Sons Publishing Co., Inc., 1953. 204 pp.

A general discussion of collective bargaining and its relation to the Government. Drawing from his wide experience in private industry and Government service, the author suggests methods for arriving at harmonious collective bargaining relations.

Contemporary Collective Bargaining. By Harold W. Davey. New York, Prentice-Hall, Inc., 1951. 532 pp.

A detailed account, with special attention to the legal and administrative framework of collective bargaining. Bargaining in manufacturing industries is emphasized.

Causes of Industrial Peace Under Collective Bargaining. Various authors. Washington, National Planning Association. (Case Study No. 1, 1948; others at intervals to the end of 1953.) Various pagings.

Studies of selected companies with good records of union-management accommodation, undertaken to determine what makes for healthy collective bargaining relationships. Study No. 14 draws together what was discovered about the factors and conditions favorable for these results.

Causes of Industrial Peace Under Collective Bargaining. By Clinton S. Golden and Virginia D. Parker. New York, Harper & Brothers, 1955. 369 pp.

A condensed analysis of the National Planning Association's studies under the same title. Studies of companies in which collective bargaining has resulted in harmonious union-management relations.

The Dynamics of Industrial Democracy. By Clinton S. Golden and Harold J. Ruttenberg. New York, Harper & Brothers, 1942. 358 pp.

Basic principles of collective bargaining and trade unionism are discussed by two practical and experienced men in the labor movement.

Goals and Strategy in Collective Bargaining. By Fredrick H. Harbison and John R. Coleman. New York, Harper & Brothers, 1951. 172 pp.

A study of the underlying aims and methods of collective bargaining in industry, which attempts to determine what types are good or bad. Three models are set up: armed truce, working harmony, and union-management cooperation.

Labor and Industrial Relations: A General Analysis. By Richard A. Lester. New York, The Macmillan Co., 1951. 413 pp.

A text focused generally on union-management relations, intended primarily for newcomers in the labor relations field. Both labor market and nonmarket forces are considered, with particular emphasis on goals and motivations of union-management leaders.

Insights into Labor Issues. Richard A. Lester and Joseph Shister, Editors. New York, The Macmillan Co., 1948. 368 pp.

A variety of essays by leading labor economists, arranged under the general headings of labor relations, wages and the labor market, labor, and full employment. A study of collective bargaining by professional societies is included.

Collective Bargaining: Principles and Practices. By C. Wilson Randle. Boston, Houghton, Mifflin Co., 1951. 740 pp.

A textbook on the various aspects of negotiation, including the legal and historical backgrounds, the scope, the participants, preparation, issues, and finally, the agreement.

Labor Economics and Labor Relations. (Second edition) By Lloyd G. Reynolds. New York, Prentice-Hall, Inc., 1954. 722 pp.

A textbook of considerable value for teaching of labor problems and organization, as well as for general study. The author is widely acknowledged as one of the leading figures in university industrial relations research.

Problems in Labor Relations. By Benjamin M. Selekman, Sylvia K. Selekman, and Stephen H. Fuller. New York, McGraw-Hill Book Co., Inc., 1950. 672 pp.

A study of labor-management relations cases involving the negotiating of new agreements and the handling of problems that arise during the life of a contract. In some instances, the material is presented in detail, with verbatim reports of proceedings; in other cases, the material is summarized by the authors.

The Challenge of Industrial Relations: Trade Unions, Management, and the Public Interest. By Sumner H. Slichter. Ithaca, N. Y., Cornell University Press, 1947. 196 pp.

An eminent economist examines the impact of trade unionism upon the national economy, with a view to the development of a labor policy in accord with the public interest.

Local Employers' Associations. By William H. Smith, Institute of Industrial Relations, University of California, Berkeley, 1955. 72 pp.

A discussion of the employers' association, particularly as a bargaining organization, written for the nonprofessional.

How Collective Bargaining Works. Twentieth Century Fund, Labor Committee. New York, 1942. 986 pp.

A survey of union-management relations in 16 leading industries and brief summaries of experience in 13 other industries. Separate chapters were prepared by experts in each field under the general direction of H. A. Millis.

Partners in Production: A Basis for Labor-Management Understanding. Twentieth Century Fund, Labor Committee. New York, 1949. 149 pp.

An examination of the goals of management and labor in an attempt to find a basis for formulation of a mutual agreement on a philosophy of labor-management relations.

Pattern for Industrial Peace. By William Foote Whyte. New York, Harper & Brothers, 1951. 245 pp.

A complete case history of a single labor-management relationship, showing how relations in a 700-employee steel container manufacturing firm changed from conflict to cooperation. The book describes in detail how the relationship developed.

The Impact of the Union. David McCord Wright, Editor. New York, Harcourt, Brace and Co., 1951. 405 pp.

A collection of papers and discussions on the economic implications of the trade union movement in a free, competitive society.

B. Wages, Hours, Job Evaluation, Time Study

Work, Workers, and Work Measurement. By Adam Abruzzi. New York, Columbia University Press, 1956. 318 pp.

The reasons why current methods of work measurement fail to meet modern industrial methods, a procedure for developing valid standards, and how a general theory about work can be developed constitute the subject matter of this book. Intended for, but not restricted to, engineers and students of industrial engineering.

Real Wages in the United States, 1890-1926. By Paul H. Douglas. New York, Houghton, Mifflin Co., 1930. 682 pp.

This volume remains the single, most important source on levels and trends in wage rates, hours, and earnings for the period to which it relates.

