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Attitudes of public school officials and teacher representatives related to the Iowa public employment relations act

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Attitudes of public school officials and teacher
representatives related to the Iowa public
employment relations act

by

David Paul Holmes

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The Requirements for the Degree of
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CHAPTER I. INTRODUCTION

In about 1170 B.C. the government (of Egypt) fell two months behind in the payments of wages. Suddenly one day the workers at the Necropolis in Thebes threw down their tools and walked off the job, chanting "We are hungry!" They marched to the Ramesseum, the mortuary temple of Ramses II, and sat down outside the walls, on the edge of the cultivated fields. They refused to move, even when three officials implored them to go back to work. The next day they marched out again, and on the third they invaded the enclosure around the temple proper. They were orderly but determined. That day their rations for one month were delivered, but they continued to strike for eight days, until the full payment for both months was delivered. This was the first recorded strike in history. . . . (Casson, 1965, p. 15).

It is interesting to note that this first strike recorded in history was by government workers.

Compulsory collective bargaining in the public sector is no longer an academic question in Iowa. Teachers, administrators and members of boards of education are thrust into a new process. The 1960's will be remembered as the period in which an upsurge of unionization among public sector employees took place due in large part by the late President Kennedy's Executive Order 10988 in January, 1962. The momentum of unionization has been maintained in the 1970's.

The granting of collective bargaining rights to public employees is probably the single most significant development in the field of collective bargaining in the past decade. George Brown, Political Action and Legislation Specialist,

Iowa State Education Association, made a survey in 1974 which showed that 32 states now have collective bargaining statutes.

Faced with a new challenge teachers and administrators must select bargaining units, negotiation teams, and arbitrators which will serve the needs of all concerned equitably. Collective bargaining has been developed to a fine art in the private sector and the public sector can gain from the experience of the private sector, however, it will not serve as an exact model since the public sector has unique problems.

The attitudes of teacher organizations, board members and the superintendent can expedite or retard the formation and conduct of formalized negotiation procedures. Many board members and superintendents have resisted the institution of collective bargaining, not to be obstinate, but from an honest conviction that negotiation is not good for education.

Many may feel that collective bargaining simply is not necessary and that the objectives it seeks can be accomplished just as easily without formalized procedures. It is argued that teachers have the opportunity to confer with the superintendent and to appear before the board of education to state their position on many issues. It is also argued that since the final determination has to be made by

the board of education, there really is no point in negotiating because what the board can do is limited by the resources that it has. Arguments are heard that collective bargaining is contrary to the professional concept of education itself.

It is difficult to make specific generalizations about what effect the attitudes of the teacher organization has on the development of collective bargaining procedures for any given school system, yet their reactions have important implications for the development of collective bargaining procedures.

Senate File 531, enacted by the General Assembly of the State of Iowa in 1974, relating to public employment relations, states: "The general assembly declares that it is the public policy of the state to promote harmonious and cooperative relationships between government and its employees by permitting public employees to organize and bargain collectively" (Iowa Public Employment Relations Act, 1974).

The writer feels the attitudes of members of the board of education, superintendents, and teachers are the significant factors in successful collective bargaining and a major reason this study was conducted at this critical time.

Statement of the Problem

Collective bargaining is a powerful tool for educational change. No one doubts that education will be modified. However, not all people recognize the power inherent in collective bargaining as a means of drastically transforming American education--for the better or for the worse.

This investigation is being conducted to assess differences in attitudes (preferences) of members of the board of education, administrators and teacher representation in small and large districts in Iowa relating to Senate File 531, the Iowa "Public Employment Relations Act" (PERA). More specifically the study is to determine attitudes prior to mandated collective bargaining in Iowa so public school officials will have better understanding of the problem(s) and are equipped with some alternatives to existing situations in order to comply with the law.

This study will attempt to answer the following questions:

Question 1: Are attitudes (preferences) of members of the board of education, administrators, and teachers independent of each other when considering: a) sources of mediators, fact-finders, and arbitrators; b) characteristics

of same?

- Question 2: From what sources will consultants be secured if used by either bargaining team?
- Question 3: Are attitudes (preferences) of members of the board of education and administrators toward the composition of their bargaining team independent of district size?
- Question 4: Are attitudes (preferences) of teachers toward their bargaining team independent of district size?
- Question 5: Is there any significant relationship between the attitudes (preferences) among members of the board of education, administrators, and teachers in the role of the superintendent relative to bargaining?
- Question 6: Are attitudes (preferences) of members of the board of education and administrators independent of each other when choosing a chief negotiation spokesman?
- Question 7: Do the attitudes (preferences) of members of the board of education, administrators and teachers differ significantly in determining the grievance procedure?
- Question 8: Do the attitudes (preferences) of the members of the board of education, administrators and

teachers differ significantly in determining impasse procedures?

Question 9: Is there any significant relationship in the attitudes (preferences) of members of the board of education, administrators and teachers as to their preference for a single arbitrator or tripartite board?

Question 10: Do the attitudes (preferences) of the members of the board of education, administrators and teachers differ significantly toward opening negotiations to the press or public?

Question 11: Should the bargaining unit be comprised of:

- 1) professional certified personnel only;
- 2) certified and administrative personnel not excluded by law;
- 3) all certified personnel including ancillary personnel such as counselors, social workers, psychologists, etc.;
- 4) all personnel including classified personnel.

Question 12: When is it anticipated that formal collective bargaining will begin in selected districts:

- 1) 1974-1975;
- 2) 1975-1976;
- 3) 1976-1977;

- 4) Not in the immediate future;
- 5) Do not know.

In answering these questions the following null hypotheses were listed:

- Null Hypothesis 1: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in the selection of mediators, fact-finders, or arbitrators and their background.
- Null Hypothesis 2: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers toward the use of consultants in small and large districts.
- Null Hypothesis 3: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers' representatives in their bargaining team in small and large districts.
- Null Hypothesis 4: There is no significant difference in the attitudes of administrators, members of the boards of education and teachers toward the composition of the teacher bargaining team in small and large districts.

- Null Hypothesis 5: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in the role of the superintendent in collective bargaining.
- Null Hypothesis 6: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers' representatives in small and large districts in choosing a chief negotiating spokesman.
- Null Hypothesis 7: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in determining grievance procedures.
- Null Hypothesis 8: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in determining impasse procedures.
- Null Hypothesis 9: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts

in the selection of a single arbitrator or tripartite board.

Null Hypothesis 10: There is no significant difference in the attitudes of members of the board of education, administrators and teachers in small and large districts toward opening negotiations to the press and public.

Null Hypothesis 11: There is no significant difference in the attitudes of the board of education, administrators and teachers toward the composition of the bargaining unit in small and large districts.

Null Hypothesis 12: There is no significant difference in the attitudes of members of the board of education, administrators and teachers as to when collective bargaining will begin on a formal basis.

Definition of Terms

For purposes of clarity and emphasis to the readers of this study, the following definitions of terms were furnished:

1. Arbitration: Generally, the hearing and determination of a dispute or controversy between a person or persons selected by the parties, or appointed under statutory authority. Specifically:

- (1) Interests arbitration involves the resolution of disputes or controversies (impasses) by a third party over what shall constitute the terms of a collective bargaining agreement. Pursuant to PERA Section 22, participation in "final and binding arbitration" with respect to impasses in negotiations is mandatory or compulsory "upon request of either party," unless the parties have previously agreed upon other impasse procedures, which presumably may be both voluntary rather than compulsory, or advisory rather than binding. See PERA (Section 19 (Iowa Public Employment Relations Act, 1974).
- (2) Rights or grievance arbitration involves the resolution by a third party of disputes or controversies (grievances) over the "rights" established by a collective bargaining agreement, or the application or interpretation of such agreements. Participation in this type of arbitration may be either mandatory or voluntary, and final and binding or merely advisory (Iowa Public Employment Relations Act, 1974).

2. Bargaining unit: Public employees who, primarily on the basis of their sharing of a "community of interests" are grouped together for the purposes of collective bargaining, pursuant to definition by the Public Employment Relations Board (PERB) or mutual agreement of the parties. See PERA Section 13.2 (Iowa Public Employment Relations Act, 1974).
3. Board: The Public Employment Relations Board (PERB) established under Section five (5) of Senate File 531. See PERA Section 3.5 (Iowa Public Employment Relations Act, 1974).
4. Collective bargaining: Negotiations working toward a labor agreement between an employee organization and a public employer.
5. Collective bargaining agreement: The agreement reached between a public employer and an employee organization which embodies the wages, hours, etc., agreed upon in collective bargaining. See PERA Section 15.6 (Iowa Public Employment Relations Act, 1974).
6. Employee organization: An organization of any kind in which public employees participate and which exists for the primary purpose of representing public employees in their employment relations. See PERA Section 3.4 (Iowa Public Employment Relations Act, 1974).
7. Exclusive bargaining representative: The sole employee

- organization certified by PERB to represent all of the employees in an appropriate bargaining unit for the purpose of collective bargaining. See PERA Section 13 (Iowa Public Employment Relations Act, 1974).
8. Fact-finding: The procedure by which a qualified person shall make written findings of fact and recommendations for resolution of an impasse. See PERA Section 3.12 (Iowa Public Employment Relations Act, 1974).
 9. Final offer: After impasse is reached, and prior to submission to arbitration under PERA Section 22, each party is required to submit to PERB its last or final position on each impasse item (Iowa Public Employment Relations Act, 1974).
 10. Grievance procedures: An agreement with an employee organization which is the exclusive representative of public employees in an appropriate unit may provide procedures for the consideration of public employee grievances and of disputes over the interpretation and application of agreements. See PERA Section 18 (Iowa Public Employment Relations Act, 1974).
 11. Governing body: The board, council, or commission, whether elected or appointed, of a political subdivision of this state, including school districts and other special purpose districts, which determine the policies for the operation of the political

- subdivision. See PERA Section 3.2 (Iowa Public Employment Relations Act, 1974).
12. Impasse: The failure of a public employer and the employee organization to reach agreement in the course of negotiation. See PERA Section 3.17 (Iowa Public Employment Relations Act, 1974).
13. Mediation: Assistance by an impartial third party to reconcile an impasse between the public employer and the employee organization through interpretation, suggestion, and advice. See PERA Section 3.8 (Iowa Public Employment Relations Act, 1974).
14. Professional employee: Any employee engaged in work:
(a) Predominantly intellectual and varied in character as opposed to routine mental, manual, mechanical, or physical work; (b) Involving the consistent exercise of discretion and judgment in its performance; (c) Of such a character that the output produced or the result accomplished cannot be standardized in relation to a given period of time; and (d) Requiring knowledge of an advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual instruction and study in an institution of higher learning. See PERA Section 3.11 (Iowa Public Employment Relations Act, 1974).
15. Public employee: Any individual employed by a public

employer, except individuals exempted under the provisions of Section four (4) of Senate File 531. See PERA Section 3.3 (Iowa Public Employment Relations Act, 1974).

16. Public employer: Means the state of Iowa, its boards, commissions, agencies, departments, and its political subdivisions including school districts and other special purpose districts. See PERA Section 3.1 (Iowa Public Employment Relations Act, 1974).
17. Public employee rights: Public employees shall have the right to: (a) Organize, or form, join, or assist any employee organization; (b) Negotiate collectively through representatives of their own choosing; (c) Engage in other concerted activities for the purpose of collective bargaining or other mutual aid or protection insofar as any such activity is not prohibited by Senate File 531 or any other law of the state; (d) Refuse to join or participate in the activities of employee organizations, including the payment of any dues, fees or assessments or service fees of any type. See PERA Section 8 (Iowa Public Employment Relations Act, 1974).
18. Public Employment Relations Board (PERB): A quasi-judicial board consisting of three members appointed by the Governor and confirmed by the Iowa Senate with

the general power to administer the provisions of PERA. See PERA Sections 5 and 6 (Iowa Public Employment Relations Act, 1974).

19. Strike: A public employee's refusal, in concerted action with others, to report to duty, or his willful absence from his position, or his stoppage of work, or his abstinence in whole or in part from the full, faithful, and proper performance of the duties of employment, for the purpose of inducing, influencing, or coercing a change in the conditions, compensation, rights, privileges, or obligations of public employment. See PERA Section 3.6 (Iowa Public Employment Relations Act, 1974).
20. Supervisor: Any individual having authority in the interest of the public employer to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward or discipline other public employees, or the responsibility to direct them, or to adjust their grievance, or effectively to recommend such action, if in connection with the foregoing exercise of such authority is not merely a routine or clerical nature, but requires the use of independent judgment. All school superintendents, assistant superintendents, principals, and assistant principals shall be deemed to be supervisory employees (Iowa Public Employment

Relations Act, 1974).

Delimitations of the Study

The scope of this study was confined to 58 selected public school districts in Iowa. The 29 largest school districts were selected based on a student enrollment of 3,000 or more, representing 267,493 student population or 42.5 percent of the total public school enrollment in Iowa. In addition to the 29 largest school districts, 29 public school districts were selected by random sample from the remaining 422 districts.

Participation in this study was restricted to the president of the board of education, superintendent of schools, principal of a secondary and elementary school, and the president of the local teachers' association of the selected schools.

This study is limited to the period prior to the time when it is a duty to bargain collectively, July 1, 1975.

CHAPTER II. REVIEW OF LITERATURE AND RELATED RESEARCH

Development of Public Employees Collective Bargaining

The study of collective bargaining in the public sector is in a very fruitful period today, because the movement is in various stages of development and relationships between boards of education and school employees are being formalized.

Much is now being written in educational periodicals and other publications on collective bargaining in public education although current material is scattered and, as a whole, unorganized. The employee-employer relationship in public education is changing rapidly, perhaps more rapidly than in any other vocation or profession. The recent enactment by state legislatures of teacher collective bargaining laws is substantial evidence of this change. Throughout the country, more and more boards of education are entering into negotiated agreements, some of which include detailed grievance procedures. The increasing litigation, especially in federal courts, resulting from disputes between teachers and administrators or school boards, provides further evidence of change (Dalon, 1972).

"Collective bargaining" is the term associated with the bargaining process in industry. This is the term favored by the American Federation of Teachers, which

follows logically, as the American Federation of Teachers has affiliated itself with organized labor. The National Education Association favors the use of the term, "collective" or "professional negotiations." This, of course, implies that the American Federation of Teachers favors the union philosophy of having a basic employee-employer adversarial relationship which necessitates a formal bargaining procedure. The National Education Association wants to deemphasize this adversary and conduct negotiations at a "professional" level of problem solving. This does not mean that members of the National Education Association are more "professional" than members of the American Federation of Teachers (Kilgras, 1973).

Contrary to the opinion of most, public employee unionism has a very long history in the public sector, especially the federal government, which dates back to the early 1800's. The early unions included craftsmen in the Navy shipyards, workers in the Government Printing Office in the late 1860's and letter carriers in the Post Office Department in the latter part of the nineteenth century. The tradition in the public sector is long, but unionism is sketchy outside the federal government. Until the early part of the twentieth century the official government attitude toward unions was of tolerance only and in some cases obvious hostility. Borger (1969), Johnson (1972), O'Hare

(1969), and Palmer (1972) traced the historical development of collective bargaining with the inception of the National Labor Relations Act (NLRA) of 1935. Most of their emphasis, however, was placed on the urbanization, population growth, increased number of teachers and their organization, actions of various state legislatures and educational organizations.

The significance and rapid growth of collective bargaining and its development among public employees can better be understood if the development of collective bargaining is traced in the federal government. A significant point is that labor in private industry has had general recognition for a period of only about 35 years (Murphy and Sackman, 1970).

