

FEDERAL MEDIATION AND CONCILIATION SERVICE

Washington, D. C.

"New Frontiers for Collective Bargaining"

An Address

by

W. J. Usery, Jr., Director

Federal Mediation and Conciliation Service

Presented to the

Seminar on Collective Bargaining

of the

Florida A. & M. University Institute of Human Resources

Tallahassee, Florida

November 15, 1974

IT'S A REAL PLEASURE AND AN  
HONOR TO BE WITH YOU TODAY.

TO BE HONEST WITH YOU, I WASN'T  
SURE THAT I WAS GOING TO BE ABLE TO MAKE  
IT, BECAUSE I WASN'T SURE THE COAL TALKS  
WOULD REACH AN AGREEMENT IN TIME.

IN THESE CHANGING TIMES, IT'S  
HARD TO PLAN AHEAD. I'M TOLD, THAT WHEN  
ADAM AND EVE WERE KICKED OUT OF THE  
GARDEN OF EDEN, THE FIRST THING ADAM  
SAID WAS "DON'T TAKE IT TOO HARD. JUST  
REMEMBER, WE'RE LIVING IN AN AGE OF  
CHANGE.

AND THERE HAVE ALWAYS BEEN PROBLEMS.

IT WAS H. L. MENCKEN WHO ONCE SAID "FOR EVERY HUMAN PROBLEM, THERE IS ALWAYS A SOLUTION--SIMPLE, NEAT. . . AND WRONG."

SINCE COLLECTIVE BARGAINING IS NEVER NEAT AND SIMPLE, I CAN ONLY CONCLUDE THAT IT MUST BE RIGHT.

THE PROGRAM HAS ME SCHEDULED TO DISCOURSE ON "NEW FRONTIERS FOR COLLECTIVE BARGAINING."

"NEW FRONTIER" IS A MUCH OVER-WORKED EXPRESSION. BUT IN THE CASE OF COLLECTIVE BARGAINING, I THINK IT HAS A LEGITIMATE PLACE.

A FEW YEARS AGO IT WAS FASHIONABLE TO IGNORE COLLECTIVE BARGAINING. THERE WAS SOME TALK THAT COLLECTIVE BARGAINING HAD RUN ITS COURSE. UNION GROWTH WAS STAGNATING. MANY OF THE WAGE AND FRINGE BENEFIT GAINS FOUGHT FOR BY ORGANIZED LABOR HAD BEEN WON. BUSINESS SEEMED TO BE ADOPTING A MORE PATERNALISTIC POSTURE TOWARD ITS EMPLOYEES. AND THERE WERE SUGGESTIONS IN SOME QUARTERS THAT THE TRADE UNION MOVEMENT HAD LOST ITS APPEAL TO YOUNGER WORKERS.

HOW QUICKLY TIMES CHANGE.

THE LAST FEW YEARS HAVE SEEN WORKERS' INCOMES SERIOUSLY HURT BY INFLATION. SEEMINGLY GENEROUS SIX AND SEVEN AND EIGHT PERCENT WAGE INCREASES HAVE NOT BEEN ENOUGH TO KEEP REAL PURCHASING POWER ON PAR--MUCH LESS AHEAD--OF THE RISING COST OF LIVING.

NOW A FLOOD OF LAYOFFS IN THE AUTO INDUSTRY, THE COLLAPSE OF THE HOME BUILDING INDUSTRY, CUTBACKS IN HEAVY CONSTRUCTION AND A DECLINE IN CONSUMER PURCHASING POWER ARE MAKING WORKERS CONCERNED ABOUT THEIR JOBS AND FEARFUL THAT THEIR INDIVIDUAL BARGAINING POWER WILL NOT BE ENOUGH TO GUARANTEE THEM A DECENT INCOME.

IN ADDITION, IN THE LAST FEW YEARS, THE SEMI-PUBLIC AND PUBLIC SECTORS OF THE ECONOMY HAVE BECOME RESTLESS AS THESE WORKERS, TOO, STRUGGLE TO KEEP ECONOMIC PARITY.

LOOKING BACK, WE CAN SEE THAT WHAT WAS HAPPENING A FEW YEARS AGO OCCURRED BECAUSE IN GOOD TIMES EVERYONE IS SATISFIED AND LOOKING FORWARD TO MORE AND BETTER. UNIONS SEEMED TO HAVE LITTLE TO OFFER THAT COULDN'T OR WOULDN'T BE ACHIEVED ANYWAY.