Wages: An Introduction. By H. M. Douty. Institute of Industrial Relations, University of California, Los Angeles, 1951. 61 pp.

A brief examination of the concepts and methods of wage payment, wage levels and differentials, unionism and wages, the standards of wage determination, and legislation relating to wages.

Wage Structures and Administration. By H. M. Douty. Institute of Industrial Relations, University of California, Los Angeles, 1954. 72 pp.

A simplified, nontechnical description of the nature and function of wage structures, the union's effect on them, and how job relationships and rate structures are developed. Incentive rates are discussed.

Wage Determination Under Trade Unions. By John T. Dunlop. New York, The Macmillan Co., 1944. 231 pp.

Analysis of the impact of collective bargaining on the pricing mechanism of the labor market. The author believes that declines in prices and employment constitute an effective downward pressure on wage rates.

Hours of Work. By William Goldner. Institute of Industrial Relations, University of California, Berkeley, 1952. 63 pp.

This pamphlet describes briefly the trends in hours of work, Government regulation of the workweek and collective bargaining over hours, pay for overtime, and shift operation.

A Trade Union Analysis of Time Study. By William Gomberg. (Second edition) New York, Prentice-Hall, Inc., 1955. 318 pp.

A thorough, well-documented technical analysis of time study, as carried on in the garment industry. The subject matter relates almost entirely to operator-pacing and wage determination from the viewpoint of the union.

Union Policy and Incentive Wage Methods. By Van Dusen Kennedy. New York, Columbia University Press, 1945. 260 pp.

A study of experience with incentive wage methods in a number of manufacturing industries. Based on interviews with union locals and plant management.

Hiring Practices and Labor Competition. By Richard A. Lester. Research Report Series No. 88. Princeton, N. J., Industrial Relations Section, Princeton University, 1954. 108 pp.

A study of hiring and wage policies based on interviews with management representatives in 82 firms in the Trenton, N. J., labor market area. Interfirm competition for labor and the relationship between labor mobility and wage determination are given special attention.

Job Modifications Under Collective Bargaining: A Survey of Company Experience and Four Case Studies. By Richard A. Lester and Robert L. Aronson. Research Report No. 80. Princeton, N. J., Industrial Relations Section, Princeton University, 1950. 77 pp.

A brief report of a survey of collective bargaining practices in 20 companies on the setting of production standards following job modifications. Detailed case studies of the policies of 4 additional companies are also included.

Wages Under National and Regional Collective Bargaining. By Richard A. Lester and Edward A. Robie. Research Report Series No. 73. Princeton, N. J., Industrial Relations Section, Princeton University, 1946. 103 pp.

This report discusses the effect of regional and national bargaining on uniformity of wage scales in 7 manufacturing industries, including glass, pottery, hosiery, silk and rayon dyeing and finishing, and pulp and paper.

What's Wrong With Job Evaluation: A Trade Union Manual. International Association of Machinists, Research Department, Washington, 1954. 97 pp.

A trade union manual prepared by a union opposed to job evaluation, which states its objections and gives advice to its locals about bargaining on job evaluation plans.

Job Evaluation, A Basis for Sound Wage Administration. (Second edition) By Jay L. Otis and Richard H. Leukart. New York, Prentice-Hall, Inc., 1954. 532 pp.

A comprehensive discussion of methods for the selection, installation, and administration of a job evaluation program. Consideration is given to the relation between job evaluation and collective bargaining.

The Structure of Labor Markets: Wages and Labor Mobility in Theory and Practice.
By Lloyd G. Reynolds. New York, Harper & Brothers, 1951. 328 pp.

A case study of labor mobility and wage determination from which is developed a theory of local labor markets.

The Evolution of Wage Structure. By L. G. Reynolds and C. H. Taft. New Haven, Conn., Yale University Press, 1956. 398 pp.

An exploration of the basic factors influencing wage structures and differentials in the United States and four other countries. The principal issues requiring investigation to establish a meaningful concept of wage structures are discussed.

Trade Union Wage Policy. By Arthur M. Ross. Berkeley, University of California Press, 1948. 133 pp.

Investigates the role of the labor union as a wage-fixing institution, particularly as a political agency in an economic environment.

New Concepts in Wage Determination. George W. Taylor and Frank C. Pierson, Editors. New York, McGraw-Hill Book Co., Inc., 1957. 336 pp.

A collection of essays designed to identify the institutional and market influences which affect wage determination, and to relate them to wage theory. Much of the discussion is technical, and of interest primarily to professional economists.

Money and Motivation. By William Foote Whyte and others. New York, Harper & Brothers, 1955. 268 pp.

Subtitled *An Analysis of Incentives in Industry*, the book deals in lively style with the effect of wage incentives on workers and problems of morale and motivation in the factory. Economic incentives alone, the author demonstrates, often fall short of employer expectations.

Employment and Wages in the United States. By W. S. Woytinsky and Associates. New York, The Twentieth Century Fund, 1953. 777 pp.

An exhaustive analysis of wage structures and employment conditions contained in one large volume. The major purpose for which it is designed is, according to the sponsors, 'to help union and management to understand each other and soberly appraise the facts ultimately determining employment conditions.'

C. Employee Benefit Plans

Analysis of Health and Insurance Plans Under Collective Bargaining, Late 1955.
Bull. 1221. U. S. Department of Labor, Bureau of Labor Statistics, 1957. 87 pp.
Government Printing Office, Washington.