Murphy and Sackman (1970, pp. 12-20) identified the following significant events:

Landmarks in Federal Labor-Management Relations

- 1912 Lloyd-LaFollette Act
- 1935 National Labor Relations Act
- 1955 Public Law 330 Strike Ban
- 1961 Goldberg Committee
- 1962 Kennedy Executive Order 10988
- 1963 Kennedy Approved Order on Fair Labor Practices,
Code of Conduct, Dues Check-off
- 1967 Wirtz Committee
- 1969 Nixon Executive Order 11491

As a result of the Lloyd-LaFollette Act of 1912, federal employees have the right to:

1. Petition and furnish information to Congress and
2. Postal employee organizations, for the purpose of improving working conditions, can petition Congress, if their organizations do not assist or impose on their members an obligation to strike against the government.

The Lloyd-LaFollette Act provided the impetus for the growth of unionism for 30 years and guides federal employee relations even today.

Murphy and Sackman (1970) further points out that prior to 1947 Congress had consistently refrained from providing for federal enforcement of collective agreements.

The National Labor Relations Act of 1935, the Wagner Act, defined the rights of employees to organize and to bargain collectively with their employers through representatives of their own choosing. Key elements of the law include that the representative shall be elected by a majority of the employees to act as the exclusive representative, and elections shall be set up to make this choice freely. Certain unlawful employer moves are designated as "unfair labor practices" and would be dealt with by the National Labor Relations Board. In 1947 the Taft-Hartley Act evened things up somewhat and designated certain actions

of the unions as "unfair labor practices." It must constantly be kept in mind that these laws were intended for controlling negotiations in the private sector, and at the time, employee bargaining was not really considered in education (Kilgras, 1973).

Prior to this time, and to some extent after that, the right of employees in private industry to organize, to negotiate, and to exercise any effective sanctions was frowned upon by the owners, the courts, and the general public.

The 1960's have been noted by all authorities as the period with the greatest turmoil and the period with the greatest number of strikes being held as far as collective bargaining for public employees is concerned. However, the period of the 1950's is noteworthy because of the passage of Public Law 330 in 1955, which superseded Section 305 of the Taft-Hartley Act, forbidding striking against the federal government and making it a felony punishable by fine and imprisonment. Also, the unsuccessful introduction to Congress of the AFL sponsored Rhodes-Johnston Bill, which called for union recognition, binding arbitration and union grievance. The Rhodes Bill was not supported by Congress, but did act as a catalyst to promote John F. Kennedy to promise, if elected, that he would work for the bill to obtain more sympathetic treatment in Congress.

Murphy and Sackman (1970) notes that Kennedy made good his promise to support the Rhodes Bill by appointing a task force early in 1961 on Employee-Management Relations in Federal Service chaired by Labor Secretary Goldberg. The committee under the leadership of Secretary Goldberg approved the report on November 30, 1961. The main recommendations of the committee were included into the historic Executive Order 10988. The modern era of public sector collective bargaining dates from January, 1962, with the issuance of Executive Order 10988.

Despite the excellent guide provided by Executive Order 10988 that was of benefit to both federal agencies and federal employees, the obvious weaknesses and inherent defects became apparent as conditions changed. Beger (in Murphy and Sackman, 1970) an Assistant Professor at Drexel University, stated that there were three primary deficiencies in the order that contributed to the slow development of collective bargaining in the public sector.

1. Failure of the order to provide beginnings of a substitute for strikes as an inducement to agreement.
2. A lack of congruent management and union authority to bargain.
3. The nonexclusiveness of the so-called exclusive bargaining agent.

Dissatisfaction grew with Executive Order 10988 and President Johnson appointed a Review Committee on September 5, 1967, to review the existing program and recommend changes. This committee was chaired by Labor Secretary Wirtz. The committee did not reach full accord, but it did concede that Executive Order 10988 needed revision. However, President Johnson never received a final report from the committee.

President Nixon was faced with the same situation in 1969 and he appointed the Hampton Review Committee. In September of 1969 the Hampton Committee found significant accomplishments had been made in communications between agencies and their respective employees, a more democratic management of the work force, improved working conditions, personnel policies and reasonable harmony between labor and management.

The Hampton Review Committee found that Executive Order 10988 had become nonresponsive to the needs of the federal employees because of the tremendous growth in union representation. Over almost a decade following the promulgation of Executive Order 10988, the number of exclusive units within the federal sector grew from 19 covering nearly 19,000 employees to exclusive representation of 2,305 units covering 1,416,073 employees. The latter figure represents 52 percent of the federal work force which was subject to

the order (Cox and Shelton, 1972).

The Hampton Review Committee recommended six areas which should be implemented:

1. A central body to administer the program and make final decisions on policy questions and disputed matters.
2. Revisions in the multiple form of recognition authorized and improved for appropriate units, consultation and negotiation rights.
3. Clarification and improvements in the status of supervisors.
4. An enlarged scope of negotiations and better rules for insuring that it is not arbitrarily or erroneously limited by management representatives.
5. Third-party processes for resolving disputes on the unit and election questions, for investigations and resolutions of complaints under the "standards of conduct for employees organizations" and "Code of Fair Labor Practices," and for assistance in resolving negotiation impasse problems and grievances.
6. Union financial reporting and disclosure.

Executive Order 11491 was signed by President Nixon on October 29, 1969 giving major redirection to the public sector management relations program.

Davey (1972) appraises Executive Order 11491 by saying

it improves upon Executive Order 10988 in several respects. It clarifies the rights and responsibilities of the parties to bargaining. Also, it provides for central determination of key disputed points in labor relations, taking autonomy away from the government agency in question. Its effects should still be further encouragement of union growth and collective bargaining.

Maturation of Collective Bargaining Among Teachers

The teacher organizations have been the origin and chief sources of power for the collective bargaining movement in public education. The rivalry between the National Education Association and the American Federation of Teachers has played an important role in collective bargaining as is known today in public education.

Professional organizations and teachers' unions exist only to bring about changes. Professional organizations have developed on the local, state and national level. The union has traditionally concentrated its efforts to the local school system. Each state has a state association with a paid staff, and in most states the "teachers lobby" is numbered among the most effective lobbyist on Capitol Hill.

The major thrust of state associations has been to promote legislation which would improve school financing,

provide tenure of teachers, retirement and promote legislation which will improve the quality of schools. State Associations are reinforced by the National Education Association and a host of national commissions and committees which provide specialized services and information.

Unions have approached the problem by adopting procedures from business and industry. They have placed their primary efforts on the local level. The unions do not have the state clout, organization or strength in most cases.

Formal board-staff negotiations are of relatively recent origin, only commonplace within the last decade, although isolated instances of collective bargaining can be cited. The first affiliation of any teacher group with organized labor was in 1902. While there have been many scattered instances of negotiations between teachers and boards of education over the past fifty years, the acknowledged break-through was the December 1961 recognition of the UFT (United Federation of Teachers) as the exclusive bargaining agent for public school teachers in New York City (Kilgras, 1973).

Students of the collective bargaining movement regard the United Federation of Teachers' victory as the bargaining agent in 1961 for the New York City teachers as a landmark. In New York the United Federation of Teachers won the right to bargain for the entire city, replacing more than 90 bargaining units.

It has been the general consensus that public employees did not have the right to organize, negotiate, or strike, and it has only been recently that this attitude changed. Calvin Coolidge, as Governor of Massachusetts, won wide acclaim by his declaration regarding the Boston police strike in 1919: "The right of the police of Boston to affiliate (with the AFL) has always been questioned, never granted, if not prohibited. . . . There is no right to strike against the public safety by anybody, anytime, anywhere" (Ashby et al., 1972, p. 2). The Coolidge pronouncement only reflected the general attitude and policy concerning public employees which spanned a period of over 40 years.

It was reported by Glass (1967) that there were 33 teacher strikes in the United States while the previous 10 years saw only 35. There were 11 strikes in the first quarter of 1967 and a growing inclination among teachers and their organizations to take direct action (strikes). It was predicted that teacher strikes and stoppages would probably increase in the next few years and that prophecy has proven correct. In 1973-1974 there were 154 teacher strikes (NEA, Research, 1974).

It is the opinion of Gilroy et al. (1969) that the phenomenon of teacher activity is attributed only to the American Federation of Teachers a few years ago, but the Florida situation affirms the existence of a new posture in the National

Education Association, one which advocates strikes when necessary. The American Federation of Teachers and the National Education Association are vying for supremacy in terms of numbers of work stoppages or strikes in which the organizations are involved. There has also been an increase in the membership of teacher organizations, most notably the American Federation of Teachers which now numbers approximately 150,000. Along with increased membership of both organizations there has been an increased number of teacher bargaining units throughout the country.

Two reasons given by Gilroy et al. (1969) for the recent changes are:

1. teacher militancy, and
2. change in teacher and administrator relationship.

Other authors have suggested the cause of these recent developments is attributed to the condition of the times in which we live, lack of understanding between teachers and administrators and the rigidity of school administrators and board members. Others point out that teachers seek more meaningful participating experiences in the decision-making function of the school system. A few years ago the American school was a conglomerate of small, static institutions which went about the business of educating children in a personal manner. However, with the growth of our cities and increased mobility, school can no longer

remain unresponsive to the impact of major societal changes. To cope with these changes, the modern school system has begun to regroup and centralize. This has resulted in an organization which is larger, with fewer districts and special efforts to develop and establish varied special programs. Bureaucracy tends to categorize teachers and alienate them which is another reason contributing to the present militancy.

Other factors which have contributed to the maturation of collective bargaining among teachers as noted by Borger (1969) are: increasing levels of preparation and competence of teachers, the growing size of schools, and the trend toward teaching as a life career, urbanization, and greater teacher-induced efforts for better and stronger professional standards.

As early as 1938 the Educational Policies Commission (American Association of School Administrators, 1967, pp. 12-15) stated:

The entire staff of the school system should take part in the formulation of the educational program. . . . To indicate the place of leadership in all good administration is not to deny the large part to be played in the development of policy by all professional workers. Our schools are organized for the purpose of educating children . . . for participation in a democratic society. . . . Certainly these virtues may not be expected to abound among those who are taught unless they are found also in the experiences of teachers. . . .

This statement suggests some of the principles that advocates of collective bargaining have promulgated, especially the last decade.

The first resolution for collective bargaining which reached the floor of the National Education Association Representative Assembly was in 1960. In 1962 a National Education Association resolution on professional negotiations was approved. The resolution approved in 1962 is as follows:

National Education Association Resolution 15
Professional Negotiations

The teaching profession has the ultimate aim of providing the best education possible for all the people. It is a professional calling and a public thrust. Boards of education have the same aim and share this trust.

The National Education Association calls upon boards of education in all school districts to recognize their identity of interest with the teaching profession.

The National Education Association insists on the right of professional associations, through democratically selected representatives using professional channels, to participate with boards of education in the formulation of policies of common concern, including salary and other conditions of professional service.

Recognizing the legal authority of the board of education, the administrative function of the superintendent, and the professional competencies of teachers, the National Education Association believes that matters of mutual concern should be viewed as a joint responsibility. The cooperative development of policies is a professional approach which recognizes that the superintendent has a major responsibility to both the teaching

staff and school board. It further recognizes that the school board, the superintendent or administration, and the teaching staff have significantly different contributions to make in the development of educational policies and procedures.

The seeking of consensus and mutual agreement on a professional basis should preclude the arbitrary exercise of unilateral action by boards of education, administrators, or teachers.

The Association believes that procedures should be established which provide for an orderly method of reaching mutually satisfactory agreements and that these procedures should include provisions for appeal through designated educational channels when agreement cannot be reached.

The Association commends the many school boards, school superintendents, and professional education associations which have already initiated and entered into written negotiation agreements and urges greater effort to improve existing procedures and to effect more wide-spread adoption of written agreements.

The National Education Association calls upon its members and affiliates and upon boards of education to seek state legislation and local board action which clearly and firmly establish these rights for the teaching profession. (NEA, Office of Professional Development and Welfare, 1962, p. v).

The history of the National Education Association and American Federation of Teachers was traced quite adequately by Palmer (1972) and therefore will not be duplicated here.

Walter Galvin,¹ President, Iowa State Education Association, provided the following list of 32 states that now have collective bargaining statutes (see Table 1).

¹Galvin, Walter, Des Moines, Iowa. Collective Bargaining Statutes. Private communication. January, 1975.

Table 1. Collective negotiation statutes^a

| 1959 | 1962 | 1965 | 1966 | 1967 | 1968 |
|--|--|---|---|--|----------|
| Wisconsin | Alaska | California Connecticut Florida Massachusetts Michigan Oregon Washington | New Hampshire New Jersey Rhode Island | Minnesota Nebraska New York Texas | Maryland |
| 1969 | 1970 | 1971 | 1973 | 1974 | |
| Delaware Maine Nevada North Dakota Vermont | Hawaii Kansas Pennsylvania South Dakota | Montana Oklahoma | Indiana Alabama | Iowa | |

^aCurrently 32 states cover teachers in negotiation laws.

The Sovereignty Issue

It is clear that many states have been unwilling to accede to the demands made by public employees for complete collective bargaining "rights." The "traditionalist" view explains this reluctance by public employers and the major reason expressed is that government possesses sovereign authority which cannot be surrendered or delegated to others.

This view is rooted in the old common law concept that "the King can do no wrong" and also the principle that an individual cannot sue the state without its consent. The sovereignty doctrine has been used in the twentieth century by public employers to justify their refusal to bargain collectively with their employees.

The sovereignty of government doctrine does not permit the public employer from entering into any agreement under compulsion or, even if agreed to, from respecting such commitments if agreed to, at a later time. Since sovereignty requires public managers to make unilateral determination rather than to engage in bilateral discussions and negotiations of public employment conditions, it has been argued that the history and implications of collective bargaining and the union movement in private industry are for the most part irrelevant to the public sector (U.S. Department of Health, Education, and Welfare, 1971).

President Franklin D. Roosevelt is often quoted by

proponents of the traditionalist view (Elam et al., 1967, p. 6).

The process of collective bargaining as usually understood, cannot be transplanted into the public service. It has its distinct and unsurmountable limitations when applied to public personnel management. The very nature and purposes of government make it impossible for administrative officials to represent fully or to bind the employer in mutual discussions with government employees organizations. The employer is the whole people who speak by means of laws enacted by their representative in Congress. Accordingly, administrative officials and employees alike are governed and guided, and in many cases restricted, by laws which establish policies, procedures or rules in personnel matters. Particularly, I want to emphasize my conviction that militant tactics have no place in the functions of any organization of government employees.

All judicial decisions and legal opinion, until recently, have held that signing a collective agreement limits the discretionary authority of the public employer and government would therefore be circumscribing its sovereignty (a New York court in 1943; *Railway Mail Association v. Murphy*, 1943, p. 108).

To tolerate or recognize any combination of Civil Service employees of the Government as a labor organization or union is not only incompatible with the spirit of democracy, but inconsistent with every principle upon which our Government is founded. Nothing is more dangerous to public welfare than to admit that hired servants of the state can dictate to the Government the hours, the wages, and conditions under which they will carry on essential services vital to the welfare, safety, and security of the citizen. To admit as true that Government, unless their demands are satisfied, is to transfer to them all legislative, executive, and judicial

power. Nothing would be more ridiculous. . . . Much as we all recognize the value and the necessity of collective bargaining in industrial and social life, nonetheless, such bargaining is impossible between the Government and its employees, by reason of the very nature of Government itself. . . .

The traditional interpretations have been refined recently so as to make public employer-employee negotiations more compatible with the doctrine of sovereignty. Four counter-arguments to the older theory have facilitated this change in philosophy (U.S. Department of Health, Education, and Welfare, 1971).