NOW ALL THAT HAS CHANGED AND COLLECTIVE BARGAINING IS STRONGER AND MORE VIGOROUS THAN EVER.

IT IS EASIER TO RECITE HISTORY THAN TO PREDICT EVENTS THAT HAVE NOT YET HAPPENED. EXPLORING ANY NEW FRONTIER MUST BE DONE TENTATIVELY, CAUTIOUSLY WITH QUALIFICATIONS INSERTED FOR EVERY POSSIBLE CHANGING CONDITION.

PUBLIC OFFICIALS WHO SPEAK ON THE RECORD ARE EVER AWARE THAT THEIR STATEMENTS MAY COME BACK TO HAUNT THEM IF THEY ARE WRONG. AND ARE SELDOM REMEMBERED WHEN THEY ARE RIGHT.

HOWEVER, I BELIEVE I WOULD DO A SERIOUS INJUSTICE TO THE ORGANIZERS, THE PARTICIPANTS AND THE SUPPORTERS OF THIS IMPORTANT CONFERENCE TO END THIS THREE-DAY MEETING BY SERVING UP A DISH OF PAP AND PABLUM.

MAKE NO MISTAKE ABOUT IT, THE POLICY OF THE UNITED STATES, THE LAW OF THE LAND FOR FORTY YEARS, IS TO SUPPORT COLLECTIVE BARGAINING AND I BELIEVE THAT IS A SOUND POLICY.

JUST THIS PAST SUMMER, THE NATIONAL LABOR RELATIONS ACT WAS EXTENDED TO INCLUDE UNDER ITS PROTECTION 2.4 MILLION EMPLOYEES OF PRIVATE NONPROFIT HOSPITALS AND HEALTH CARE ESTABLISHMENTS.

THESE EMPLOYEES NOW ENJOY THE SAME RIGHTS TO ORGANIZE AND BARGAIN COLLECTIVELY AS WORKERS IN OTHER PRIVATE INDUSTRIES.

THIS AMENDMENT IS A VICTORY FOR THESE WORKERS--MANY OF THEM AMONG THE LOWEST PAID IN THE NATION.



BECAUSE OF THE CRITICAL NATURE OF HEALTH CARE DELIVERY, CERTAIN STEPS WERE WRITTEN INTO THE LAW TO INSURE THAT MEDIATION AND FACT-FINDING WOULD BE FULLY USED BEFORE A STRIKE OR LOCKOUT COULD OCCUR.

FARM WORKERS, HOWEVER, ARE STILL NOT COVERED. AND WE HAVE SEEN WHAT THIS CAN LEAD TO IN CALIFORNIA. BITTER UNION ORGANIZING WITH WORKERS CAUGHT IN THE MIDDLE. CONFUSION IN BARGAINING. AND SO FORTH.

FEDERAL WORKERS HAVE THE RIGHT TO FORM UNIONS UNDER CURRENT EXECUTIVE ORDERS. WHAT THESE WORKERS CAN BARGAIN FOR, HOWEVER, IS QUITE LIMITED COMPARED TO PRIVATE SECTOR BARGAINING OR, FOR THAT MATTER, PUBLIC SECTOR BARGAINING UNDER MANY STATE LAWS.

THE DAY PROBABLY WILL COME -- AND PROBABLY IS NOT TOO FAR AWAY -- WHEN THE SCOPE OF FEDERAL SECTOR COLLECTIVE BARGAINING WILL BE EXPANDED, DEFINED, AND PROTECTED BY FEDERAL LEGISLATION, JUST AS PUBLIC SECTOR BARGAINING IS NOW DEFINED AND PROTECTED BY STATE LAW.

I SAY THIS NOT BECAUSE FEDERAL WORKERS ARE UNDERPAID OR SUFFERING IN OTHER WAYS -- ON THE WHOLE, UNCLE SAM IS A VERY GOOD AND GENEROUS EMPLOYER -- BUT BECAUSE I FIND IT DISTURBING THAT THE FEDERAL GOVERNMENT SHOULD TELL PRIVATE INDUSTRY HOW TO OPERATE, WHAT MEDICINE IT SHOULD TAKE, AND YET REFUSE TO TAKE THE SAME MEDICINE.