A statistical analysis of the provisions of 300 selected health and insurance programs under collective bargaining, each covering 1,000 or more workers. The study reveals precisely what health and insurance plans provide to the worker and his dependents.

Pension Plans Under Collective Bargaining: Vested Rights, Compulsory Retirement, Types and Amounts of Benefits. Bull. 1147. U. S. Department of Labor, Bureau of Labor Statistics, 1953. 23 pp. Government Printing Office, Washington.

Statistical analysis of pension plans included in 300 collective bargaining agreements covering nearly 6 million workers.

Digest of One-Hundred Selected Pension Plans Under Collective Bargaining, Winter 1957-58. Bull. 1232. U. S. Department of Labor, Bureau of Labor Statistics, 1958. 71 pp. Government Printing Office, Washington.

Details of 100 pension plans in force in 1957-58, covering more than 3 million workers, are presented in tabular form in this bulletin.

Digest of One-Hundred Selected Health and Insurance Plans under Collective Bargaining, 1958. Bull. 1236. U. S. Department of Labor, Bureau of Labor Statistics, 1958. 253 pp. Government Printing Office, Washington.

An easy-to-follow presentation of the details of 100 plans.

Health, Insurance, and Pension Plans in Union Contracts. Bull. 1187. U. S. Department of Labor, Bureau of Labor Statistics, 1955. 8 pp. Government Printing Office, Washington.

A report on a survey of the prevalence and types of plans in effect in the United States in 1954 under the terms of collective bargaining agreements.

Collective Bargaining Clauses: Dismissal Pay. Bull. 1216. U. S. Department of Labor, Bureau of Labor Statistics, 1957. 28 pp. Government Printing Office, Washington.

A study of dismissal pay provisions in collective bargaining agreements, illustrative of the way in which various unions and employers deal with the problem of job termination through no fault of the worker.

Pension Costs—In Relation to the Hiring of Older Workers. BES Bull. E150. U. S. Department of Labor, Bureau of Employment Security, 1956. 26 pp. Government Printing Office, Washington.

One of a series of studies by the Department of Labor dealing with the status of the older worker.

Welfare and Pension Plans Investigation. Final Report, Committee on Labor and Public Welfare. U. S. Congress, 84th, 2d Session, Senate, 1956. 365 pp. Government Printing Office, Washington.

This report summarizes the hearings and studies of the subcommittee and staff in the named field, with conclusions and recommendations for legislation. The hearings themselves are also published and may be consulted for further analysis.

Pension Plans Under Collective Bargaining: A Reference Guide for Trade Unions. American Federation of Labor (now AFL-CIO), Washington, 1952. 105 pp.

An analysis of the basic problems in pension planning from the trade union viewpoint.

Health Insurance: Group Coverage in Industry. By Richard N. Baisden and John Hutchinson. Institute of Industrial Relations, University of California, Berkeley, 1956. 76 pp.

A brief survey of health and welfare plans in industry, with an evaluation of progress to date and examination of some unresolved issues.

Toward a Democratic Work Process: The Hormel Packinghouse Workers' Experiment. By Fred H. Blum. New York, Harper & Brothers, 1954. 229 pp.

A study of the economics of the guaranteed annual wage at the Hormel meatpacking plant, including a discussion of its effects on the workers and plant efficiency.

Sharing Profits with Employees. By F. Beatrice Brower. National Industrial Conference Board, Inc., New York, 1957. 92 pp.

One of several NICB Studies in Personnel Policy (No. 162), this one dealing with methods and problems in profit sharing.

Pension Planning: Experience and Trends. By Walter J. Couper and Roger Vaughan. Industrial Relations Monograph No. 16. New York, Industrial Relations Counselors, Inc., 1954. 245 pp.

A presentation of factual detail derived from analyses of nearly 500 pension plans. Designed to be of use by companies planning a pension program.

Industrial Pensions. By Charles L. Dearing. Washington, Brookings Institution, 1954. 310 pp.

An analysis of the structure, operation, and financing of industrial pension plans. Especially interesting is its discussion of the financial problems implicit in the growth of the pension movement.

Profit Sharing in American Business. By Edwin B. Flippo. College of Commerce and Administration, Ohio State University, Columbus, 1954. 183 pp.

An analysis of the methods used in administering employee profit-sharing plans, with particular attention to techniques and methods of operation during nonprofit periods.

Guaranteed Wages. By J. W. Gabarino. Institute of Industrial Relations, University of California, Berkeley, 1954. 61 pp.

This pamphlet describes briefly the history of guaranteed annual wages, the present versions of guaranteed wage plans, and the arguments for and against such plans.

The Guaranteed Annual Wage: Existing Plans, Employer and Union Approaches, Bargaining Strategy. Bureau of National Affairs, Washington, 1955. 259 pp.

A review of annual wage plans under collective bargaining, including a checklist of points to be considered in negotiating for them.

Management and Union Health and Medical Programs. By Margaret C. Klein and Margaret F. McKiever. U. S. Public Health Service, Publication 329. 1953. 276 pp. Government Printing Office, Washington.

An informative study on the operation of health and welfare plans under collective bargaining. It also describes union health centers which offer the membership direct medical care.

Profit Sharing Patterns. By P. A. Knowlton. Profit Sharing Research Foundation, Evanston, Ill., 1954. 144 pp.

A comparative analysis of the profit-sharing formulas and results of plans of 300 companies with a total of 730,000 employees.