The first argument holds that the sovereign, in effect, states that "the King can do no wrong" therefore, the government will not allow itself to be sued by private individuals through tort or contract claims for redress of alleged injuries.

The second view reasons that when a public employer signs an agreement, rather than surrendering or delegating discretionary powers, it merely has agreed to limit such powers in certain areas for a given period in pursuit of its own proper concern--improving relations with its employees.

The third view holds that since some of the contracts which governmental units have signed with private contractors have contained provisions calling for binding arbitration to settle disputes over contract performance,

sufficient precedent exists for public employers to enter into labor relations agreements with their own employees.

Collective bargaining has no place in Government service. The employer is the whole people. It is impossible for administrative officials to bind the Government of the United States or the State of New York by an agreement made between them and representatives of any union (Hanslowe, 1967, p. 64).

The above interpretations of the sovereignty doctrine have bolstered public agency unilateralism and have inhibited joint or partially joint determinations of the conditions of employment by public employees and public employers.

Hanslowe (1967, p. 65) summarizes the traditionalist view:

. . . that governmental power includes the power, through law, to fix the terms and conditions of government employment, that this power reposes in the sovereign's hand, that this is a unique power which cannot be given or taken away or shared, and that any organized effort to interfere with this power through a process such as collective bargaining is irreconcilable with the ideal of sovereignty and is hence unlawful.

The fourth tenet holds that in a democracy sovereign authority ultimately reposes with the people. Therefore, when the peoples' representatives in federal, state, and local legislative bodies authorize consultation, discussions and negotiations between public employers and their employees, this cannot be considered an abdication of sovereignty.

The emerging judicial opinion has evolved to the point

where states have collective bargaining laws and some school systems in all 50 states engage in the bargaining process to one extent or the other. This last decade has seen a phenomenal growth in the right for teachers to bargain collectively. The first significant election was held in New York City, just a decade ago, to determine who would be the bargaining agent for the teachers with the board of education (Dubel, 1972).

Analysis of the Past Decade 1960-1970 School Year

The past few years have been characterized by the widespread and rapid growth of public employee unions. The numbers are faintly reminiscent of the 1930's when blue-collar workers stood in line to join the CIO Unions; teachers, nurses, social workers, and other white-collar groups employed in governmental agencies have flocked to the collective bargaining banner. It should be remembered that this is a group which until ten short years ago was taught to be strongly opposed to militant collective actions. Such actions are clear departures from the past practices involving these occupational groups. By tradition, these groups have relied upon individual efforts to secure their occupational objectives, and collective activities have been largely passive or directed toward political lobbying (Alutto and Belasco, 1972).

Table 2. Summary of teacher strikes, work stoppages, and interruptions of service, by school year, by organization, by month, July 1960 through June 1971 (Covington, 1971)

| School year, type of organization and month | Number of strikes, work stoppages, and interruptions of service | |
|---|--|---------------------|
| | Number | Percent of total |
| 1 | 2 | 3 |
| School Year | | |
| 1960-61 | 3 | 0.5% |
| 1961-62 | 1 | 0.2 |
| 1962-63 | 2 | 0.3 |
| 1963-64 | 5 | 0.8 |
| 1964-65 | 12 | 1.9 |
| 1965-66 | 18 | 2.9 |
| 1966-67 | 34 | 5.4 |
| 1967-68 | 114 | 18.1 |
| 1968-69 | 131 | 20.8 |
| 1969-70 | 181 | 28.7 |
| 1970-71 | <u>130</u> | <u>20.6</u> |
| | 631 | 100.2% |
| Type of Organization | | |
| Professional association | 439 | 69.6% |
| Teacher union | 156 | 24.7 |
| Independent organization | 8 | 1.3 |
| No organization | 19 | 3.3 |
| Joint union/association | <u>9</u> | <u>1.1</u> |
| | 631 | 100.0% |

| Estimated number of personnel involved | | Estimated number of man-days involved | |
|--|---------------------|---|---------------------|
| Number | Percent of total | Number | Percent of total |
| 4 | 5 | 6 | 7 |
| 5,080 | 0.9% | 5,080 | 0.1% |
| 22,000 | 3.7 | 22,000 | 0.9 |
| 2,200 | 0.1 | 3,000 | 0.1 |
| 11,980 | 2.0 | 24,020 | 0.1 |
| 15,083 | 2.5 | 24,453 | 0.5 |
| 33,620 | 5.6 | 49,220 | 0.8 |
| 10,633 | 1.8 | 29,079 | 0.5 |
| 162,604 | 27.4 | 1,433,786 | 21.1 |
| 128,888 | 21.5 | 2,733,802 | 15.9 |
| 118,636 | 19.7 | 911,032 | 15.3 |
| <u>89,651</u> | <u>14.9</u> | <u>717,217</u> | <u>12.0</u> |
| 600,375 | 100.1% | 5,955,689 | 100.4% |
| 316,005 | 52.6% | 1,373,812 | 23.4% |
| 264,272 | 44.0 | 4,263,238 | 71.6 |
| 2,178 | 0.4 | 5,018 | 0.1 |
| 1,189 | 0.2 | 2,880 | 0.1 |
| <u>16,731</u> | <u>2.8</u> | <u>310,741</u> | <u>5.2</u> |
| 600,375 | 100.0% | 5,955,689 | 100.1% |

The last decade saw an increase in the numbers of teacher strikes which opened with only three teacher strikes.

Development of Collective Bargaining in Iowa

Senate File 531, the Public Employment Relations Act, passed by the Iowa Senate on May 16, 1973, was amended and passed by the House of Representatives on March 7, 1974. The bill, as amended, was subsequently repassed by the Iowa Senate on April 4, 1974, and was signed by the Governor on April 23, 1974. The law became effective July 1, 1974, except that the provision relating to the duty to bargain will take effect July 1, 1975, and certain provisions regarding state employees became effective June 1, 1974.

This law is the first comprehensive labor relations legislation for Iowa public sector employer and employees. Since there is little Iowa case law in this area, and this state has no official recorded legislative history, there will undoubtedly be litigation before the Iowa courts and the new Public Employment Relations Board to clarify the meaning and implications of some statutory provisions. The specific procedures to be followed by the board in election, prohibited practices and impasse resolution cases will need to be detailed in rules and regulations to be adopted by the board (Iowa Public Employment Relations Act, 1974).

Neil Curtis,¹ Negotiation Specialist and Executive Secretary Elect, Iowa State Education Association, prepared a speech in which he concisely presented the background of Senate File 531, The Iowa Public Employment Relations Act (PERA).

Curtis stated the Senate File 531 is no "Johnny-Come-Lately" in Iowa negotiation legislation. The history of collective bargaining movement in Iowa includes Senate File 256, 237, 387, 52, 648, 1084, House File 359, 366, 1096, and 144.

It was eight years ago since negotiation legislation was first introduced by the Iowa State Education Association. This is ten years since the first effort was launched by ISEA.

In 1967 an Iowa State Education Committee first recommended passage of a professional collective bargaining law. It was in February 1966, that the Teacher Delegate Assembly, Iowa State Education Association directed that a bill be prepared and introduced in the next General Assembly.

Because the Teacher Delegate Assembly was before the Iowa State General Assembly met, the first collective bargaining bill, Senate File 256, was introduced in 1967. Senate File 256 was designed for teachers only and called

¹Curtis, Neil, Des Moines, Iowa. Background of Senate File 531. Private communication. January, 1975.

for settlement of disputes by mediation, a board of review and arbitration if both parties agreed. Legislators suggested that teachers and school boards try to work out a bill acceptable to both.

In 1968 meetings were held with the Iowa State Education Association, a coalition of the Iowa Association of School Boards and school administrators. Compromises were made toward a bill, but two major disagreements persisted. Agreement could not be reached on the type of contract and the scope of negotiation.

Senate File 237 and House File 359 were introduced during the 1968 General Assembly of the Iowa State Legislature. Both bills called for only mediation and advisory fact-findings for dispute settlement. The Senate Schools Committee, after studying Senate File 237, drafted its own version, Senate File 648, which differed from the Iowa State Education bill only in the scope of negotiations. Senate File 648 made money matters bargainable, but allowed teachers and school boards to meet and confer only on other matters. This bill covered only teachers but House File 359 covered all public employees. Neither bill received action.

Late in the 1969 legislative session, a resolution was passed that created a special commission to study all aspects of public employee bargaining. Representatives from the Iowa State Education Association, other public employee

groups, senators, representatives, and state officials served on the commission. The groups met through 1969 and into 1970 when it completed its report. The report resulted in Senate File 1084 and a companion bill House File 1096, introduced in 1970. Both bills covered all public employees and included mediators, and advisory fact-finding, with arbitration if both parties agreed. The bills provided a limited right to strike which was stricken by committees and replaced with a strike ban. The Senate version was debated and passed by the Senate but the House did not act on the bill.

In 1971 the original bill sponsored by the special commission was refiled as Senate File 52. At the same time the Iowa State Education Association supported Senate File 387 and its House companion House File 366. The three bills covered all public employees. The Senate approved 387 in two committees, and it was second on the calendar as the session closed. Again no action was taken by the House.

The General Assembly in 1972 saw Senate File 387 dropped off the calendar in the Senate and given a tortuous ride through four committees to deny its debate. It was during this session that the concept of final offer arbitration was introduced to answer the doubts of no "muscle" on dispute settlement procedures.

In 1973 the revised bill was filed as Senate File 531

which passed the Senate twice and finally the House after 12 days of debate and the sifting through of over 100 amendments. The Governor signed the bill on April 23, 1974, and after eight years of effort, the Public Employment Relations Act became a reality.

The following is a summary of PERA Senate File 531, by ISEA and is assumed to be accurate as interpreted.

GENERAL SUMMARY BY ISEA
Public Employment Relations Act (PERA)

I. Effective Dates

- A. All provisions of PERA are effective on July 1, 1974, EXCEPT those provisions dealing with the duty to bargain. Specifically, the excluded provisions are:

Section 9 - scope of negotiations
 Section 10 - subsection 1 and 3c (refusal to negotiate in good faith)
 subsection 2c (refusal to negotiate with certified representative)
 subsection 2g and 3d (refusal to participate in impasse procedures)
 Section 16 - duty to bargain
 Section 17 - procedures for bargaining
 Section 18 - grievance procedures
 Section 19 - negotiation of impasse procedures
 Section 20, 21, and 22 - impasse procedures
 Section 27 - merit system bargaining

- B. Those above provisions dealing with the duty to bargain are effective on July 1, 1975.
- C. State employees do not come under PERA until July 1, 1976.

II. Content of PERA

A. Who administers the ACT?

1. A board of three full time members appointed by the Governor with Senate approval. The present nominees are:

Edward F. Kolker, chairman (lawyer and judge)

John R. Loihl, member (NLRB field ex-

Vernon C. Cook, member (assistant fire chief, farmer and school board member)

2. The PER Board's duties are: employ own staff, adopt rules and regulations to administer the ACT, collect data and conduct studies on bargaining, maintain lists and set rates for mediators and arbitrators.

B. Who can participate in collective bargaining?

1. All public employees EXCEPT: elected officials, superintendents, assistant superintendents, principals, assistant principals, identified supervisory employees, confidential employees, temporary employees.
2. The PER Board makes the final decision on any questionable employee eligibility.

C. How do you enter into formal collective bargaining?

1. The first step is to establish an appropriate bargaining unit. The unit (group of employees) may be either:
 - a. Professional employees only (teachers, nurses, counselors, etc., with formal training and licensing)
 - b. Professional AND "non-professional" (service) employees together, if both groups agree to be in the same unit.
 - c. The PER Board makes final decision on the unit makeup.

2. After the unit is approved, the second step is to petition the PER Board for an election to determine the employee representative for bargaining:
 - a. 30% or more of employees must request election
 - b. All members of the unit vote
 - c. Vote is on two questions--(1) Do you want formal bargaining? (2) What organization do you want to represent you?
 - d. A majority of the members of the unit must vote in favor of both questions.

D. What issues can be negotiated?

1. The following scope is enumerated in PERA: wages, impasse procedures, supplemental pay, shift differentials, overtime compensation, hours, vacations, holidays, leaves of absence, insurance, seniority, transfer procedures, job classifications, evaluation procedures, procedures for staff reduction, in-service training, grievance procedure, dues check-off, health and safety matters, other matters mutually agreed upon.
2. Issues that are definitely NOT negotiable are: IPERS, right to strike, pay when striking, benefits gained from striking, suspension of any strike penalties, benefits over funding limits, agency shop fees.

E. What happens if bargaining breaks down?

1. You would use the impasse procedure negotiated for your association, or use the impasse process in PERA if no agreement on own procedures. Usually, this would entail mediation and final-offer arbitration.
2. All impasse procedures are required by PERA to become operative no later than 120 days prior to the final budget certification date (about the middle of October in any year).

- F. When agreements are made through bargaining, what happens to them?
1. All agreements are set forth in writing in a Comprehensive Agreement or contract which is signed by both parties.
 2. The Comprehensive Agreement is effective for up to two years, as may be agreed upon, and is enforceable as binding on both parties.
 3. All conditions set forth in the Comprehensive Contract become a part of every employees individual contract.
- G. Are there some things you CAN and CAN'T do under PERA?
1. Yes. There are specific rights that employees have and that employers have. Also, there are specific prohibited practices for employees and for employers.
 2. Employees CAN or CAN'T do the following:
 - + CAN organize, assist or join any organization of choice
 - + CAN choose own negotiation representative
 - + CAN pursue concerted activities for bargaining not prohibited by law
 - + CAN refuse to join or participate in any organization
 - CAN'T strike or boycott (severe penalties)
 - CAN'T coerce or harass other public employees
 - CAN'T coerce an employer in his choice of representatives
 - CAN'T refuse to negotiate in good faith
 - CAN'T picket for unlawful purpose or in unlawful manner
 - CAN'T refuse to participate in impasse procedures
 3. Employers CAN or CAN'T do the following:
 - + CAN exercise all power and duties granted by law

- + CAN direct work of the employees
- + CAN suspend or discharge employees for lack of work or proper cause
- + CAN maintain efficiency and mission of its agency
- + CAN decide and carry out "methods, means, assignments and personnel" to conduct its operations
- + CAN initiate, prepare and certify its budget
- + CAN hire, promote, demote, retain and assign employees

- CAN'T refuse to negotiate on bargainable issues
- CAN'T interfere with, coerce or restrain employees in the exercise of their rights
- CAN'T dominate or interfere with administration of the employee organization
- CAN'T encourage or discourage organization membership by discrimination in any terms or conditions of employment
- CAN'T refuse to negotiate with certified employee organization
- CAN'T refuse to participate in impasse procedures
- CAN'T deny rights accompanying exclusive representation of an organization
- CAN'T engage in a lockout

These are the general questions concerning the Public Employment Relations Act.

SCHEDULE OF NEGOTIATIONS

Senate File 531

(Iowa Association of School Boards, 1974)

Public Employment Relations Act

Senate File 531 - Enacted 65th G. A.

This schedule of negotiations illustrates the collective bargaining activities in Iowa school districts, where there is a "DUTY TO BARGAIN" under the provisions of the Act, during the school year beginning July 1, 1975, to reach a negotiated agreement for the school year beginning July 1, 1976. The schedule assumes (a) that all steps in the impasse procedures will be used, (b) that each step in these procedures will take the full amount of time authorized by law, and (c) that the two parties were unable to

agree on other impasse procedures (Sec. 19) and therefore the impasse procedures provided for in the Act (Sec. 20-21-22) will be used. Obviously, some settlements are going to be reached earlier than the schedule shows, while others will go the limit. You should be fully aware of what the negotiations cycle could be if all procedures are used and that is the intent of this summary.