MAKING COLLECTIVE BARGAINING THE NATIONAL POLICY AND THE LAW OF THE LAND FOR EVERYONE BUT ITSELF IS A CLEAR-CUT CASE OF DO AS I SAY AND NOT AS I DO--A STAND-OUT EXAMPLE OF WHAT SOME MIGHT EVEN CALL HYPOCRISY.

FLORIDA CAN TAKE PRIDE IN ITS OWN APPROACH TO PUBLIC SECTOR BARGAINING. IN 1968 THIS STATE'S CONSTITUTION WAS AMENDED TO INCLUDE THIS RIGHT. AND THIS PAST JANUARY, THE STATE LEGISLATURE PASSED A COMPREHENSIVE LAW TO MAKE THAT RIGHT A LIVING REALITY.

SINCE THEN, WE HAVE SEEN ESTABLISHED THE "PUBLIC EMPLOYEE RELATIONS COMMISSION" TO OVERSEE THE OPERATION OF THAT LAW.

LAST WEEKEND THE COMMISSION COMPLETED ITS WORK ON THE RULES AND REGULATIONS TO MAKE COLLECTIVE BARGAINING A REALITY FOR ALL STATE AND MUNICIPAL EMPLOYEES SEEKING THAT RIGHT. THESE RULES AND REGULATIONS TAKE EFFECT DECEMBER 16 -- ONE MONTH FROM TODAY.

AND SO, WE ARE MEETING AT AN HISTORIC MOMENT, NOT ONLY FOR PUBLIC SECTOR COLLECTIVE BARGAINING IN FLORIDA, BUT FOR PUBLIC SECTOR BARGAINING IN GENERAL.

HOW WELL THE RULES AND REGULATIONS WORK WILL BE LOOKED AT BY OTHER STATES, WITH AND WITHOUT PUBLIC SECTOR LAWS, AND PROBABLY BY MEMBERS OF BOTH HOUSES IN CONGRESS WHO ARE INTERESTED IN WHETHER A FEDERAL PUBLIC SECTOR LAW IS NEEDED.

I SHOULD LIKE TO SAY A FEW WORDS OF PRAISE ABOUT THE COMMISSION. CHAIRMAN CHARLIE FREEMAN AND THE FOUR OTHER MEMBERS MAKE UP ONE OF THE MOST DISTINGUISHED BODIES OF ITS TYPE ANYWHERE.

YOU HAVE BILL ROSE, A FORMER FMCS MEDIATOR, WHOSE WORK HAS DISTINGUISHED HIM FOR MANY YEARS. THEN THERE IS RUSSELL SMITH, WHOSE BOOKS ON LABOR LAW HAVE MADE HIM A CELEBRITY IN THE FIELD. JOE BRANDSCHAIN AND VERN STOUFFER--JOE FROM PHILADELPHIA AND VERN FROM OHIO--ARE TWO TOP ARBITRATORS WHO HAVE MOVED TO FLORIDA TO RETIRE AND ARE NOT LETTING THEIR TALENTS GO TO WASTE.

SURELY IT WOULD BE HARD TO FIND FIVE MORE ABLE AND MORE DISTINGUISHED PERSONS TO TAKE CHARGE OF THIS NEW LAW AND SEE THAT IT WORKS.

AND A FEW REMARKS ABOUT THE LAW. UNDER IT, ALL PUBLIC EMPLOYEES--TEACHERS, FIREMEN, POLICE AND CLERKS--HAVE THE RIGHT TO ORGANIZE AND BARGAIN. THEY DO NOT, HOWEVER, HAVE THE RIGHT TO STRIKE.

I DO NOT WANT TO GET CAUGHT IN THE MIDDLE OF CONTROVERSY OVER WHETHER PUBLIC EMPLOYEES SHOULD OR SHOULD NOT HAVE THIS RIGHT.

BUT I DO WANT TO POINT OUT THAT ANTI-STRIKE LAWS HISTORICALLY HAVE FAILED.

WE HAVE SEEN POLICE, FIREMEN,  
TEACHERS AND PRISON GUARDS GO ON STRIKE  
IN CITIES FROM COAST TO COAST--OFTEN IN  
STATES WITH ANTI-STRIKE LAWS--WHEN THEY  
HAVE NOT BEEN ABLE TO GET A SATISFACTORY  
CONTRACT IN ANY OTHER FASHION.