Profit Sharing Manual. Joseph B. Meier, Editor. Council of Profit Sharing Industries, Chicago, 1957. 463 pp.

The most recent of a number of publications on profit sharing issued by this Council. Proceedings of annual conferences are also available from this organization.

D. Grievance Procedures, Arbitration, Strikes

Arbitration of Labor-Management Grievances, Bethlehem Steel Company and United Steelworkers of America, 1942-52. Bull. 1159. U. S. Department of Labor, Bureau of Labor Statistics, 1954. 42 pp. Government Printing Office, Washington.

This survey of 10 years of grievance arbitration in a large steel company covers the types of grievances going to arbitration, the problems and solutions in discharge and discipline, seniority, and wage adjustment cases are examined in detail.

Analysis of Work Stoppages, 1957. Bull. 1234. U. S. Department of Labor, Bureau of Labor Statistics, 1958. 35 pp. Government Printing Office, Washington.

The Bureau of Labor Statistics issues annual bulletins giving detailed information on strikes in the United States.

Arbitration of Grievances. Bull. 82. U. S. Department of Labor, Bureau of Labor Standards, 1946. 39 pp. Government Printing Office, Washington.

A practical manual on grievance arbitration.

Settling Plant Grievances. Bull. 60. U. S. Department of Labor, Bureau of Labor Standards, 1944. 46 pp. Government Printing Office, Washington.

A description of grievance procedure, primarily at the plant level.

Arbitration of Wages. By Irving Bernstein. Los Angeles, University of California Press, 1954. 125 pp.

An analysis of wage awards under arbitration, from 1945 to 1950, taken from the Bureau of National Affairs' Labor Arbitration Reports. The situations, the procedural questions involved, and the criteria used by arbitrators in determining the awards are discussed.

Social Responsibility and Strikes. By Neil W. Chamberlain. New York, Harper & Brothers, 1953. 293 pp.

This book, a companion volume to *The Impact of Strikes* (see below), delves into the social responsibility that union and company officials, in their relations with each other, are so often called upon to exercise. The author concludes that sanctions now available to the public to compel respect for social responsibilities are not effective, and suggests a solution—a 'statutory or nonstoppage strike.' A provocative book, carefully developed.

The Impact of Strikes: Their Social and Economic Costs. By Neil W. Chamberlain and Jane Metzger Schilling. New York, Harper & Brothers, 1954. 257 pp.

The authors set up a measure for judging the relative costs of strikes to the producers and consumers, and use it to analyze strikes in the coal, railroad, and steel industries.

Management-Union Arbitration: A Record of Cases. By Maxwell Copelof. New York, Harper & Brothers, 1948. 345 pp.

Discusses arbitration as a substitute for economic warfare. Illustrated by cases which involve different types of labor disputes.

Strikes. By William Goldner. Institute of Industrial Relations, University of California, Berkeley, 1951. 50 pp.

A good brief analysis of the cause, purpose, and underlying ideas of strikes and their place in industrial relations.

Emergency Disputes and National Policy. Industrial Relations Research Association. New York, Harper & Brothers, 1955. 271 pp.

Papers by various authors relating to policies toward labor disputes bringing about emergency conditions. The nature of national emergency disputes, experience in dealing with them under the Taft-Hartley Act, and the elements of a national policy are discussed.

Industrial Conflict. Arthur Kornhauser, Robert Dubin, and Arthur M. Ross, Editors. New York, McGraw-Hill Book Co., Inc., 1954. 551 pp.

A collection of essays by contributors from all of the relevant social sciences which is intended to provide various approaches to the problem of strikes. The nature of industrial conflict, and methods used in the United States and other countries to reduce it, form the basis for the discussion.

Management Rights and the Arbitration Process. National Academy of Arbitrators, Proceedings, 6th Annual Meeting. Jean T. McKelvey, Editor. Washington, Bureau of National Affairs, 1956. 237 pp.

A record of proceedings of the organization which includes and represents practically all of the leading arbitrators in the country. The relationship of management with arbitration, the principal problems which arise and an intimate discussion of what may be expected from the arbitration process are included.

Conciliation in Action: Principles and Techniques. By Edward Peters. New London, Conn., National Foremen's Institute, Inc., 1952. 266 pp.

Conciliation as it relates to the collective bargaining process is discussed in this work, written in an informal style. Written by a member of the California State Conciliation Service.

Cases on Labor Relations. By Harry Shulman and Neil W. Chamberlain. Brooklyn, Foundation Press, Inc., 1949. 1,255 pp.

A collection of arbitrators' opinions concerned with the adjustment of disputes over the meaning and application of agreements.

The Psychology of Industrial Conflict. By Ross Stagner. New York, John Wiley & Sons, Inc., 1956. 550 pp.

Deals with union-management relations as a psychological problem, portraying the competition between organized labor and employers as a complex set of interactions which should be understood to reach satisfactory settlement of disputes.

Historical Survey of Labor Arbitration. By Edwin E. Witte. Philadelphia, University of Pennsylvania, 1952. 64 pp.

A study from the University of Pennsylvania Labor Arbitration Series. Other reports in this series cover additional aspects of labor arbitration (9 pamphlets).

American Labor Struggles. By Samuel Yellen. New York, Harcourt, Brace and Co., 1936. 398 pp.

Analysis of 10 major strikes in coal, steel, textiles, and transportation, describing their causes, tactics used, and their effect on the labor movement as a whole.