Also, bear in mind that there is no set period of time (number of days) after the fact-finders report is made public in which either party (employer or employee) may request that the Public Employment Relations Board (PERB) arrange for arbitration. The law states:

"Sec. 22.1. If an impasse persists after the findings of fact and recommendations are made public by the fact-finder, the parties may continue to negotiate or, the board shall have the power, upon request of either party, to arrange for arbitration, which shall be binding. The request for arbitration shall be in writing and a copy of the request shall be served upon the other party."

The longer the negotiations period continues after the fact-finders report is made public, the closer you move toward the deadlines in school districts statutory budget making procedure (final estimates to the board secretary, publication of estimates, public hearing, and certification). School boards certainly should strive to reach a voluntary agreement with their employees at the negotiations table, but there are also legal requirements for school boards insofar as the budgeting process is concerned.

For the purposes of this negotiations schedule we have assumed that the fact-finders report was rejected and subsequently made public on November 23, and that on November 24, 1975, PERB was requested to arrange for binding arbitration.

EFFECTIVE DATE OF THE ACT (Section 29): "This Act shall become effective on July 1, 1974, but the provisions of this Act relative to the duty to bargain shall not become effective until July 1, 1975. However, public employees of the state, its boards, commissions, departments, and agencies may not bargain collectively until July 1, 1976.

DUTY TO BARGAIN (Section 16): "Upon receipt by a public employer of a request from an employee organization to bargain on behalf of public employees,

the duty to engage in collective bargaining shall arise if the employee organization has been certified by the board as the exclusive bargaining representative for the public employees in that bargaining unit."

DEFINITIONS (Section 3):

- (a) Impasse (Sec. 3.10): ". . . the failure of a public employer and the employee organization to reach agreement in the course of negotiations."
- (b) Mediation (Sec. 3.8): ". . . assistance by an impartial third party to reconcile an impasse between the public employer and the employee organization through interpretation, suggestion, and advice."
- (c) Fact-finding (Sec. 3.12): ". . . the procedure by which a qualified person shall make written findings of fact and recommendations for resolution of an impasse."
- (d) Arbitration (Sec. 3.9): ". . . the procedure whereby the parties involved in an impasse submit their differences to a third party for a final and binding decision or as provided in this Act."

| <u>DATE</u> | <u>PROCEDURE</u> | <u>DESCRIPTION</u> |
|---------------|-----------------------------|--|
| Aug. 15, 1975 | <u>TABLE NEGOTIATIONS:</u> | Face to face table negotiations between the parties would probably begin at about this time to allow a reasonable amount of time at the bargaining table for the parties to attempt to resolve the issues. |
| Oct. 18, 1975 | <u>MEDIATION (Sec. 20):</u> | In the absence of an agreement, mediation begins, at the request of either party, 120 days prior to the certified budget submission date (Feb. 15). The mediator, who is appointed by the Public Employment Relations Board (PERB), has 10 days in which to "bring the parties together to effectuate a settlement." |

- Oct. 29, 1975 FACT-FINDING
(Sec. 21): Ten days after the mediator is appointed, if no agreement is reached, PERB shall appoint a fact-finder who shall conduct a hearing and make written findings of fact and recommendations for the resolution of the dispute.
- Nov. 13, 1975 FACT-FINDERS
REPORT SUB-
MITTED (Sec.
21): Not later than 15 days from the day of appointment, the fact-finders report (findings and recommendations) shall be submitted to the public employer and certified employee organization.
- Nov. 18, 1975 FACT-FINDERS
REPORT/AC-
CEPTANCE OR
REJECTION
(Sec. 21): The public employer and the certificated employee organization shall immediately accept the report or within five days submit the fact-finders recommendations to the governing body and members of the employee organization for acceptance or rejection.
- Nov. 23, 1975 FACT-FINDERS
REPORT MADE
PUBLIC (Sec.
21): If the dispute continues 10 days after the request is submitted, the report is made public by PERB.
- Nov. 24, 1975 REQUEST FOR
BINDING
ARBITRATION
(Sec. 22.1): If the dispute continues after the fact-finders report, either party may request PERB to arrange for arbitration, which shall be binding.
- Nov. 28, 1975 LAST DAY TO
SUBMIT FINAL
OFFERS (Sec.
22.2): Each party shall submit its final offer to PERB on each of the impasse items within four days of the request for arbitration.

- Nov. 28, 1975 LAST DAY TO
SELECT EM-
PLOYER AND
EMPLOYEE
ARBITRATORS
(Sec. 22.2):
- Within four days of the request for arbitration each party shall name its selected arbitrator. (Rather than using a three member arbitration panel the two parties may agree to submit the dispute to a single arbitrator who shall be selected within four days. If parties cannot agree PERB shall submit a list of three names with each party having the right to remove one person as provided in Sec. 22.5).
- Nov. 29, 1975 THIRD
ARBITRATOR
SELECTED
(Sec. 22.5):
- The two arbitrators selected by the public employer and employee organization shall determine by lot which arbitrator will remove the first person from the list submitted by PERB. The arbitrator having the right to remove the first person shall do so within two days. The second arbitrator shall have one additional day to remove one of the two remaining people.
- Dec. 2, 1975 CHAIRMAN-
ARBITRATION
PANEL
(Sec. 22.5):
- The person whose name remains after each arbitrator (employer and employee) has removed one name shall be the chairman of the panel of arbitrators.
- Dec. 12, 1975 FIRST
MEETING-
ARBITRATION
PANEL
(Sec. 22.5):
- Chairman calls the first meeting of the panel of arbitrators within 10 days of his or her appointment.

- Dec. 27, 1975 DECISION BY ARBITRATORS (Sec. 22.11): Within 15 days after its first meeting the panel of arbitrators shall select the most reasonable offer, in its judgment, of the final offers on each impasse item submitted by the two parties or the recommendation of the fact-finder on each impasse item.
- Jan. 26, 1976 BUDGET ESTIMATES FILED WITH BOARD SECRETARY: Final day budget estimates are to be submitted to the board secretary. Sec. 24.9 requires that at least 20 days prior to the budget certification date (Feb. 15), budget estimates shall be filed with the board secretary.
- Feb. 16, 1976 BUDGET CERTIFIED: Final day budget is to be certified by the school board to the county auditor. (The date is advanced one day since the budget certification date of Feb. 15 falls on Sunday in 1976.)

CHAPTER III. METHODS AND PROCEDURES

The purpose of this study was to examine the attitudes of public school officials and teachers representatives with respect to the Iowa Public Employment Relations Act, Senate File 531, and the ramifications of implementation. The focus of the study was to investigate and examine the relationships in attitudes among those in a decision-making role who will be responsible for the leadership in carrying out the mandate for public employees to bargain collectively.

This chapter describes the methods and procedures that were used to gather and analyze the data required for the study. It is divided into four parts:

1. Description of the Instrument
2. Selection of the Sample
3. Methods of Collecting Data
4. Treatment of the Data.

Description of the Instrument

The instrument used for this study was a mailed questionnaire (see Appendix). One survey instrument was developed for use by all parties surveyed. Questions contained in the survey instrument were developed as a result of questions which arose from the review of the literature and from a careful study of the Iowa Public Employment

Relations Act. Further, the questions were those considered most troublesome in terms of collective bargaining by practitioners including board members, superintendents, administrators and teacher representatives. Mr. Ted Davidson, Executive Director, Iowa Association of School Boards and Mr. Robert Fitzsimmons, Executive Director, Iowa Association of Secondary School Principals reviewed the proposal for this study and made recommendations for area of study.

The survey instrument consisted of 19 questions, 10 of which contained multiple answers, of which the respondent could indicate his/her choice on a five-item scale ranging from "strongly disagree" to "strongly agree." In addition, the respondent was asked to rank his response, either 1-5 or 1-3, depending upon the number of responses, in order of his preference.

Selection of the Sample

The study was limited to the 451 public school districts in Iowa according to the 1973 Fall Survey. The districts were unified districts, including secondary and elementary schools. The 29 largest districts with an enrollment of 3,000 or over, enrollment of 267,493 students, or 42.5 percent of the total students in Iowa Schools were selected (Dept. of Public Instruction, 1974). An

equal number of districts was selected by random sample from the remaining 422 school districts in Iowa. This sampling technique was chosen since it was hypothesized that district size may be associated with the respondents' replies to the survey. Evelyn C. Nielson, Data Services Coordinator, Management Information Center, Department of Public Instruction, stated that in their opinion, a student enrollment of 3,000 or more was considered to be a large school district in Iowa.

Table 3 shows the six strata and the number of school districts in each as determined by the Department of Public Instruction, State of Iowa (Dept. of Public Instruction, 1974).

Table 3. Sample of Iowa school districts

| Total School Enrollment | Number of Districts | Number in Sample |
|-------------------------|---------------------|------------------|
| 151-499 | 135 | 7 |
| 500-749 | 100 | 5 |
| 750-999 | 77 | 5 |
| 1,000-1,499 | 51 | 4 |
| 1,500-1,999 | 27 | 5 |
| 2,000-2,999 | 31 | 4 |
| 3,000-above | 30 | 30 |
| Total | 451 | 60 |

Methods of Collecting Data

Upon completion of the random sample, the names of the superintendents, secondary principals and elementary school principals were obtained from the 1974-75 Iowa Education Directory. The presidents of the boards of education were provided by the Iowa Association of School Boards and the names of the teacher representatives were provided by the Iowa State Education Association.

A form letter and a stamped addressed return envelope were enclosed with the questionnaire (see Appendix). The letter briefly described the purpose of the study. Instructions for completing the questionnaire were also enclosed. At the end of three weeks, a follow-up letter with a questionnaire and a return addressed envelope were sent to those individuals who did not respond the first time.

Treatment of the Data

The data received on the completed questionnaires were coded and prepared for transfer for computer analysis. Statistical treatment of the data was performed by the IBM 360 computer at Iowa State University Computer Center using the Statistical Package for the Social Sciences (SPSS) and procedure regression SAS Package for Statistical Computation.

The multiple-classification 2 X 3 analysis of variance was used to determine whether there was a significant

Table 4. Useable questionnaires returned by district category

| Total School Enrollment | Number of Districts Selected | Board Presi- dents | Super- inten- dents | Secondary Principals | Elementary Principals | Teacher Repre- sentat- ives |
|-------------------------------|------------------------------------|--------------------------|---------------------------|-------------------------|--------------------------|--------------------------------------|
| 151-499 | 6 | 2 | 3 | 2 | 1 | 3 |
| 500-749 | 5 | 1 | 3 | 3 | 3 | 2 |
| 750-999 | 5 | 2 | 4 | 3 | 3 | 3 |
| 1000-1499 | 4 | 2 | 3 | 3 | 3 | 3 |
| 1500-1999 | 5 | 4 | 3 | 3 | 2 | 3 |
| 2000-2999 | 4 | 3 | 3 | 4 | 2 | 3 |
| 3000-Above | 29 | 18 | 19 | 22 | 16 | 24 |
| Total | 58 | 32 | 38 | 40 | 30 | 41 |
| Percent | | .56 | .66 | .69 | .52 | .71 |
| Cumulative Percent | .62 | | | | | |

difference between means of administrators, presidents of the boards of education and teachers' representatives from small and large public school districts in Iowa.

Enrollment size in the analysis of variance table was a comparison of the small and large districts. To analyze a significant difference in enrollment size a group sample means table was established.

The respondent category compares means of administrators, presidents of the boards of education and teachers' representatives. To establish the magnitude of the relationship between these groups, Scheffe was used to test the means of each group for any significant difference shown in the analysis of variance table.

Interaction in the analysis of variance table is used to test for the existence of a relationship between the dependent variable and the other variable. If there was a significant F-value in the interaction as shown in the analysis of variance table, an interaction table graphically represents the significance.

The questions in the questionnaires had varying number of responses and used an attitude scale from 1 to 5 points, with 5 indicating that the respondent strongly agreed with the question.

Also the Chi-square statistical test was used to determine if there were significant differences in the

responses of administrators, presidents of the boards of education and teacher's representatives from small and large districts in Iowa for questions representing sample counts.

The 5 percent level of significance was selected, based on the appropriate degrees of freedom for any particular comparison involving the 2 x 3 analysis of variance, Scheffe and Chi-square treatments.

CHAPTER IV. FINDINGS

This chapter reports and describes the major findings with respect to the attitudes of presidents of the boards of education, superintendents, principals of secondary and elementary school and the president of the local teachers' association. Descriptive data are provided from the sample of those who participated in the study. Analysis of the data related to the hypotheses which were stated in Chapter I are also given.

The selected sample involved 58 public school districts in Iowa, divided into two categories. Half of the sample were school districts with student enrollment of over 3,000, considered large districts, and half were randomly selected from the remaining school districts in Iowa, considered small districts.

To determine if a significant difference existed between groups, three statistical treatments were used: Analysis of Variance, Scheffe and Chi-square.

Null Hypothesis 1: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in the selected small and large districts in the selection of

mediators, fact-finders or arbitrators and their backgrounds.

Question: From what sources should mediators, fact-finders or arbitrators be secured?

Six possible sources were listed from which the respondent could strongly disagree or strongly agree with each on a likert scale ranging from 1 to 5. Each source was analyzed separately.

Source A: Professional mediators, fact-finders or arbitrators

Table 5. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 3.83 | 3.83 | 2.16 |
| Respondent category | 2 | 1.70 | .85 | 0.48 |
| Interaction | 2 | 1.47 | .73 | 0.41 |
| Error | 171 | 303.44 | 1.77 | |

Table 5 contains an analysis of variance of the first source for which the F-values were found not to be significant (.05) level.

All respondents in both small and large districts highly favored professional mediators, fact-finders or arbitrators. Small districts had a mean of 3.58 and

large districts had a mean of 4.02 based on a maximum of 5.00. Administrators favored this source with a mean of 3.90, presidents of the boards of education had a mean of 3.64 and teachers' representatives had a mean of 3.78. There was no significant division of opinion.

Source B: University professors (education and/or other disciplines)

Table 6. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 6.68 | 6.68 | 5.13* |
| Respondent category | 2 | 9.70 | 4.85 | 3.72* |
| Interaction | 2 | 9.57 | 4.78 | 3.68* |
| Error | 171 | 222.66 | 1.30 | |

*Significant (.05) level.

An examination of the data in Table 6 indicates a significant difference exists in the enrollment size, respondent category, and interaction.

As shown in Table 6, enrollment size, a comparison of small and large districts, has a significant F-value 5.13 (.05) level. Table 7 indicates school districts with student enrollment of below 3,000 with a mean of 2.52 prefer university professors as compared to school districts with

Table 7. Group sample means

| | ADM | BP | TR |
|-----------------|------|------|------|
| Small districts | 2.26 | 2.38 | 3.44 |
| Large districts | 2.17 | 2.35 | 2.20 |
| | 2.21 | 2.36 | 2.75 |

a mean of 2.21, resulting in the significant F-value.

The respondent category, compares the mean of administrators, presidents of the boards of education, and teachers' representatives, in Table 6 reveals a significant F-value of 3.72 (.05) level. The Scheffe statistical technique was applied to the respondent category, however, the calculated values were not great enough to exceed the conservative level of significance as determined by Scheffe for the administrators' mean of 2.21, presidents' of the boards of education mean of 2.36 or the teachers' representative mean of 2.75. Lacking a significant Scheffe value, the writer assumed the significance lay between the extreme means.