THE ABILITY TO STRIKE, WHEN YOU  
GET RIGHT DOWN TO IT, IS A POWER GAINED  
THROUGH STRENGTH MORE THAN IT IS A  
PRIVILEGE CONFERRED BY LAW.

ONE NEED ONLY REMEMBER THAT FEDERAL  
POSTAL WORKERS WENT ON STRIKE A FEW YEARS  
AGO--IN TOTAL DEFIANCE OF FEDERAL LAW--  
BECAUSE THEY BELIEVED IT WAS THE ONLY WAY  
THEY COULD ACHIEVE THEIR GOALS.

I DO NOT MEAN TO SUGGEST THAT ANTI-STRIKE LEGISLATION IS WRONG OR THAT ALL PUBLIC EMPLOYEES NECESSARILY SHOULD HAVE THE RIGHT TO STRIKE. WHAT I AM SAYING IS THAT ANTI-STRIKE LAWS ALONE ARE NOT ENOUGH TO PREVENT STRIKES.

FOR MANY YEARS DISTINGUISHED LABOR-MANAGEMENT PROFESSIONALS HAVE BEEN SEEKING ALTERNATIVES TO STRIKES. ARBITRATION IS ONE SUCH ALTERNATIVE. SOME HAVE EVEN SUGGESTED THAT IN PUBLIC SECTOR BARGAINING THE UNRESOLVED ISSUES COULD BE PLACED ON THE BALLOT FOR THE PUBLIC TO DECIDE IN A REFERENDUM.



IN THE FEDERAL SECTOR, DEADLOCKED ISSUES ARE DECIDED BY THE FEDERAL IMPASSES PANEL.

HERE IN FLORIDA, UNDER THE RULES AND REGULATIONS ISSUED BY THE COMMISSION, MEDIATION AND FACT-FINDING ARE THE TOOLS TO BE RELIED ON FOR JUST SETTLEMENTS OF DISPUTES.

THE FEDERAL MEDIATION AND CONCILIATION SERVICE HAS BEEN GIVEN THE MAJOR RESPONSIBILITY FOR MEDIATION.

I AM DEEPLY HONORED THAT GOVERNOR REUBEN ASKEW AND THE MEMBERS OF THE COMMISSION HAVE ENTRUSTED THE SERVICE WITH SUCH AN IMPORTANT ROLE IN STATE MATTERS.

I THINK IT SPEAKS WELL OF THE GOOD REPUTATION FMCS ENJOYS AS AN IMPARTIAL AGENCY INTERESTED IN HELPING PARTIES ACHIEVE JUST AND LASTING SETTLEMENTS.

IF I CAN EDITORIALIZE HERE FOR A MINUTE, LET ME PLEDGE TO YOU THAT WE WILL LIVE UP TO THIS TRUST.

BUT MEDIATION -- AS GOOD AS IT IS-- CANNOT ALWAYS ACHIEVE EVERYTHING WE WOULD LIKE IT TO ACHIEVE. SOMETIMES THE ISSUES ARE JUST TOO EXPLOSIVE, THE SIDES TOO FAR APART, OR THE NEGOTIATORS TOO LOCKED INTO THEIR POSITIONS TO MAKE IT POSSIBLE TO REACH AN AGREEMENT BEFORE A CONTRACT EXPIRES.

WHEN MEDIATION DOESN'T DO THE JOB, SOMETHING ELSE IS NEEDED.

UNDER THE FLORIDA LAW, THE NEXT STEP IS FACT-FINDING. FACT-FINDERS ARE APPOINTED BY THE COMMISSION. THEIR RECOMMENDATIONS ARE NOT BINDING. IT IS THE COMMISSION'S BELIEF--AND A HOPE THAT I SHARE--THAT THEIR RECOMMENDATIONS WILL CARRY ENOUGH WEIGHT WITH THE PARTIES TO RESOLVE MOST DISPUTES.

I EMPHASIZE THE IMPORTANT ROLE THAT MEDIATION AND FACT-FINDING WILL PLAY UNDER THE NEW LAW BECAUSE IT IS THIS MACHINERY--NOT THE ANTI-STRIKE PROVISION-- THAT WILL DO THE MOST TO INSURE PUBLIC SECTOR LABOR-MANAGEMENT PEACE.