E. Productivity and Technological Change

Productivity: A Bibliography. Bull. 1226. U. S. Department of Labor, Bureau of Labor Statistics, 1957. 182 pp. Government Printing Office, Washington.

A comprehensive bibliography of book and periodical literature on productivity, including a list of unpublished doctoral dissertations and theses.

The Challenge of Automation. Papers delivered at the CIO National Conference on Automation. Washington, Public Affairs Press, 1955. 77 pp.

A series of reports by scientists and labor leaders presented at a union conference, designed to present the problems of automation as they apply to workers.

Automation and Technological Change. Hearings, Joint Committee on the Economic Report. . . U. S. Congress, 84th, 1st Session. . . October 14-28, 1955. 644 pp. Government Printing Office, Washington.

Statements by 26 industrialists, labor leaders, and scientific experts on current examples of automation and their implication for living standards, employment, displacement of workers, changing occupations, training, etc.

Organized Labor and Production: Next Steps in Industrial Democracy. By Morris L. Cooke and Philip Murray. (Revised edition) New York, Harper & Brothers, 1946. 277 pp.

Discusses the problems of management and labor in industrial production in order to arrive at mutual understanding of the problems involved and to suggest techniques for joint solution. An important expression of union viewpoints.

Labor Relations and Productivity in the Building Trades. By W. Haber and H. M. Levinson. Ann Arbor, Mich., University of Michigan Press, 1956. 266 pp.

Deals with collective bargaining policies as they relate to problems in the building industry. The wide variation in union practices between localities and unions is stressed.

Maintenance of Way Employment on U. S. Railroads: An Analysis of the Sources of Instability and Remedial Measures. By William Haber and Associates. Detroit, Brotherhood of Maintenance of Way Employees, 1957. 237 pp.

An analysis of the problems of labor displacement among maintenance of way employees. A number of alternative methods to produce stable employment are proposed.

AFL Attitudes Toward Production, 1900-1932. By Jean T. McKelvey. Ithaca, N. Y., Cornell University, 1952. 150 pp.

A survey of the development of union attitudes toward production problems, technological development and scientific management.

Management, Labor and Technological Change. . . By John W. Riegel. Ann Arbor, Mich., University of Michigan Press, 1942. 187 pp.

A study of employee attitudes toward technological change and of management techniques for safeguarding employee interests when introducing new methods.

Automatic Control. Various authors, *Scientific American*. New York, Simon and Schuster, 1955. 148 pp.

A compilation of articles by 13 scientists, which appeared in *Scientific American* magazine, discussing the principles, applications, and implications of automatic controls. The impact on the working force, both in the plant and the office, is discussed.

Union Policies and Industrial Management. By Sumner H. Slichter. Washington, Brookings Institution, 1941. 597 pp.

A detailed study of the policies and attitudes of unions with reference to production. An important work in this field, it is now being revised.

Productivity. By Peter O. Steiner and William Goldner. Institute of Industrial Relations, University of California, Berkeley, 1952. 60 pp.

A pamphlet discussing the concept of productivity, its influence on the growth of the economy, and its relationship to industrial relations. Written for the nonprofessional audience.

Industrial Productivity. L. Reed Tripp and Editorial Board, Editors. Industrial Relations Research Association, Madison, Wis., 1951. 224 pp.

Papers by representatives of various disciplines, summarizing what is known about productivity, from the point of view of their special interests. Trade union attitudes, worker motivation, and other subjects of concern to labor and management are discussed.

Employee Understanding and Teamwork for Greater Productivity. By John P. Troxell. New York, National Association of Manufacturers, 1954. 97 pp.

A study oriented around the question, 'What combination of factors will best supply motivation for good work and satisfaction in work under varying circumstances?' Discusses union attitudes and practices relating to productivity from management's viewpoint.

The Man on the Assembly Line. By Charles R. Walker and Robert H. Guest. Cambridge, Mass., Harvard University Press, 1952. 180 pp.

A study of the effects of mechanized production methods on the attitudes and comfort of the workers. Suggestions are offered for the elimination of the more distressing consequences.

Toward the Automatic Factory: A Case Study of Men and Machines. By Charles R. Walker. New Haven, Conn., Yale University Press, 1957. 232 pp.

The impact of automatic technology on job content, labor relations, and working conditions of a modern factory is treated in detail in this report.

Cybernetics: Or Control and Communication in the Animal and Machine. By Norbert Wiener. New York, John Wiley & Sons, 1948. 194 pp.

This volume and another by the same author—*The Human Use of Human Beings*—discusses the underlying industrial and social factors of automation and the philosophical implications of mechanization of industry.

The Human Use of Human Beings. By Norbert Wiener. New York, Doubleday-Anchor Books, 1954. 199 pp.

Discusses the significance of new technological developments and their impact on skill and types of employment.

Let Erma Do It—The Full Story of Automation. By David O. Woodbury. New York, Harcourt, Brace and Co., 1956. 305 pp.

A discussion of automation for nonexperts, giving an excellent picture of the new technology and its workings.

F. Cooperation and Human Relations

Collective Bargaining Clauses: Labor-Management Safety, Production and Industry Stabilization Committees. Bull. 1201. U. S. Department of Labor, Bureau of Labor Statistics, 1956. 35 pp. Government Printing Office, Washington.

This bulletin presents a variety of union agreement provisions, as contained in contracts covering at least 1,000 workers each, and a discussion of prevalence and types of clauses.

Union-Management Cooperation. By Kurt Braun. Washington, Brookings Institution, 1947. 259 pp.