Interaction, compares the existence of a relationship between the dependent variable and the other variable, with a significant F-value of 3.68 (.05) level in Table 6 is graphically represented in Figure 1. Inspecting Figure 1, relative agreement is shown by administrators and presidents

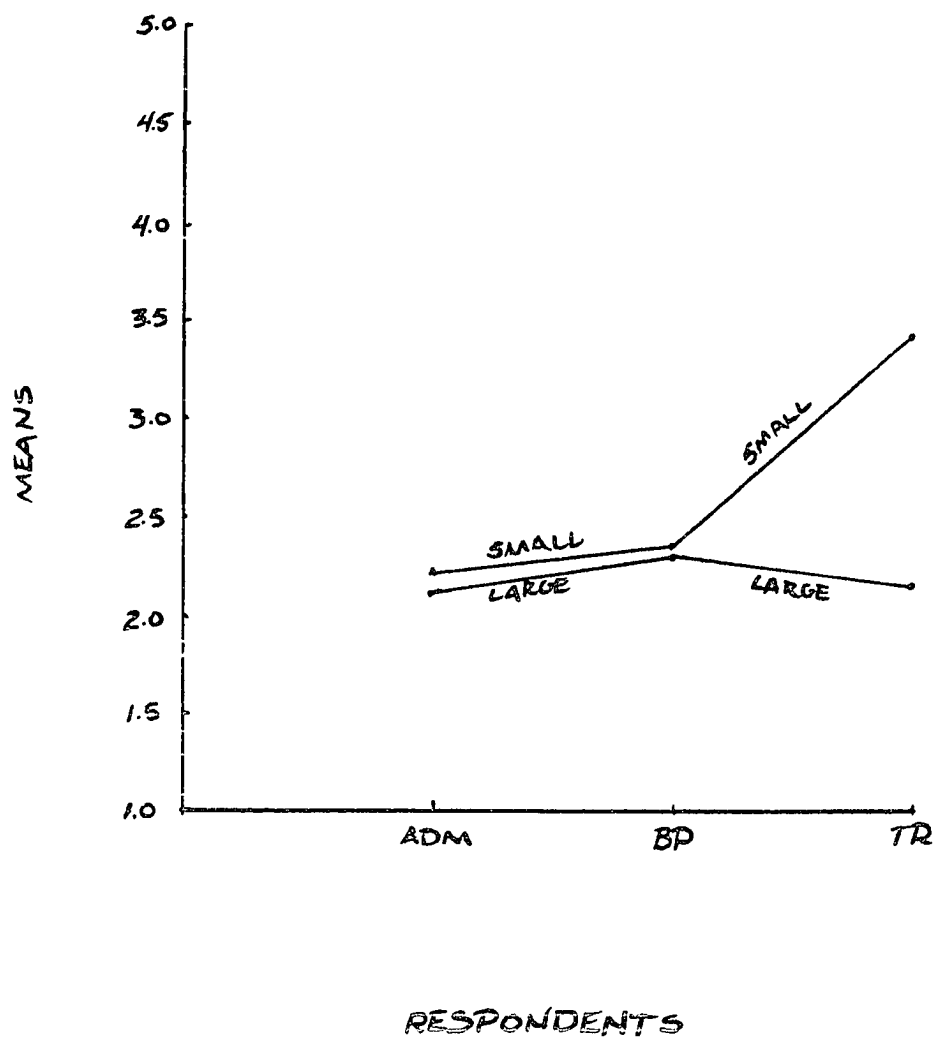


Figure 1. Interaction

of the boards of education in small and large districts. Although teachers' representatives from large districts disagree with small districts favoring university professors with a relative high mean of 3.44 in relation to teachers' representatives in large districts with a mean of 2.20.

Source C: Public school officials

Table 8. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 6.59 | 6.59 | 4.35* |
| Respondent category | 2 | 46.88 | 23.44 | 15.45** |
| Interaction | 2 | 0.83 | 0.41 | 0.27 |
| Error | 171 | 259.35 | 1.51 | |

* Significant (.05) level.

** Highly significant (.01) level.

Table 9. Group sample means

| | ADM | BP | TR |
|-----------------|------|------|------|
| Small districts | 3.28 | 2.92 | 1.94 |
| Large districts | 2.69 | 2.70 | 1.40 |
| | 2.96 | 2.79 | 1.64 |

There was disagreement between the small and large districts and their attitudes toward public school officials as to the source of public school officials as revealed in the enrollment size significant F-value 4.35 (.05) level in Table 8. Smaller districts favored public school officials with a mean of 2.95 as compared to larger districts' mean of 2.43 as shown in Table 9.

The respondent category in Table 8 was found to be highly significant with an F-value 15.45 (.01) level. Applying Scheffe, it was determined, teachers' representatives did not favor public school officials with a low mean of 1.64, as compared to administrators with a mean of 2.96, resulting in a significant Scheffe F-value of 6.19.

Source D: Lawyers

Table 10. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 0.05 | 0.05 | 0.03 |
| Respondent category | 2 | 4.48 | 2.44 | 1.65 |
| Interaction | 2 | 0.92 | 0.46 | 0.31 |
| Error | 171 | 252.74 | 1.37 | |

Data contained in Table 10 indicate that there was no significant difference in the enrollment size, respondent category or interaction considering lawyers as a source.

The source, lawyers, was not favored as a professional mediator, fact-finder or arbitrator with small districts showing a relative low mean of 2.76 and large districts mean of 2.82. Administrators tallied a mean of 2.87, presidents of the boards of education 2.90 and teachers' representatives 2.44.

Source E: Neutral lay person

Table 11. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 16.49 | 16.49 | 9.78** |
| Respondent category | 2 | 11.92 | 5.96 | 3.50* |
| Interaction | 2 | 1.02 | .51 | 0.30 |
| Error | 171 | 288.47 | 1.69 | |

* Significant (.05) level.

** Highly significant (.01) level.

Table 12. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 2.76 | 3.38 | 3.50 | 3.01 |
| Large districts | 2.26 | 2.55 | 2.70 | 2.41 |
| | 2.49 | 2.89 | 3.06 | |

A highly significant difference in opinion relative to a neutral lay person was found to exist between small and large districts in enrollment size with a highly significant F-value of 9.78 (.01) level. Smaller districts favor the use of a neutral lay person with a mean of 3.01 over the larger districts and a mean of 2.41 shown in Table 12.

In Table 11 there was also a significant difference in the respondent category with an F-value of 3.50 (.05) level. However, the Scheffe did not yield a significant difference in the administrators' mean of 2.49, presidents of the boards of education mean of 2.89 or the teachers' representative mean of 3.06. The author, therefore, assumed the significance lay between the two extreme means.

Source F: Those recommended by the Public Employment Relations Board

Table 13. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 1.09 | 1.09 | 0.81 |
| Respondent category | 2 | 45.33 | 22.66 | 16.90** |
| Interaction | 2 | 3.32 | 1.66 | 1.24 |
| Error | 171 | 229.33 | 1.34 | |

** Highly significant (.01) level.

With regard to the respondent category there was a highly significant F-value of 16.90 (.01) level in Table 13. Applying Scheffe to the highly significant F-value, it was found the significance lay between the administrators' mean of 3.48 and the teachers' representatives mean of 4.50, resulting in a highly significant Scheffe F-value of 4.19 (.01) level. Also, a highly significant Scheffe F-value of 6.74 (.01) level resulted comparing the attitudes of presidents of the boards of education with a mean of 2.88 and teachers' representatives for sources recommended by the Public Employment Relations Board.

For the question what persons should be secured as mediators, fact-finders or arbitrators, administrators from small districts ranked as follows:

1. Professional mediators, fact-finders or arbitrators.
2. Lawyers.
3. Those recommended by the Public Employment Relations Board.

Administrators from large districts ranked their choices as follows:

1. Professional mediators, fact-finders or arbitrators.
2. Those recommended by the Public Employment

Relations Board.

3. Neutral lay person.

Presidents of the boards of education from small districts ranked their choices as follows:

1. Professional mediators, fact-finders or arbitrators.
2. Lawyers.
3. Those recommended by the Public Employment Relations Board.

Presidents of the boards of education from large districts ranked their choices as follows:

1. Professional mediators, fact-finders or arbitrators.
2. Those recommended by the Public Employment Relations Board.
3. Not conclusive.

Teachers' representatives from small and large districts agreed with their ranking as follows:

1. Professional mediators, fact-finders or arbitrators.
2. University professors.
3. Not conclusive.

Null hypothesis was rejected.

The next question, part of the first hypothesis, asked when selecting mediators, fact-finders or arbitrators, what personal experiences in their background would influence your decision most? Five choices were listed allowing the respondent to agree little or greatly on a Likert scale ranging from 1 to 5, with 5 indicating great acceptance.

Choice A: Present affiliations

Table 14. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 0.09 | 0.09 | 0.06 |
| Respondent category | 2 | 8.23 | 4.11 | 2.63 |
| Interaction | 2 | 0.58 | 0.29 | 0.19 |
| Error | 171 | 266.98 | 1.56 | |

Considering present affiliations of mediators, fact-finders or arbitrators indicated no significant difference as revealed in Table 14.

Both small and large districts considered this source important with a mean of 3.87 and 3.77 respectively. Administrators agreed with a mean of 3.72, presidents of the boards of education with a mean of 3.66 and teachers' representatives mean of 4.25.

Choice B: Source of livelihood

Table 15. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 1.71 | 1.71 | 0.87 |
| Respondent category | 2 | 7.29 | 3.65 | 1.84 |
| Interaction | 2 | 2.08 | 1.04 | 0.53 |
| Error | 171 | 337.33 | 1.97 | |

The F-values (.05) level were not found to be significant in Table 15 comparing attitudes of source of livelihood.

No significant difference was found because all respondents agreed that this source was important with small districts mean of 3.28 compared to large districts mean of 4.02. Administrators responded with a mean of 3.09, presidents of the boards of education with a mean of 3.64 and teachers' representatives with a mean of 3.61.

Choice C: Labor relations background

Table 16. Labor relations background

| Source | df | SS | MS | F |
|---------------------|----|------|------|------|
| Enrollment size | 1 | 0.08 | 0.08 | 0.80 |
| Respondent category | 2 | 2.99 | 1.49 | 0.32 |

Table 16 (Continued)

| Source | df | SS | MS | F |
|-------------|-----|--------|--------|------|
| Interaction | 2 | 0.63 | 0.31 | 0.79 |
| Error | 171 | 222.64 | 111.32 | |

In Table 16, labor relations background did not reveal any significant difference in opinions.

Labor relations background was rated high in small districts with a mean of 3.97 and large districts with a mean of 3.97. Administrators had a mean of 3.00, presidents of the boards of education had a mean of 3.70 and teachers' representatives with the highest mean of 4.14 based on a maximum of 5.00.

Choice D: Arbitrated previous cases

Table 17. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 1.79 | 1.79 | 1.79 |
| Respondent category | 2 | 0.78 | 0.39 | 0.38 |
| Interaction | 2 | 1.27 | 0.63 | 0.64 |
| Error | 171 | 170.57 | 0.99 | |

An examination of data outlined in Table 17 does not indicate that a significant difference exists in respondents' preference for those who have previously arbitrated cases.

However, all respondents felt very strongly about one who had arbitrated previous cases, with small districts mean of 4.15 and large district with a mean of 4.30. A high mean of 4.19 for administrators, 4.21 mean for presidents of the boards of education and teachers' representatives with the highest mean of 4.36 were reported.

Choice E: One active and knowledgeable in education

Table 18. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 0.22 | 0.22 | 0.18 |
| Respondent category | 2 | 9.13 | 4.56 | 3.84* |
| Interaction | 2 | 6.67 | 3.33 | 2.81 |
| Error | 171 | 203.33 | 1.19 | |

*Significant (.05) level.

An inspection of Table 18 reveals a significant F-value of 3.84 (.05) level for the choice of one active and knowledgeable in education. Table 19 reflects the high means for this source by small districts with a mean of

Table 19. Group sample means

| | ADM | BP | TR |
|-----------------|------|------|------|
| Small districts | 4.42 | 3.46 | 4.18 |
| Large districts | 3.97 | 3.85 | 4.50 |
| | 4.17 | 3.70 | 4.36 |

4.22 and large districts with a mean of 4.05. High means of both the small and large districts are also reflected in the rankings of the administrators, presidents of the boards of education and teachers' representative. Although the Scheffe failed to show a significant difference (.05) level, the writer assumed the significance shown in Table 19 lay between the extreme means.

Administrators from small and large districts agreed that personal experiences in the background of mediators, fact-finders or arbitrators would influence their decision most. Administrators from small districts ranked as follows:

1. One active and knowledgeable in education.
2. Arbitrated previous cases (public or private).
3. Labor relations background.

Administrators from large districts ranked as follows:

1. One active and knowledgeable in education.

2. Arbitrated previous cases (public or private).
3. Source of livelihood.

Presidents of the boards of education from small districts felt as follows:

1. Labor relations background.
2. One active and knowledgeable in education.
3. Present affiliations.

Presidents of the boards of education from large districts ranked as follows:

1. One active and knowledgeable in education.
2. Labor relations background.
3. Present affiliations.

Teachers' representatives did not disagree greatly from administrators and presidents of the boards of education. Small districts teachers' representatives ranked as follows:

1. One active and knowledgeable in education.
2. Labor relations background.
3. Not conclusive.

Teachers' representatives from large districts ranked as follows:

1. One active and knowledgeable in education.
2. Source of livelihood.
3. Arbitrated previous cases (public or private).

Null hypothesis does not remain tenable and was rejected.

Null Hypothesis 2: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers toward the use of consultants in small and large districts.

Question: From what sources would you select consultants to serve on your bargaining team?

Six sources were provided the respondent, each source could be ranked on a Likert scale from 1 to 5, ranging from not at all to very desirable.

Source A: Specialist in collective bargaining

Table 20. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|-------|
| Enrollment size | 1 | 0.13 | 0.13 | 0.13 |
| Respondent category | 2 | 5.50 | 2.75 | 2.72 |
| Interaction | 2 | 6.25 | 3.12 | 3.09* |
| Error | 171 | 172.70 | 86.35 | |

*Significant (.05) level.