HOW WELL THIS MACHINERY WORKS WILL GO A LONG WAY IN DETERMINING HOW CLOSE FLORIDA COMES TO ACHIEVING ITS GOAL UNDER THIS NEW LEGISLATION: THE GOAL OF GIVING FULL BARGAINING RIGHTS TO ITS PUBLIC WORKERS WHILE INSURING THE UN-INTERRUPTED DELIVERY OF PUBLIC SERVICES TO ITS CITIZENS.

THE RESPONSIBILITY TO MAKE THE LAW WORK IS YOURS AND MINE. MINE AS DIRECTOR OF THE FEDERAL MEDIATION SERVICE. YOURS IN VARIOUS CAPACITIES WITHIN THE STATE.

GOING BEYOND PUBLIC SECTOR BARGAINING TO LOOK AT SOME OF THE OTHER LANDSCAPE OF THE NEW FRONTIER OF COLLECTIVE BARGAINING, I SEE THE BEGINNINGS OF A TREND THAT HOLDS GREAT PROMISE FOR AMERICA.

WE ARE SEEING MORE AND MORE  
EXAMPLES OF UNION-MANAGEMENT COOPERATION  
IN SOLVING MUTUAL PROBLEMS.

IN THE NEWSPAPER INDUSTRY, FOR  
EXAMPLE, A LONG-STANDING ISSUE BETWEEN  
THE TWO PARTIES INVOLVED THE INTRODUCTION  
OF AUTOMATED TYPE-SETTING EQUIPMENT INTO  
COMPOSING ROOMS.

OBVIOUSLY, SUCH AUTOMATED EQUIP-  
MENT POSES A THREAT TO THE JOBS OF PRINTERS.  
YET, SUCH AUTOMATED EQUIPMENT ALSO PROMISES  
VAST IMPROVEMENTS IN SPEED AND EFFICIENCY  
TO THE INDUSTRY.

RECENT SETTLEMENTS IN NEW YORK, WASHINGTON, AND IN FORT LAUDERDALE HAVE RESOLVED THE ISSUE BY PROMISING LIFE-TIME SECURITY TO PRINTERS IN EXCHANGE FOR A FREE HAND IN PUTTING IN SUCH EQUIPMENT.

IT'S A SMALL EXAMPLE, BUT AN IMPORTANT ONE. BECAUSE IT SHOWS THAT PROGRESS CAN BE MADE AND IT UNDERSCORES THE SPIRIT OF COOPERATION THAT CAN ENABLE US TO ADAPT TO TECHNOLOGICAL CHANGE WITH THE LEAST HARDSHIP TO EITHER SIDE.

LONG AGO FORMER PRESIDENT HARRY TRUMAN OBSERVED THAT MANAGEMENT'S BEST CUSTOMER IS LABOR. OBVIOUSLY A HEALTHY ECONOMY DEPENDS ON WORKERS RECEIVING THEIR FAIR SHARE SO THAT THEY CAN CONTINUE PURCHASING AND MAKE MORE PRODUCTION POSSIBLE.

THIS LESSON HAS NOT BEEN LOST ON EITHER SIDE. AND IN THE NEW FRONTIER OF COLLECTIVE BARGAINING I LOOK FORWARD TO MORE EXAMPLES OF MUTUAL COOPERATION WITH EACH SIDE LOOKING OUT FOR THE INTERESTS OF THE OTHER.

LET'S LOOK AT AN EXAMPLE, THIS ONE IN THE STEEL INDUSTRY.

FOR YEARS THE ECONOMY, THE STEEL COMPANIES, AND THE STEEL WORKERS SUFFERED FROM RECURRING STRIKE THREATS. GRADUALLY A PATTERN BEGAN TO EMERGE. AS CONTRACT TIME APPROACHED, STEEL CUSTOMERS--SUCH AS THE AUTO INDUSTRY AND THE HEAVY CONSTRUCTION INDUSTRY--BEGAN PLACING ORDERS TO CREATE STOCKPILES TO GUARD AGAINST ANTICIPATED SHORTAGES.

IN THE FINAL WEEKS OF CONTRACT TALKS, PRODUCTION ROSE, OVER-TIME INCREASED, STOCKPILES MOUNTED UNTIL IT BECAME OBVIOUS THAT--STRIKE OR NOT STRIKE--ORDERS WOULD FALL OFF IN THE MONTHS AHEAD, LAYOFFS WOULD BEGIN, AND STEEL PROFITS WOULD SHRINK AS CUSTOMERS ATE UP THEIR INVENTORIES.