A comprehensive analysis of the development of union-management cooperation in the clothing industry. The clothing unions were among the first to promote joint participation on production problems. Significance of the experience in this industry for other industries is indicated.

The Sociology of Work. By Theodore Caplow. Minneapolis, University of Minnesota Press, 1954. 330 pp.

Discusses the sociological aspects of the division of labor. Occupational mobility status, attitudes, and other related subjects are also covered.

The Proper Study of Mankind: An Inquiry into the Science of Human Relations. By Stuart Chase. New York, Harper & Brothers, 1948. 311 pp.

A study of social science methods and their use. Most of the subjects covered are important elements in the background of industrial relations. Some chapters deal with research in human relations in industry.

Roads to Agreement: Successful Methods in the Science of Human Relations. By Stuart Chase. New York, Harper & Brothers, 1951. 250 pp.

A readable summary report on the work of human relations research centers and institutes. Has many specific contributions toward an understanding of human factors in labor-management relations.

Making Work Human. By Glen U. Cleeton. Yellow Springs, Ohio, Antioch Press, 1949. 326 pp.

A study of what workers think about their jobs, what they expect from them, and all of the various aspects of job requirements, conditions, and rewards.

Greater Productivity Through Labor-Management Cooperation. By Ernest Dale. New York, American Management Association, 1949. 197 pp.

Company and union experience in integrating labor and management in a common effort to increase productivity is analyzed on the basis of reports from 263 companies.

Personnel Policies and Unionism: The Human Factors in Industry. By Henry S. Gilbertson. Boston, Ginn and Co., 1950. 463 pp.

Examines personnel management as it relates to management and worker attitudes toward production. The role of the union in the production effort is discussed.

Research in Industrial Human Relations. Industrial Relations Research Association. New York, Harper & Brothers, 1957. 213 pp.

Review and appraisal of the experience and accomplishments of practitioners in the field of human relations in industry during the recent years, as distinct from the scientific management approach. Management and union impact and attitudes are discussed. An important contribution to the literature on human relations.

Psychology of Labor-Management Relations. Arthur Kornhauser, Editor. Industrial Relations Research Association, Madison, Wis., 1949. 122 pp.

Analysis of the relation of psychology to industrial relations, in a new frame of reference. Psychologists have, in the past, accepted management's point of view. This volume presents points of view of union leaders and scholars not associated with either labor or management.

Labor-Management Cooperation and How to Achieve It. By E. J. Lever and Francis Goodell. New York, Harper & Brothers, 1948. 143 pp.

A guide to the organization and conduct of joint production committees, written by a director of workers' education and a management consultant.

The Worker Speaks His Mind on Company and Union. By Theodore W. Purcell. Cambridge, Mass., Harvard University Press, 1953. 344 pp.

Results of a survey of a random sample of production workers in a Chicago meatpacking house. An analysis of worker attitudes in a plant community, more indicative of loyalties rather than worker reaction in any particular situation.

Management and the Worker. By F. J. Roethlisberger and W. J. Dickson. Cambridge, Mass., Harvard University Press, 1939. 615 pp.

Interprets the results of the Western Electric Co.'s research program in terms of working conditions and employee efficiency, improvement of employee relations, and a better understanding of employee satisfaction.

Labor Relations and Human Relations. By Benjamin M. Selekman. New York, McGraw-Hill Book Co., Inc., 1947. 255 pp.

An analysis of the factors making for maturity in union affairs and in labor-management relations. A substantial portion of the book is devoted to problems in agreement administration, including grievance handling and resistance to change.

G. Manpower, Mobility, and Labor Markets

Analysis of Layoff, Recall, and Work-Sharing Procedures in Union Contracts. Bull. 1209. U. S. Department of Labor, Bureau of Labor Statistics, 1957. 35 pp. Government Printing Office, Washington.

A statistical analysis of the prevalence and interrelation of various aspects of collective bargaining practices in the subject topics. Illustrative clauses are contained in BLS Bull. 1189.

Collective Bargaining Clauses: Layoff, Recall, and Work-Sharing Procedures.
Bull. 1189. U. S. Department of Labor, Bureau of Labor Statistics, 1956. 53 pp.
Government Printing Office, Washington.

Selected clauses illustrating the variety of provisions included in collective bargaining contracts are presented in this bulletin. A statistical analysis of clauses of this type is presented in BLS Bull. 1209.

Spotlight on Women in the United States, 1956-57. U. S. Department of Labor, Women's Bureau, 1957. 46 pp. Processed. Government Printing Office, Washington.

A summary of the progress of women in the United States in various fields of activity, and in their changing economic and political role.

Handbook on Women Workers. Bull. 261. U. S. Department of Labor, Women's Bureau, 1956. 96 pp. Government Printing Office, Washington.

The most recent of a biennial handbook of facts on women workers, including basic information on trends in women's employment and occupations, the age and marital status and earnings and income of women workers, women's educational status, and State laws affecting the employment and civil and political status of women.

Changes in Women's Occupations, 1940-50. Bull. 253. U. S. Department of Labor, Women's Bureau, 1954. 104 pp. Government Printing Office, Washington.

An analysis of the trends in the occupations of employed women between 1940 and 1950, as revealed by the decennial census of the United States. Increased entrance of women into various occupations and the shift in relative proportion in each occupation are tabulated.

Labor Mobility and Economic Opportunity. By E. Wight Bakke and others. New York, John Wiley & Sons, Inc., 1954. 118 pp.