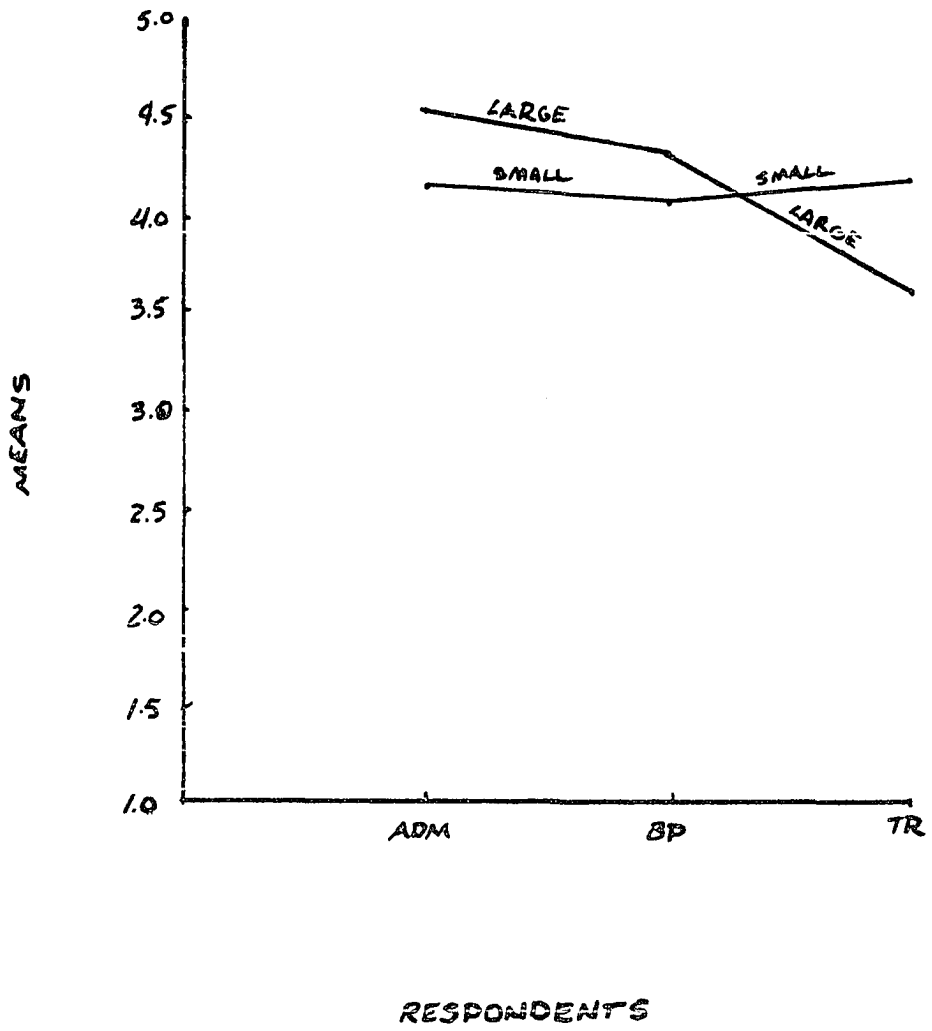


Figure 2. Interaction

Interaction in Table 20 has a significant F-value of 3.09 (.05) level. All respondents ranked a specialist in collective bargaining high as graphically represented in Figure 2. Administrators in small and large districts had the highest means of 4.22 and 4.53, respectively. Teachers' representatives also reported a high mean value for this source with a mean of 4.25 for small districts and a mean of 3.60 for large districts even though they rank as their first choice a specialist in collective bargaining.

Source B: Specialist in finance and budgets

Table 21. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 4.32 | 4.32 | 5.00* |
| Respondent category | 2 | 1.49 | 0.74 | 0.86 |
| Interaction | 2 | 0.20 | 0.10 | 0.12 |
| Error | 171 | 147.68 | 0.86 | |

*Significant (.05) level.

Table 22. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 4.12 | 4.23 | 4.43 | 4.20 |
| Large districts | 3.84 | 3.85 | 4.00 | 3.87 |
| | 3.97 | 4.00 | 4.19 | |

Data reported in Table 21 show a significant F-value of 5.00 (.05) level for specialist in finance and budgets. The difference in the high means of 4.20 for small districts and the mean of 3.87 for large districts is responsible for the significant difference as shown in Table 22; the high means of both groups are reflected in the rankings of each.

Source C: Lawyer

Table 23. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 5.89 | 5.89 | 4.66* |
| Respondent category | 2 | 4.34 | 2.17 | 1.72 |
| Interaction | 2 | 1.84 | 0.92 | 0.73 |
| Error | 171 | 215.89 | 1.26 | |

* Significant (.05) level.

Table 24. Group sample means

| | | | | |
|-----------------|--------|--------|--------|--------|
| Small districts | ∴ 3.56 | ∴ 3.23 | ∴ 3.38 | ∴ 3.46 |
| Large districts | ∴ 3.18 | ∴ 3.10 | ∴ 2.60 | ∴ 3.05 |
| | 3.36 | 3.15 | 2.94 | |

Data in Table 23 indicated a significant difference in the enrollment size with an F-value of 4.66 (.05) level. The small districts reported a mean of 3.46 with a mean of 3.05 reported by the large districts for lawyers, resulting in the significant difference in enrollment size as shown in Table 24.

Source D: Staff specialist

Table 25. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 1.21 | 1.21 | 0.70 |
| Respondent category | 2 | 3.93 | 1.96 | 1.14 |
| Interaction | 2 | 1.23 | 0.61 | 0.36 |
| Error | 171 | 294.74 | 1.72 | |

The responses in Table 25 for staff specialist showed no significant difference.

Means were low for this source, especially compared to the other sources in the question with small districts mean of 3.07 and large districts mean of 2.97. Administrators listed the highest mean of 3.14, presidents of the boards of education with a mean of 2.91 and teachers' representative mean of 2.75.

Source E: Research director

Table 26. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 3.06 | 3.06 | 2.22 |
| Respondent category | 2 | 0.54 | 0.27 | 0.19 |
| Interaction | 2 | 6.02 | 3.01 | 2.19 |
| Error | 171 | 235.60 | 1.38 | |

In Table 26 there was no significant difference in the F-value (.05) level considering research director.

Again, this source was not rated high by any respondents with small districts mean of 2.64 and large districts mean of 2.72. Administrators had a mean of 2.69, presidents of the boards of education had a mean of 2.60 and teachers' representative had a mean of 2.72.

Source F: Representative of a national, state or local education organization

Table 27. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|----|-------|-------|---------|
| Enrollment size | 1 | 0.10 | 0.10 | 0.07 |
| Respondent category | 2 | 99.20 | 49.60 | 33.99** |

**Highly significant (.01) level.

Table 27 (Continued)

| Source | df | SS | MS | F |
|-------------|-----|--------|-------|---------|
| Interaction | 2 | 30.11 | 15.05 | 10.31** |
| Error | 171 | 249.56 | 1.46 | |

There was disagreement between administrators, presidents of the boards of education, and teachers' representatives as indicated in the respondent category with a highly significant F-value of 33.99 (.01) level as shown in Table 27.

Applying the Scheffe to the mean of the teachers' representative of 4.08 and the administrators' mean of 2.12 revealed a highly significant Scheffe F-value of 14.21 (.01) level. A significant Scheffe was also found in the mean of 2.06 for presidents of the boards of education and the mean of 4.08 for teachers' representatives.

A highly significant F-value of 10.31 (.01) level is shown in Table 27 for interaction. The interaction is graphically represented in Figure 3 which illustrates that teachers' representatives favor the use of representatives from national, state and local organizations with a mean of 4.45 for large districts and a mean of 3.31 for small districts. Presidents of the boards of education are the least favorable, with a mean of 1.55. Administrators from

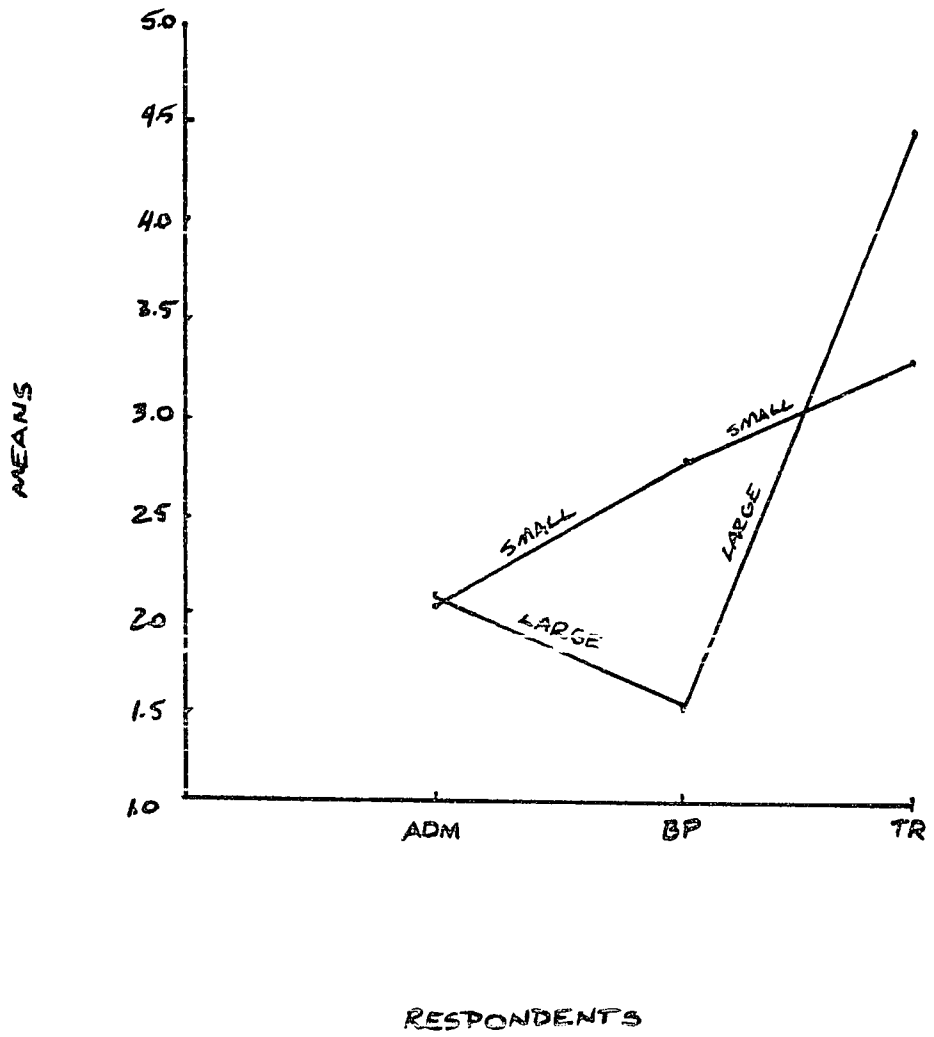


Figure 3. Interaction

small and large districts are in close agreement, with a mean slightly above 2.0.

The ranking of consultants to be used on the bargaining team varied among respondents. Administrators from small districts reported the following:

1. Specialist in finance and budgets.
2. Staff specialist.
3. Specialist in collective bargaining.

Administrators from large districts ranked their attitudes as follows:

1. Specialist in finance and budgets.
2. Staff specialist.
3. Not conclusive.

Presidents of the boards of education from small districts ranked their choices as follows:

1. Specialist in finance and budgets.
2. Staff specialist.
3. Not conclusive.

Presidents of the boards of education from large districts felt as follows:

1. Specialist in finance and budgets.
2. Staff specialist.
3. Specialist in collective bargaining.

Teachers' representatives from small and large districts agreed on their rankings as follows:

1. Specialist in finance and budgets.
2. Representative of a national, state or local educational organization.
3. Staff specialist (curriculum, instructional supervisor, etc.).

Null hypothesis was rejected.

Null Hypothesis 3: There is no significant difference in the attitudes of members of the board of education, administrators and teachers' representatives in their bargaining team in small and large districts.

Question: The administrative negotiation team should be composed of?

Source A: Board members only

Table 28. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 0.21 | 0.21 | 0.19 |
| Respondent category | 2 | 51.27 | 25.13 | 22.15** |
| Interaction | 2 | 16.38 | 8.19 | 7.18** |
| Error | 171 | 194.76 | 1.34 | |

** Highly significant (.01) level.

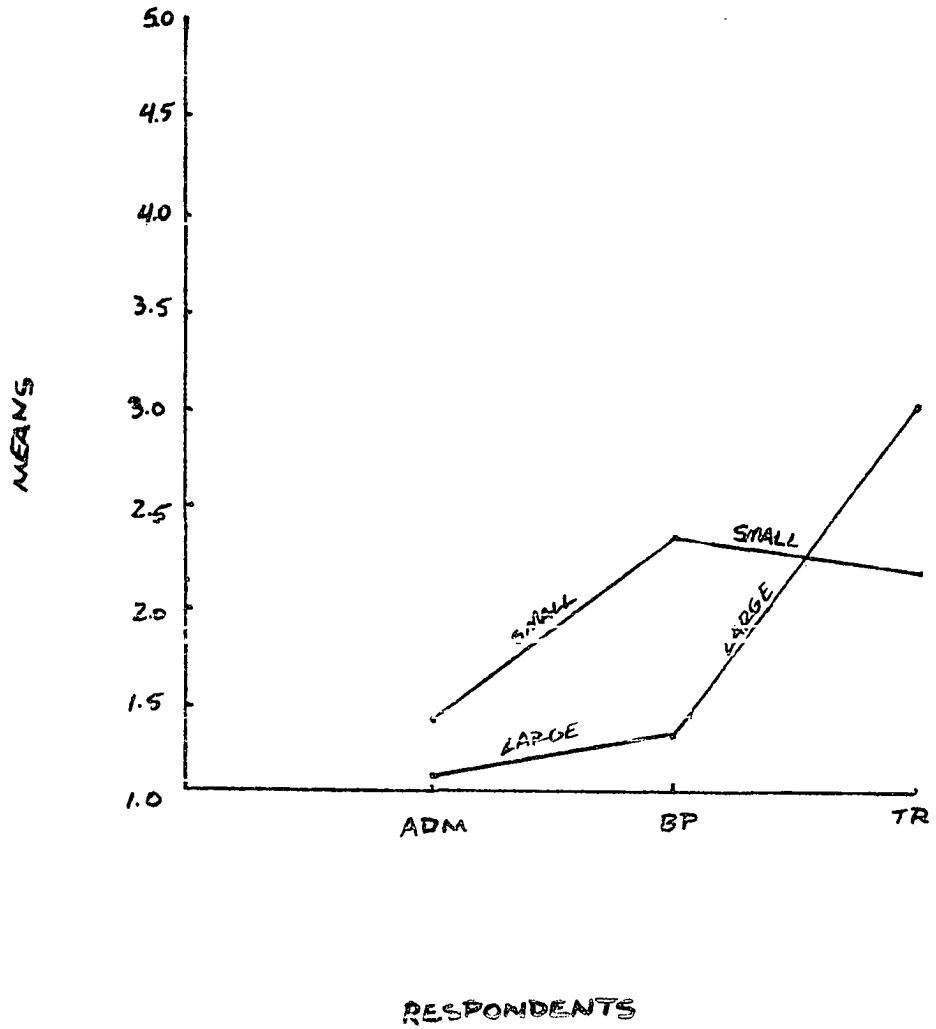


Figure 4. Interaction

None of the three respondent groups felt strongly about only board members serving on the negotiation team except teachers' representatives who had the highest mean of the respondents with a mean of 2.72. Administrators did not favor board members only, with a mean of 1.29, and presidents of the boards of education reported a mean of 1.72 which resulted in a highly significant F-value of 22.51 (.01) level in Table 28. Using Scheffe to compare the teachers' representative mean of 2.72 with the administrators' mean of 1.29, resulted in a highly significant F-value of 9.69 (.01) level.

Interaction shown in Figure 4 is due in part to the highest mean registered by teachers' representatives in larger districts, with a mean of 3.15. Presidents of the boards of education had the second highest mean of 2.31 from small districts. Administrators had relative agreement on the involvement of board members with a mean of 1.17 in large districts and 1.42 for small districts.

Source B: Superintendents only

Table 29. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|----|------|------|------|
| Enrollment size | 1 | 0.37 | 0.37 | 0.96 |
| Respondent category | 2 | 0.23 | 0.11 | 0.30 |

Table 29 (Continued)

| Source | df | SS | MS | F |
|-------------|-----|-------|------|------|
| Interaction | 2 | 0.76 | 0.38 | 0.98 |
| Error | 171 | 66.43 | 0.39 | |

As illustrated in Table 29, there was little difference in opinions about the superintendent only serving on the bargaining team. No significant difference was found with small districts mean of 1.33 and large districts mean of 1.17. Administrators reported a low mean of 1.21, presidents of the boards of education mean 1.27 and teachers' representatives mean 1.30.