IN ADDITION, STEEL USERS ALSO INCREASED THEIR USE OF IMPORTED STEEL--JUST IN CASE--WITH LONG-RANGE EFFECTS ON THE AMERICAN STEEL INDUSTRY.

TO REVERSE THIS CYCLE, THE STEEL COMPANIES AND THE UNITED STEELWORKERS IN 1973 BROKE NEW GROUND BY SIGNING AN "EXPERIMENTAL NEGOTIATING AGREEMENT", OR, FOR SHORT, THE ENA.



THE ENA BASICALLY PROVIDED TWO THINGS.

ONE, EARLY CONTRACT TALKS. TWO, ARBITRATION OF UNRESOLVED ISSUES.

THE ENA GOT ITS FIRST TEST IN 1974-- THIS YEAR. IT WORKED. THE STEEL COMPANIES AND THE STEELWORKERS BEGAN NEGOTIATIONS EARLY AND REACHED AN AGREEMENT WITHOUT EVER GOING TO ARBITRATION. IN ADDITION, THEY RENEWED THE ENA SO THAT IT WILL BE IN EFFECT AGAIN IN 1977.

NOW THE CYCLE OF STOCKPILING AND LAYOFFS HAS ENDED AND WE CAN LOOK FORWARD TO PEACE IN THE STEEL INDUSTRY UNTIL AT LEAST 1980.

MANY MORE PROBLEMS ARE WAITING TO BE SOLVED BY JOINT LABOR-MANAGEMENT EFFORTS. UNEMPLOYMENT'S UGLY HEAD IS REARING AND I ANTICIPATE THAT JOB SECURITY AND LAYOFF BENEFITS WILL BE HIGH ON THE LIST OF TOPICS DISCUSSED IN MANY UPCOMING NEGOTIATIONS.

INDUSTRIAL HEALTH AND SAFETY HAS BECOME AN INCREASINGLY IMPORTANT ISSUE. INDEED, IN JUST ABOUT EVERY INDUSTRY WHERE HEAVY EQUIPMENT OR CHEMICALS OR AUTOMATED ASSEMBLY LINES ARE INVOLVED--WHERE HEALTH AND SAFETY RISKS EXIST--EMPLOYEES ARE SEEKING PROTECTION.

AGAIN THE SPIRIT OF COOPERATION IS EVIDENT. IN THE AUTO INDUSTRY AND IN THE PETROLEUM INDUSTRY JOINT LABOR-MANAGEMENT HEALTH AND SAFETY COMMITTEES HAVE BEEN ESTABLISHED TO REVIEW WORKING CONDITIONS AND DESIGN NEW, SAFER AND BETTER WAYS TO GET THE JOB DONE.

IN SOME CASES, JOINT LABOR-MANAGEMENT FUNDING HAS BEEN APPLIED TO INDUSTRIAL HEALTH RESEARCH PROGRAMS. IN OTHERS, JOINT LABOR-MANAGEMENT EFFORTS HAVE BEEN UNDERTAKEN TO INSURE THAT PROVISIONS OF THE OCCUPATIONAL HEALTH AND SAFETY ACT ARE COMPLIED WITH FULLY.

AMONG CURRENT ISSUES BEING NEGOTIATED, I SHOULD MENTION THE GROWING USE OF COST-OF-LIVING ESCALATOR CLAUSES IN COLLECTIVE BARGAINING AGREEMENTS.

THESE CLAUSES ARE ONE WAY OF PROTECTING WORKERS AGAINST INFLATION. SOME FORM OF PROTECTION IS VITAL IF WE ARE TO CONTINUE SEEING TWO AND THREE-YEAR CONTRACTS INSTEAD OF ONE-YEAR CONTRACTS WHICH, BECAUSE THEY ARE RENEGOTIATED MORE OFTEN, OFFER LESS STABILITY AND A GREATER RISK OF WORK STOPPAGES.

WITH UNEMPLOYMENT RISING, WE ARE HEARING LESS AND LESS ABOUT JOB ENRICHMENT PROGRAMS. BUT LET'S NOT COUNT THEM OUT. COLLECTIVE BARGAINING GREW OUT OF ECONOMIC NECESSITY, BUT WITH THE GOAL OF ENHANCING WORKERS' DIGNITY AS WELL.