Seven essays, which constitute a report on research on labor mobility in the United States. A downward trend in mobility is indicated, as workers search for security and for property rights in jobs and occupations.

Manpower in the United States: Problems and Policies. Industrial Relations Research Association. New York, Harper & Brothers, 1954. 225 pp.

Papers by specialists in various fields of manpower utilization and motivation, the labor force, and mobilization for special purposes. In common with other IRRA reports, an interesting and provocative book.

Manpower Resources and Utilization: Principles of Working Force Analysis. By A. J. Jaffe and Charles D. Stewart. New York, John Wiley & Sons, Inc., 1951. 532 pp.

A general study of the work force, including concepts of measurement, size, economic and social characteristics, and causal factors determining its character.

Labor Mobility in Six Cities. By Gladys Palmer. New York, Social Science Research Council, 1954. 177 pp.

A report on the pattern of job movement of workers in 6 cities between 1940 and 1950. The statistical data are quite complete.

Economic of the Labor Market. By Joseph Shister. Philadelphia, J. B. Lippincott Co., 1949. 590 pp.

An analysis of the operation of the labor market in terms of the interaction of its various institutions.

GOVERNMENT AND LABOR

A. Legislative Controls

Federal Labor Laws and Agencies. Bull. 123 (revised). U. S. Department of Labor, Bureau of Labor Standards, 1957. 119 pp. Government Printing Office, Washington.

A 'layman's guide' giving the principal provisions of labor and social insurance laws. Services available from agencies which administer the laws are summarized.

Digest of State and Federal Labor Legislation, October 1, 1954, to December 31, 1955, and January 1, 1956, to October 15, 1956. Bull. 188. U. S. Department of Labor, Bureau of Labor Standards, 1956. 287 pp. Government Printing Office, Washington.

The latest in a long series (since 1937) of studies of legislation on the national and State level. Covers laws passed during 2 legislative years.

Annual Reports, United States Government Agencies:

Department of Labor, Report of the Secretary of Labor, 1913-
and Wage and Hour Division, 1939-
Federal Mediation and Conciliation Service, 1948-
National Labor Relations Board, 1936-
National Mediation Board, 1935-
Social Security Administration, 1936-
Government Printing Office, Washington.

Reports of operations of Federal agencies which administer labor legislation. These are valuable sources of information on policy developments, also for operating statistics.

State Labor Legislation, 1937-1947: A Study of State Laws Affecting the Conduct and Organization of Labor Unions. By Sanford Cohen. Columbus, Bureau of Business Research, College of Commerce and Administration, Ohio State University, 1948. 150 pp.

Presents a brief analysis of specific laws and discusses trends in relation to the general economic welfare.

The Labor Injunction. By Felix Frankfurter and Nathan Greene. New York, The Macmillan Co., 1930. 343 pp.

A classic study of the law of labor injunction and the abuses in its application before the passage of the Norris-LaGuardia Act.

Collective Bargaining in the Railroad Industry. By Jacob J. Kaufman. New York, Columbia University Press, 1954. 235 pp.

An explanation of the development and present status of collective bargaining on the railroads. The problem of collective bargaining under the present complex regulatory legislation is discussed.

Unions Before the Bar. By Elias Lieberman. New York, Harper & Brothers, 1949. 351 pp.

A study of the outcome of 25 historic trials, through which the author traces the development of labor rights in the United States.

From the Wagner Act to Taft-Hartley: A Study of National Labor Policy and Labor Relations. By Harry A. Millis and Emily Clark Brown. Chicago, University of Chicago Press, 1950. 723 pp.

Evaluation of two laws of major importance to labor-management relations in terms of whether they weakened or strengthened collective bargaining. H. A. Millis was chairman of the National Labor Relations Board from 1940 to 1945 and was able to speak from practical experience with the Wagner Act, at least. A distinguished example of scholarship, combined with clarity and readability.

Industrial Relations and the Government. By Wayne L. McNaughton and Joseph Lazar. New York, McGraw-Hill Book Co., Inc., 1954. 531 pp.

A discussion of the development and recent application of labor law, with emphasis upon its legal aspects.

Labor and the Supreme Court. By Albion Guilford Taylor. Williamsburg, Va., College of William and Mary, 1957. 178 pp.

A concise statement of the legal status of activities pertaining to labor-management relations, as determined by the U. S. Supreme Court.

Government Regulation of Industrial Relations. By George W. Taylor. New York, Prentice-Hall, Inc., 1948. 383 pp.

An examination of National labor policy as expressed in the Wagner Act, the World War II program of emergency controls, and the Taft-Hartley Act, by an experienced administrator, teacher, and arbitrator.

B. Social Security

Adequacy of Benefits Under Unemployment Insurance. Washington, U. S. Department of Labor, Bureau of Employment Security, 1952. 40 pp., tables. Processed.

Presents views on purposes and principles of benefits and criteria for judging their adequacy.

A Compilation of the Social Security Laws, Including the Social Security Act, as amended. . . U. S. Social Security Administration, 1955. 272 pp. Government Printing Office, Washington.

A periodic report on the various social security laws.

Availability for Work: A Study in Unemployment Compensation. By Ralph Altman. Cambridge, Mass., Harvard University Press, 1950. 350 pp.

An analysis of the availability aspect in qualification for unemployment benefits. Includes a discussion of the impact of administrative policies on the labor market.

The American Social Security System. By Eveline M. Burns. Boston, Houghton, Mifflin Co., 1951. 494 pp.