Source C: Other school administrators

Table 30. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 0.00 | 0.00 | 0.00 |
| Respondent category | 2 | 26.67 | 13.33 | 6.69** |
| Interaction | 2 | 7.12 | 3.56 | 1.78 |
| Error | 171 | 341.08 | 1.99 | |

** Highly significant (.01) level.

Using Scheffe to analyze the highly significant F-value of 6.69 (.01) level shown in the respondent category

in Table 30, no significant differences were detected. It is assumed by the writer that the highly significant F-value lay in the two extreme means of 2.85 for administrators and 1.81 for teachers' representatives.

Source D: Board members and superintendents

Table 31. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 36.01 | 36.01 | 22.84** |
| Respondent category | 2 | 35.71 | 17.85 | 11.32** |
| Interaction | 2 | 0.21 | 0.10 | 0.06 |
| Error | 171 | 269.61 | 1.58 | |

** Highly significant (.01) level.

Table 32. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 2.94 | 3.07 | 4.00 | 3.18 |
| Large districts | 1.84 | 2.00 | 3.05 | 2.10 |
| | 2.33 | 2.42 | 3.47 | |

The highly significant F-value of 22.84 (.01) level as shown in Table 31 is depicted in the mean differences in Table 32, with small districts' mean of 3.18 and large districts' mean of 2.10.

The respondent category with an F-value of 11.32 in Table 32 did not show a significant difference with the application of Scheffe. The author assumes the significance lay in the extreme means of 2.33 for administrators and 3.47 for teachers' representatives.

Source E: Board members and other school administrators

Table 33. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 8.22 | 8.22 | 4.25* |
| Respondent category | 2 | 0.15 | 0.07 | 0.03 |
| Interaction | 2 | 2.62 | 1.31 | 0.68 |
| Error | 171 | 330.78 | 1.93 | |

*Significant (.05) level.

Table 34. Group sample means

| | ADM | BP | TR |
|-----------------|------|------|------|
| Small districts | 3.18 | 2.85 | 3.06 |
| Large districts | 2.43 | 2.75 | 2.40 |
| | 2.77 | 2.79 | 2.69 |

When comparing the significant difference in Table 24, with an F-value of 4.25 (.05) level, Table 34 reflects group

sample means, the difference in attitudes was between small districts with a mean of 3.10 and large districts' mean of 2.49 for enrollment size.

Source F: Board members, superintendent and other school administrators

Table 35. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 19.17 | 19.17 | 9.34** |
| Respondent category | 2 | 5.97 | 2.98 | 1.45 |
| Interaction | 2 | 0.65 | 0.32 | 0.16 |
| Error | 171 | 350.84 | 2.05 | |

** Highly significant (.01) level.

Table 36. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 3.56 | 3.00 | 3.75 | 3.51 |
| Large districts | 2.71 | 2.45 | 2.85 | 2.67 |
| | 3.10 | 2.67 | 3.25 | |

Table 35 showed that a significant difference did occur in enrollment size, with an F-value of 9.34 (.05) level. The significant difference is revealed in Table 36

indicating favorable attitudes toward board members, superintendent and other school administrators, especially in small districts with a computed mean of 3.51 and the large districts' mean of 2.67.

Source G: Superintendent and other school administrators

Table 37. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 1.18 | 1.18 | 0.69 |
| Respondent category | 2 | 11.71 | 5.85 | 3.41* |
| Interaction | 2 | 0.07 | 0.03 | 0.02 |
| Error | 171 | 293.09 | 1.71 | |

*Significant (.05) level.

There was a significant difference, as shown in Table 37, in the respondent category with an F-value of 3.51 (.05) level. However, Scheffe did not reveal any significant difference, therefore, the writer assumed the difference lay in the extreme means of administrators, 2.55, and teachers' representatives, 1.89.

Source H: School administrators and an outside negotiator
or consultant

Table 38. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 5.24 | 5.24 | 2.84 |
| Respondent category | 2 | 116.27 | 58.13 | 31.55** |
| Interaction | 2 | 12.50 | 6.25 | 3.39* |
| Error | 171 | 315.04 | 1.84 | |

*Significant (.05) level.

**Highly significant (.01) level.

The survey found a highly significant difference in the respondent category with an F-value of 31.55 (.01) level, using school administrators and an outside negotiator or consultant as shown in Table 38. Scheffe confirmed that there was a significant difference in attitudes between administrators with a high mean of 3.70 and teachers' representatives mean of 1.58, the resulting Scheffe F-value of 13.19, highly significant (.01) level. Also, a highly significant F-value of 5.73 (.01) was found between presidents of the boards of education mean of 3.33 and teachers' representative mean.

Interaction significant F-value of 3.39 (.05) level is dramatically shown in Figure 5. Teachers' representatives

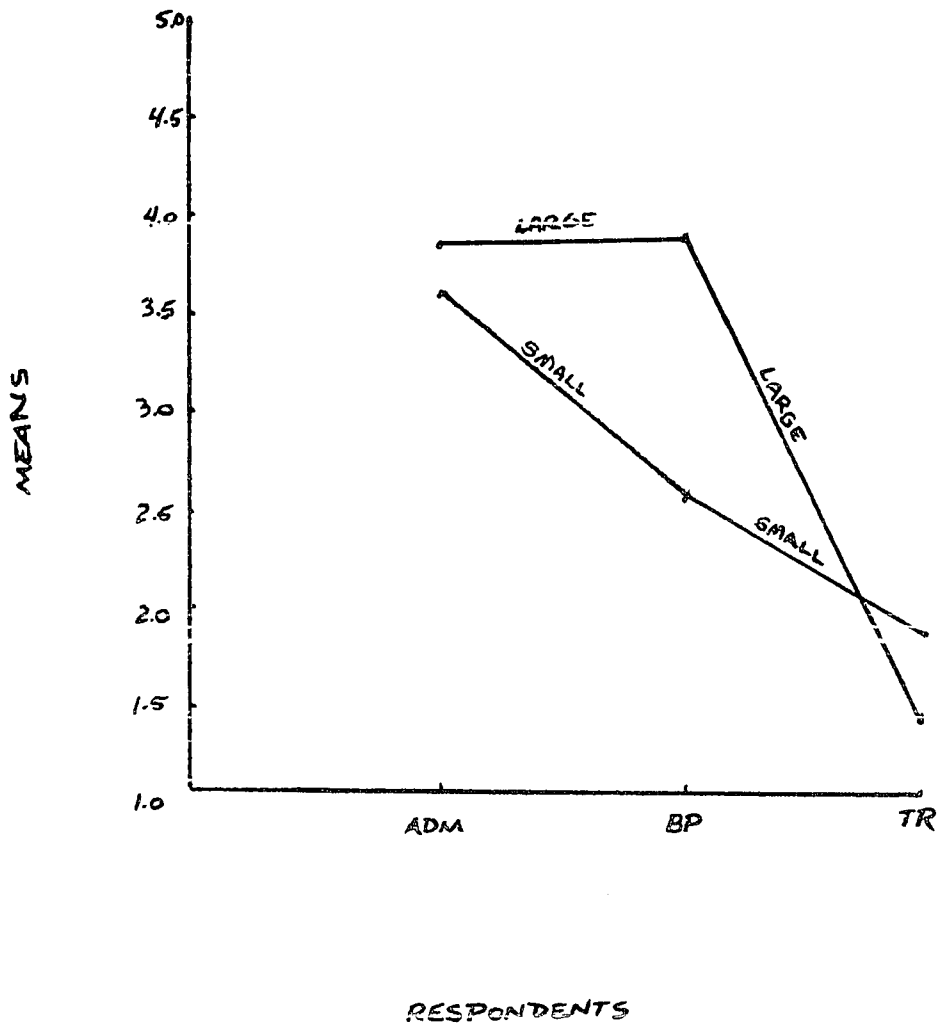


Figure 5. Interaction

did not favor this source as indicated in their mean of 1.81 for those from small districts nor did teachers' representatives from large districts with a mean of 1.40. Administrators from small and large districts agreed favorably with an outside negotiator or consultant serving on the administrative negotiation team with means of 3.54 and 3.84, respectively. A division of opinion exists between presidents of the boards of education from small districts showing a mean of 2.54 and large districts' mean of 3.85.

Source I: Outside negotiator

Table 39. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 4.43 | 4.43 | 2.60 |
| Respondent category | 2 | 56.56 | 28.28 | 16.62** |
| Interaction | 2 | 6.71 | 3.35 | 1.97 |
| Error | 171 | 290.86 | 1.70 | |

**Highly significant (.01) level.

A highly significant difference was found in the respondent category with an F-value of 16.62 (.01) level in Table 39. The conservative Scheffe did not produce a significant difference in this category. The writer assumes the high significance lay in the administrators' extreme

mean of 2.78 and the teachers' representative mean of 1.36.

In ranking the question concerning who should compose the administrative negotiation team, administrators from small districts ranked as follows:

1. Board members and superintendents.
2. Board members, superintendent and other school administrators.
3. School administrators and an outside negotiator or consultant.

Administrators from large districts ranked their opinions as follows:

1. Board members, superintendent and other school administrators.
2. School administrators and an outside negotiator or consultant.
3. Board members and superintendent.

Presidents of the boards of education from small districts ranked their attitudes as follows:

1. Board members, superintendent and other school administrators.
2. School administrators and an outside negotiator or consultant.
3. Board members and superintendent.

Teachers' representatives from small districts ranked

their choices as follows:

1. Board members and superintendent.
2. School administrators and an outside negotiator or consultant.
3. Superintendent only.

Teachers' representatives from large districts ranked their choices as follows:

1. Board members and superintendent.
2. Superintendent only.
3. Board members, superintendent and other school administrators.

Null hypothesis was rejected.

Null Hypothesis 4: There is no significant difference in the attitudes of administrators, members of the boards of education and teachers toward the composition of the teachers' bargaining team in small and large districts.

Question: The teachers' negotiation team should be composed of:

Seven choices were provided respondents who could rate each choice from strongly disagree to strongly agree on a Likert scale ranging from 1 through 5.

Source A: Teachers only

Table 40. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 4.33 | 4.33 | 1.89 |
| Respondent category | 2 | 12.05 | 6.02 | 2.62 |
| Interaction | 2 | 24.42 | 12.21 | 5.32** |
| Error | 171 | 392.92 | 2.30 | |

** Highly significant (.01) level.

A highly significant difference was found in interaction as shown in Table 40 with an F-value 5.32 (.01) level, for teachers only serving on their bargaining team. Inspection of Figure 6, provides insight to the different attitudes. Presidents of the boards of education in small districts prefer teachers only with the highest mean of 4.00 with administrators from small and large districts being in relative agreement with means of 3.20 and 2.43, respectively. There was some disagreement among teachers' representatives in small and large districts with a mean of 2.88 for small districts and 3.80 for large districts.

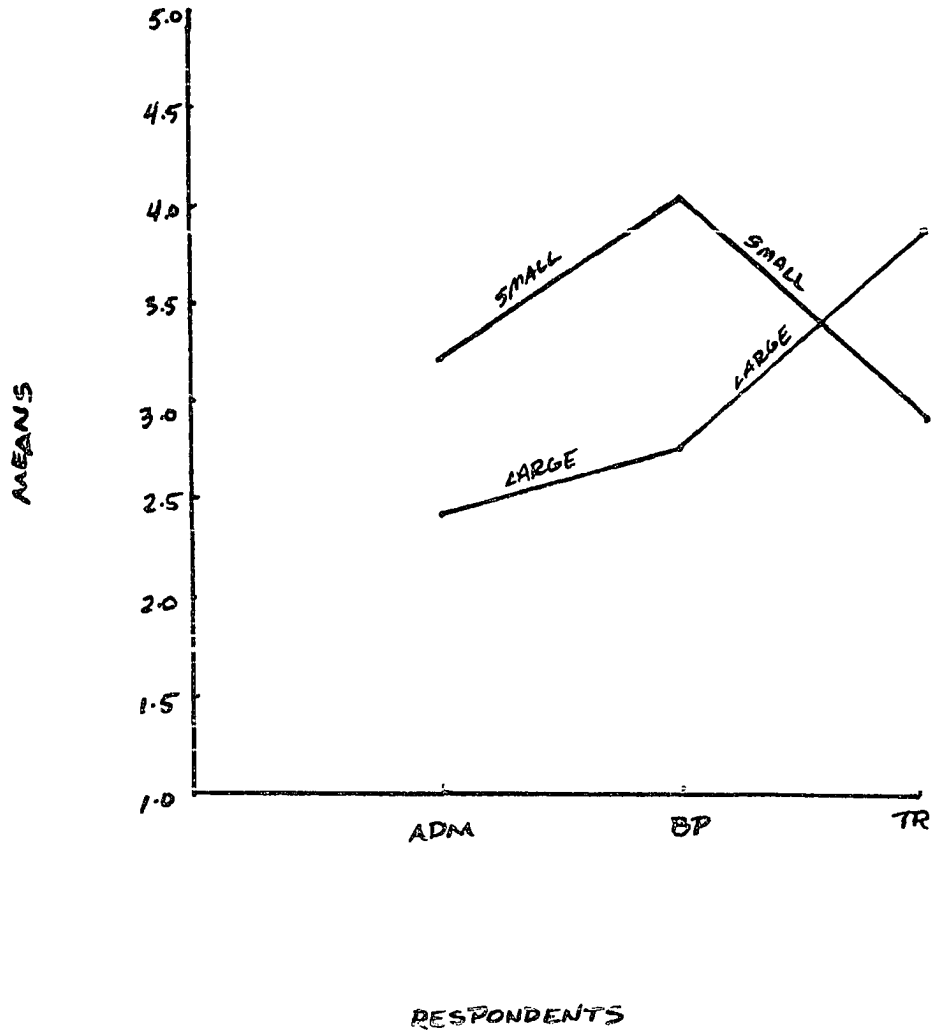


Figure 6. Interaction

Source B: Association representatives (local, state and national)

Table 41. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 0.59 | 0.59 | 0.28 |
| Respondent category | 2 | 54.93 | 27.47 | 13.46** |
| Interaction | 2 | 1.18 | 0.59 | 0.29 |
| Error | 171 | 348.90 | 2.04 | |

** Highly significant (.01) level.

There was disagreement between respondents in the association representatives shown in Table 41 with a highly significant F-value of 13.46 (.01) level. The significance as determined by Scheffe lay between the mean of 2.44 for administrators and teachers' representatives with a mean of 3.72, producing a Scheffe F-value of 4.34 significant (.01) level. Comparing the means of presidents of the boards of education with a mean of 2.06 and teachers' representatives' mean of 3.72 resulted in a highly significant Scheffe F-value of 4.60 (.01) level.

Source C: Teachers and association representatives

Table 42. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 0.87 | 0.87 | 0.52 |
| Respondent category | 2 | 12.11 | 6.05 | 3.66* |
| Interaction | 2 | 4.23 | 2.11 | 1.21 |
| Error | 171 | 282.93 | 1.65 | |

*Significant (.05) level.

Although the respondent category in Table 42 showed a significant difference in respondents' attitudes with an F-value of 3.66 (.05) level, Scheffe did not detect the significant difference. The writer assumes the difference lay between the two extreme means of the presidents of the boards of education mean of 3.03 and the teachers' representative mean of 3.94.

Source D: Teachers and outside negotiators

Table 43. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 0.11 | 0.11 | 0.06 |
| Respondent category | 2 | 20.78 | 10.39 | 6.00** |
| Interaction | 2 | 0.49 | 0.24 | 0.14 |
| Error | 171 | 296.33 | 1.73 | |

**Highly significant (.01) level.

The illustrated highly significant difference in the respondent category in Table 43 with an F-value of 6.00 (.01) level was not conclusive with the application of Scheffe. Therefore, the writer assumes the significance lay in the two extreme means of presidents of the boards of education mean of 2.88 and presidents of the boards of education mean of 2.06.