ASSEMBLY LINES AND MASS PRODUCTION HAVE DEHUMANIZED MANY JOBS. NEITHER LABOR NOR MANAGEMENT WANTS TO WORKERS TO BECOME EIGHT-HOUR ROBOTS. BUT IT TAKES JOINT LABOR-MANAGEMENT COOPERATION TO TURN THINGS AROUND.

ONE THING ALL OF US HERE SHOULD RECOGNIZE. COLLECTIVE BARGAINING HAS CHANGED. THE ISSUES TODAY ARE FAR MORE COMPLEX THAN IN THE PAST WHEN WAGES AND VACATIONS DOMINATED.

AUTOMATION, JOB ENRICHMENT,  
SAFETY AND HEALTH, EQUAL EMPLOYMENT  
OPPORTUNITY, JOB SECURITY AND ALL THE OTHER  
ISSUES COMING TO THE TABLE REQUIRE  
INTELLIGENT STUDY AND THOUGHT.

SIMPLY PRESENTING THEM CLEARLY TO  
THE OTHER SIDE IS A CHALLENGE IN COMMUNICA-  
TION, PUBLIC RELATIONS, IMAGINATION AND  
PERSUASION. LONG-RANGE PROGRAMS REQUIRE  
COMMITTED EFFORT AND RESEARCH.

FORTUNATELY, NEGOTIATORS ON BOTH  
SIDES ARE MORE CAPABLE AND WORKERS TODAY ARE  
FAR BETTER EDUCATED AND THEREFORE MORE CAPABLE  
OF UNDERSTANDING AND SUPPORTING UNION OB-  
JECTIVES.

MANAGEMENT EFFORTS TO ACHIEVE A STABLE AND PRODUCTIVE LABOR FORCE ARE ALSO MOVING AHEAD. NEW RESEARCH IS BEING DONE TO FIND OUT WHAT MAKES WORKERS BETTER AND HAPPIER EMPLOYEES.

BLENDED MANAGEMENT'S MORE RECEPTIVE ATTITUDE WITH LABOR'S UNCEASING QUEST ON BEHALF OF ITS MEMBERSHIP AND THE CLIMATE IS RIGHT FOR ACHIEVEMENTS THAT WOULD HAVE BEEN CONSIDERED UTOPIAN DREAMS A GENERATION AGO.

THE GOVERNMENT HAS ALSO BEEN INVOLVED. PENSION ABUSES OF THE PAST LED TO A NEW PENSION LAW THIS SUMMER. THIS LAW DOES NOT REQUIRE PENSIONS, BUT IT DOES MAKE SURE THAT PENSION BENEFITS--NOT SHATTERED DREAMS--ARE THERE WHEN AN EMPLOYEE IS WHO IS COVERED BY A COMPANY PENSION RETIRES.

GROUP MEDICAL PROGRAMS HAVE BEEN AROUND FOR YEARS. RECENT LEGISLATION NOW MAKES PRE-PAID LEGAL ASSISTANCE PROGRAMS POSSIBLE.

LOOKING AT OUR OWN EFFORTS, THE FEDERAL MEDIATION SERVICE HAS BEGUN A PROGRAM OF TECHNICAL ASSISTANCE. TO PROVIDE BOTH UNIONS AND EMPLOYERS WITH INFORMATION, ADVICE, AND COUNSEL ON LABOR-MANAGEMENT RELATIONS--EVEN WHEN CONTRACT NEGOTIATIONS ARE STILL MONTHS OR YEARS AWAY.

WE ARE ALSO DOING RESEARCH THAT WE HOPE WILL SHED NEW LIGHT ON COLLECTIVE BARGAINING AND LEAD TO EVEN BETTER LABOR-MANAGEMENT RELATIONS IN THE FUTURE.



NOW FOR SOME OF THE QUALIFICATIONS I MENTIONED IN THE BEGINNING.

THE BIGGEST "IF" IS THE ECONOMY. INFLATION AND/OR A RECESSION COULD FRUSTRATE MANY OF THE COLLECTIVE BARGAINING GOALS AND GAINS.

DOUBTLESS, LABOR AND MANAGEMENT AND GOVERNMENT CAN AND SHOULD WORK TOGETHER TO DO WHAT CAN BE DONE TO BOOST THE ECONOMY AND LOWER INFLATION.