An analysis of the issues and problems involved in the various parts of the social security system.

American Social Insurance. Revised. By Domenico Gagliardo. New York, Harper & Brothers, 1955. 672 pp.

A description of social security in the United States, with special reference to the historical development of the program.

Know Your Social Security. By Arthur Larson. New York, Harper & Brothers, 1955. 220 pp.

A description of the Federal social security system, written in simple style to inform the covered worker of his duties and rights under the law.

Labor's Risks and Social Insurance. By Harry A. Millis and Royal E. Montgomery. New York, McGraw-Hill Book Co., Inc., 1938. 453 pp. (Vol. II, Economics of Labor.)

A detailed and factual discussion of problems of unemployment, industrial injury, sickness and accidents, and old age. The development of legislation is included.

Pensions in the United States. A study prepared for the Joint Committee on the Economic Report, 82d Congress, 2d Session, by the National Planning Association. 1952. 106 pp. Government Printing Office, Washington.

A study of the effects of public and private pension programs on the economy and their contributions to the security and contentment of older workers.

Workmen's Compensation: Prevention, Insurance, and Rehabilitation of Occupational Disability. By Herman Miles Somers and Anne Ramsay Sommers. New York, John Wiley & Sons, Inc., 1954. 341 pp.

A basic text on the subject, covering its history and development, as well as important administrative and organizational issues.

C. Wartime and Special Types of Regulation

Problems and Policies of Dispute Settlement and Wage Stabilization During World War II. Bull. 1009. U. S. Department of Labor, Bureau of Labor Statistics, 1950. 380 pp. Government Printing Office, Washington.

A collection of interpretative essays on Government labor policy and controls in wartime.

Labor and Management in a Common Enterprise. By Dorthea de Schweinitz. Cambridge, Mass., Harvard University Press, 1949. 186 pp.

An account of the operation of labor-management production committees under the impetus of the War Production Board during World War II.

Wage Determination Under National Boards. By Abraham L. Gitlow. New York, Prentice-Hall, Inc., 1953. 248 pp.

An analysis of the factors which determine the wage policies followed by Government boards, particularly those established during periods of national emergency.

American Labor From Defense to Reconversion. By Joel Seidman. Chicago, University of Chicago Press, 1953. 307 pp.

A description of the major developments and various issues affecting labor as they arose during the defense, war, and reconversion periods.

D. Government as an Employer

The Labor Problem in Public Service; A Study in Political Pluralism. By Morton Robert Godine. Cambridge, Mass., Harvard University Press, 1951. 305 pp.

A study of the problems of unionism and collective bargaining among workers in public service, with particular reference to Federal employees.

Government as Employer. By Sterling Spero. New York, Remsen Press, 1948. 497 pp.

Examines the development of trade unionism among government employees from theoretical, legal, and historical viewpoints. Particular attention is devoted to the relation of public workers to the general labor movement and the collective bargaining relationship.

The Federal Government Service. The American Assembly, Graduate School of Business, Columbia University, New York. 1954.

This report includes a discussion of union organization in the Federal government. Collective bargaining, the right of employees to strike, and employee participation plans are briefly described.

CURRENT INFORMATION SOURCES

Monthly Labor Review. U. S. Department of Labor, Bureau of Labor Statistics. Government Printing Office, Washington.

An authoritative source for current information and statistics on industrial relations, employment, wages, prices, etc. Also includes articles, summaries of special reports, and book reviews and notes.

Employment and Earnings. U. S. Department of Labor, Bureau of Labor Statistics. Monthly. Processed. Government Printing Office, Washington.

A special monthly report on employment, hours and earnings, labor turnover rates, and payroll and man-hour indexes. State and area statistics are also included.

AFL-CIO News. American Federation of Labor and Congress of Industrial Organizations, 815 16th St. NW., Washington 6, D. C. (Weekly)

The weekly newspaper of the AFL-CIO. Contains news of national importance to labor, with particular attention to legislative and political activity.

American Federationist. American Federation of Labor and Congress of Industrial Organizations, 815 16th St. NW., Washington 6, D. C. (Monthly)

The official monthly magazine of the AFL-CIO. Includes articles of interest to labor and reports on labor conditions and union activities.

Collective Bargaining Report. Department of Research, American Federation of Labor and Congress of Industrial Organizations, 815 16th St. NW., Washington 6, D. C. (Monthly)

This bulletin is issued by the AFL-CIO each month. It deals with topics of particular interest to union officials engaged in collective bargaining.

International Labour Review. International Labor Office, 917 15th St. NW., Washington 5, D. C. (Monthly)

Publishes reports on many of the studies made by the ILO, also other articles on international labor problems. Sections on statistics, labor legislation, and lists of publications are also included.

Industrial and Labor Relations Review. New York State School of Industrial and Labor Relations, Cornell University, Ithaca, N. Y. (Quarterly)

Publishes articles, discussions and comments, news items, lists of current publications, book reviews, and reports on research—all generally relating to the field of labor relations and labor problems.

Management Record. National Industrial Conference Board, Inc. New York. (Monthly)

A publication intended primarily for the use of business executives. Articles on economic conditions, wages, prices, personnel practices, and other topics of interest to management are included.

Social Security Bulletin. Social Security Administration, U. S. Department of Health, Education, and Welfare. Government Printing Office, Washington.

Reports statistical information on operations carried on under the Social Security Act. Also includes special articles on various phases of social insurance.