INCREASED PRODUCTIVITY IS ONE OBVIOUS ANSWER. INCREASED PRODUCTIVITY MEANS LOWER COST--WHICH FIGHTS INFLATION-- AND GREATER GROWTH--WHICH FIGHTS RECESSION.

AGAIN, THE STEEL INDUSTRY--THROUGH LABOR-MANAGEMENT EFFORTS--HAS BEEN A LEADER.

WHILE PRODUCTIVITY IN MANY INDUSTRIES HAS HELD STEADY OR DECLINED, STEEL PRODUCTIVITY IS UP ALMOST 10 PERCENT OVER A YEAR AGO. NOT PRODUCTION--PRODUCTIVITY. THE AMOUNT OF STEEL PRODUCED PER MANHOUR.

THE SETTLEMENTS IN THE NEWSPAPER INDUSTRY ALSO POINT TOWARD GREATER PRODUCTIVITY. IN FACT, ALL SETTLEMENTS THAT HELP BRING IN AUTOMATION, OR NEW AND BETTER EQUIPMENT, OR SIMPLY NEW WAYS OF DOING THE JOB BETTER BOOST PRODUCTION.

PROFIT-SHARING IS ANOTHER PRODUCTIVITY INCENTIVE.

PRODUCTIVITY GAINS ARE POSSIBLE IN THE SERVICE INDUSTRIES AS WELL AS THE PRODUCTION INDUSTRIES.

ORANGE COUNTY, CALIFORNIA, HAS AN AGREEMENT WITH ITS POLICE AGENCY TO PROVIDE WAGE INCREASES IF CRIME DECLINES. DURING THE FIRST EIGHT MONTHS OF THE AGREEMENT, THE NUMBER OF RAPES, ROBBERIES BURGLARIES AND AUTO THEFTS FELL MORE THAN 17 PERCENT, QUALIFYING POLICE OFFICERS FOR A 2 PERCENT PAY INCREASE. IF THE TREND CONTINUES THROUGH NEXT MARCH, POLICE WILL RECEIVE ANOTHER AUTOMATIC 3 PERCENT HIKE.

SUCH PRODUCTIVITY INCREASES THROUGH COLLECTIVE BARGAINING ARE POSSIBLE IN BOTH THE PRIVATE AND PUBLIC SECTORS.

ANOTHER QUALIFICATION THAT NEEDS TO BE INSERTED IN THE FACT THAT NO ONE AS YET CAN FULLY PREDICT THE SHORT AND LONG TERM IMPACTS OF SUCH THINGS AS THE ENERGY CRISIS AND THE HIGH COST OF IMPORTED OIL. . . THE GROWING WORLD FOOD SHORTAGE AND ITS POSSIBLE IMPACT ON THE AMERICAN MARKET. . . THE POSSIBILITY THAT THE DECLINING BIRTH RATE COULD LEAD TO A NO-GROWTH OR ANTI-GROWTH ECONOMY--SOMETHING WE HAVE NEVER KNOWN.

THE BEST GUARD WE HAVE AGAINST SUCH UNFORESEEN DISRUPTIONS RESTS, IN MY OPINION, IN HAVING A STRONG COLLECTIVE BARGAINING SYSTEM OPERATING WITHIN THE FRAMEWORK OF A STRONG ECONOMY.

THE NEW FLORIDA PUBLIC SECTOR LAW IS A STEP TO STRENGTHEN COLLECTIVE BARGAINING. THIS CONFERENCE IS AN EFFORT TO MAKE COLLECTIVE BARGAINING WORK EVEN BETTER.

BUT IN THE FINAL ANALYSIS, THE NEW FRONTIER OF COLLECTIVE BARGAINING WILL BE WHAT WE--YOU AND I--MAKE IT.

WE LIVE IN CHANGING TIMES. THERE ARE NO SIMPLE SOLUTIONS. BUT I AM CONFIDENT THAT HARD WORK AND DEDICATED EFFORT CAN MAKE COLLECTIVE BARGAINING WORK EVEN BETTER TOMORROW THAN IT DOES TODAY AND COME EVEN CLOSER TO FULFILLING ITS PROMISE OF ECONOMIC OPPORTUNITY AND JUSTICE FOR WORKING AMERICANS IN ALL WALKS OF LIFE.