Source E: Teachers, association representatives and outside negotiators only

Table 44. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|-------|
| Enrollment size | 1 | 0.42 | 0.42 | 0.17 |
| Respondent category | 2 | 20.26 | 10.13 | 4.16* |
| Interaction | 2 | 2.41 | 1.20 | 0.50 |
| Error | 171 | 416.72 | 2.44 | |

*Significant (.05) level.

Again the significant difference in Table 44 with an F-value of 3.49 (.05) level in the respondent category was not decisive in the application of Scheffe for teachers, association representatives and outside negotiators only. The writer assumes the difference lay in the extreme means of presidents of the boards of education with a mean of 2.33

and the administrators' mean of 3.25.

Source F: Outside negotiators only

Table 45. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 0.07 | 0.07 | 0.05 |
| Respondent category | 2 | 9.55 | 4.77 | 3.49* |
| Interaction | 2 | 2.16 | 1.08 | 0.79 |
| Error | 171 | 234.02 | 1.37 | |

*Significant (.05) level.

As indicated in Table 45 a significant difference in the respondent category occurred with an F-value of 3.49 (.05) level. Evaluating the above significant difference with Scheffe showed no significant difference. Thus, the writer assumed the significant difference lay between the extreme low means of teachers' representatives, 1.25, and the administrators' mean of 1.69.

Source G: Superintendent as a resource person

Table 46. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|----|------|------|------|
| Enrollment size | 1 | 3.80 | 3.80 | 2.47 |
| Respondent category | 2 | 2.65 | 1.33 | 0.87 |

Table 46 (Continued)

| Source | df | SS | MS | F |
|-------------|-----|--------|------|------|
| Interaction | 2 | 0.29 | 0.14 | 0.99 |
| Error | 171 | 262.61 | 1.54 | |

Small districts reported a mean of 1.83 and large districts mean of 1.49. Administrators had a mean of 1.62, presidents of the boards of education 1.48 mean and teachers' representatives with a mean of 1.86.

There was no significant difference found to exist in the attitudes of the respondents in using the superintendents as a resource person as shown in Table 46.

The teachers' negotiating team should be composed of the following as ranked by administrators from small districts:

1. Association representatives only (local, ISEA, or NEA).
2. Teachers only.
3. Teachers, association representatives and outside negotiators.

Administrators from large districts ranked the questions as follows:

1. Teachers and association representatives.
2. Teachers only.
3. Teachers, association representatives and outside

negotiators.

Presidents of the boards of education from small districts ranked as follows:

1. Association representatives only (local, ISEA, or NEA).
2. Teachers only.
3. Teachers and association representatives.

Presidents of the boards of education from large districts ranked as follows:

1. Teachers, association representatives and outside negotiators.
2. Teachers and association representatives.
3. Teachers only.

Teachers' representatives from small districts ranked their choices as follows:

1. Teachers and association representatives.
2. Superintendent as a resource person.
3. Association representatives only (local, ISEA, or NEA).

Teachers' representatives from large districts felt as follows:

1. Superintendent as a resource person.
2. Teachers, association representatives and outside negotiators.
3. Not conclusive.

Null hypothesis was rejected.

Null Hypothesis 5: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in the role of the superintendent in collective bargaining.

Question: The role of the superintendent in collective bargaining should be?

Respondents were given seven possible choices to choose from, with the opportunity to rank each choice on a Likert scale from 1 through 5, by strongly disagreeing to strongly agreeing.

Choice A: Negotiate with full authority

Table 47. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 0.00 | 0.00 | 0.00 |
| Respondent category | 2 | 1.13 | 0.57 | 0.29 |
| Interaction | 2 | 9.71 | 4.85 | 2.48 |
| Error | 171 | 334.70 | 1.96 | |

There was agreement among all respondents on the question of the superintendent negotiating with full authority as illustrated in Table 47, showing no significant difference in the attitudes of respondents.

The agreement among respondents is reflected in the mean of small districts 2.13 and large districts 1.20. Also, administrators mean of 2.04, presidents of the boards of education mean of 1.90 and teachers' representative mean 2.25 show relative agreement.

Choice B: Negotiate with limited authority

Table 48. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 15.12 | 15.12 | 8.25** |
| Respondent category | 2 | 5.28 | 2.64 | 1.44 |
| Interaction | 2 | 1.51 | 0.75 | 0.31 |
| Error | 171 | 313.33 | 1.83 | |

** Highly significant (.01) level.

Table 49. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 2.60 | 3.15 | 3.06 | 2.78 |
| Large districts | 2.12 | 2.25 | 2.40 | 2.20 |
| | 2.43 | 2.61 | 2.69 | |

The size of the district proved to be a highly significant difference as shown in Table 48 for the superintendent to negotiate with limited authority. Table 49, group sample means, reflects the attitudes of larger districts' approval with a mean of 2.78 over small districts with a mean of 2.20.

Choice C: Advise the school board negotiators only

Table 50. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 0.74 | 0.74 | 0.35 |
| Respondent category | 2 | 7.44 | 3.72 | 1.74 |
| Interaction | 2 | 0.52 | 0.26 | 0.12 |
| Error | 171 | 365.72 | 2.14 | |

In analyzing the data in Table 50 it was found that significant differences did not exist among respondents on the superintendent advising the school board negotiators only.

All respondents agreed with a mean from small districts of 3.43 and 3.63 from large districts. Administrators had a mean of 3.67, presidents of the boards of education had a mean of 3.55 and teachers' representatives had a mean of 3.13.

Choice D: Advise the school board and teacher negotiating teams

Table 51. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 29.59 | 29.59 | 13.28** |
| Respondent category | 2 | 6.37 | 3.18 | 1.43 |
| Interaction | 2 | 2.43 | 1.21 | 0.54 |
| Error | 171 | 381.02 | 2.23 | |

** Highly significant (.01) level.

Table 52. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 3.10 | 3.38 | 3.87 | 3.30 |
| Large districts | 2.45 | 2.40 | 2.65 | 2.47 |
| | 2.75 | 2.78 | 3.19 | |

Evaluating the highly significant difference for enrollment size in Table 51 with an F-value of 13.28, (.01) level, Table 52, group sample means, show respondents from larger districts prefer the superintendent to advise the school board and teachers' negotiating teams with a mean of 3.30 and the smaller districts agreeing less with a mean of 2.47.

Choice E: Be a neutral person

Table 53. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 2.46 | 2.46 | 1.29 |
| Respondent category | 2 | 59.62 | 29.81 | 15.70** |
| Interaction | 2 | 1.97 | 0.98 | 0.52 |
| Error | 171 | 324.64 | 1.90 | |

** Highly significant (.01) level.

Disagreement was evident in the respondent category, Table 53, with a significant F-value of 15.70 (.01) level, regarding the superintendent acting as a neutral person. Scheffe provided a highly significant F-value of 6.06 (.01) level when comparing the mean of 1.87 for administrators to a comparatively high mean of 3.33 for teachers' representative.

Choice F: Only review and approve administrative collective bargaining team recommendations.

Table 54. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|----|------|------|------|
| Enrollment size | 1 | 0.01 | 0.01 | 0.00 |
| Respondent category | 2 | 4.80 | 2.40 | 0.60 |

Table 54 (Continued)

| Source | df | SS | MS | F |
|-------------|-----|--------|------|------|
| Interaction | 2 | 0.48 | 0.12 | 0.06 |
| Error | 171 | 340.79 | 1.99 | |

Table 54 produced no significant difference in attitudes on the question of the superintendent only reviewing and approving administrative collective bargaining team recommendations.

The mean of small districts of 2.48 and 2.50 for large districts showed low acceptance of this source. Administrators had a mean of 2.36, presidents of the boards of education had a mean of 2.76 and teachers' representatives had a mean of 2.64.

Choice G: Be a nonparticipant

Table 55. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 5.25 | 5.25 | 2.68 |
| Respondent category | 2 | 7.39 | 3.69 | 1.89 |
| Interaction | 2 | 8.22 | 4.11 | 2.09 |
| Error | 171 | 335.03 | 1.98 | |

As shown in Table 55, there was little difference in the attitudes of respondents regarding the superintendent acting as a nonparticipant. No significant differences were found in the mean of the small districts 1.87 and 2.05 for large districts or the administrators' mean of 1.78, presidents of the boards of education mean of 2.39 and teachers' representative mean of 2.14.

The role of the superintendent in collective bargaining was ranked by administrators from small districts as follows:

1. Only review and approve administrative collective bargaining team recommendations.
2. Be a nonparticipant.
3. Be a neutral person.

Administrators from large districts ranked their choices as follows:

1. Only review and approve administrative collective bargaining team recommendations.
2. Negotiate with full authority.
3. Advise the school board negotiators only.

Presidents of the boards of education from small districts ranked their choices as follows:

1. Only review and approve administrative collective bargaining team recommendations.
2. Negotiate with limited authority.

3. Not conclusive.

Presidents of the boards of education from large districts ranked their choices as follows:

1. Only review and approve administrative collective bargaining team recommendations.
2. Be a neutral person.
3. Advise the school board and teacher negotiating teams.

Teachers' representatives from small districts ranked as follows:

1. Negotiate with limited authority.
2. Not conclusive.
3. Not conclusive.

Teachers' representatives from large districts ranked as follows:

1. Negotiate with limited authority.
2. Advise the school board and teacher negotiating teams.
3. Not conclusive.

Null hypothesis was rejected.

Null Hypothesis 6: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers' representatives in small and

large districts in choosing a chief negotiating spokesman.

Five items were listed for which respondents could evaluate on a Likert scale, ranging from 1 through 5 and could strongly disagree or strongly agree.

Question: Who should serve as the chief spokesman for the administrative team?

Source A: Board member

Table 56. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 24.00 | 24.00 | 13.48** |
| Respondent category | 2 | 151.60 | 75.80 | 42.55** |
| Interaction | 2 | 2.82 | 1.41 | 0.79 |
| Error | 171 | 304.59 | 1.78 | |

** Highly significant (.01) level.

Table 57. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 2.28 | 3.15 | 4.75 | 2.92 |
| Large districts | 1.70 | 1.90 | 4.00 | 2.21 |
| | 1.97 | 2.39 | 4.33 | |

Results shown in Table 56 with a highly significant F-value of 13.48 (.01) level in the enrollment size and the highly significant F-value of 42.55 (.01) level in the respondent category followed closely the pattern set by responses concerning the participation of board members in the negotiation process and also the attitudes of the respondent groups.

Table 57 provides the key to the highly significant difference in enrollment size with smaller districts' mean of 2.92 and larger districts' mean of 2.21. The means in each cell are even more revealing in Table 57.

Scheffe provides insights into the high significant difference in the respondent category in Table 56, comparing administrators' mean of 1.97 with teachers' representatives' means of 4.33 resulted in a highly significant F-value of 14.60 (.01) level. A highly significant Scheffe F-value of 6.29 (.01) level was found when comparing the mean of presidents of the boards of education 2.39 with teachers' representatives' mean of 4.33. Obviously presidents of the boards of education, especially in small districts, feel they should be included as an active member of the administrative negotiating team and even as the chief spokesman.

Source B: Superintendent

Table 58. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 6.30 | 6.30 | 3.05 |
| Respondent category | 2 | 9.20 | 4.60 | 2.23 |
| Interaction | 2 | 3.25 | 1.62 | 0.78 |
| Error | 171 | 352.79 | 2.06 | |

Considering the superintendent as the chief spokesman of the administrative negotiation team, there was found to be no significant difference in attitudes as Table 58 indicates.

However, respondents did not want the superintendent as the chief spokesman with small districts mean of 2.91 and large districts mean of 2.35. Administrators had a mean of 2.52, presidents of the boards of education had a mean of 2.39 and teachers' representatives had a mean of 3.03.

Source C: School administrator other than the superintendent

Table 59. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 0.99 | 0.99 | 0.45 |
| Respondent category | 2 | 31.62 | 15.81 | 7.16** |
| Interaction | 2 | 1.00 | 0.50 | 0.22 |
| Error | 171 | 377.28 | 2.21 | |

** Highly significant (.01) level.

Comparing the responses in Table 59 which resulted in a highly significant difference in the respondent category with an F-value of 7.16 (.01) level, Scheffe did not reveal the significance. The writer, however, assumes the significance lay between the extreme means of administrator, 3.22, and the teachers' representative 2.14.

Source D: Outside professional negotiator

Table 60. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|---------|
| Enrollment size | 1 | 0.06 | 0.06 | 0.03 |
| Respondent category | 2 | 89.45 | 44.72 | 22.00** |
| Interaction | 2 | 7.65 | 3.82 | 1.88 |
| Error | 171 | 347.61 | 2.03 | |

** Highly significant (.01) level.

Table 60 showed a significant difference in attitudes occurred in the respondent category with an F-value of 22.00 (.01) level. Scheffe further determined a highly significant difference in the mean of 1.89 for teachers' representatives compared to the mean of 3.77 for administrator, resulting in a highly significant F-value of 9.40 (.01) level. Presidents of the boards of education mean of 3.39 and the teachers' representative mean of 1.89 showed a significant difference in opinions with a significant F-value of 3.80 (.05) level.

Source E: Laywer

Table 61. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|--------|
| Enrollment size | 1 | 0.41 | 0.41 | 0.23 |
| Respondent category | 2 | 28.71 | 14.35 | 8.09** |
| Interaction | 2 | 9.46 | 4.73 | 2.66 |
| Error | 171 | 303.18 | 1.77 | |

** Highly significant (.01) level.

The difference, as shown in Table 61, in the respondent category with a highly significant difference F-value of 8.09 (.01) level was determined by Scheffe to lay between the mean of 2.65 for administrators and the teachers'

representative mean of 1.58. The significant Scheffe F-value was 3.49 (.01) level.

In ranking who should serve as chief spokesman for the administrative team, administrators from small districts ranked their choices as follows:

1. Lawyer.
2. School administrator other than the superintendent.
3. Superintendent.

Administrators from large districts ranked their choices as follows:

1. Lawyers.
2. Outside professional negotiator.
3. School administrator other than the superintendent.

Presidents of the boards of education from small districts ranked their choices as follows:

1. Board member.
2. Lawyer.
3. School administrator other than the superintendent.

Presidents of the boards of education from large districts ranked their choices as follows:

1. School administrator other than the superintendent.

2. Lawyer.
3. Not conclusive.

Teachers' representatives from small districts and large districts ranked their choices for chief spokesman for the administrative team as follows:

1. Board member.
2. Lawyer.
3. School administrator other than the superintendent.

Null hypothesis was rejected.

Null Hypothesis 7: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in determining grievance procedures.

Those surveyed were asked what grievance procedures do you feel should be followed?

- a. Those set forth in Senate File 531, Public Employees Relations Act.
- b. Grievance procedures determined through collective bargaining.

Table 62. Chi-square^a

| | Responses | | |
|-----------------|------------|------------|----|
| | Question a | Question b | |
| Small districts | 35 | 43 | 78 |
| Large districts | 42 | 55 | 97 |
| | 77 | 98 | |

^aChi-square (df 1) significance = 0.956.

The responses in Table 62 were reasonably consistent between small and large districts and not decisive as to which grievance procedures should be followed, resulting in a Chi-square (df 1) significance = 0.956 which was not significant at the .05 level.

Hypothesis was not rejected.

Null Hypothesis 8: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in determining impasse procedures.

Those surveyed were asked what impasse procedures do you feel should be followed?

- a. Those set forth in Senate File 531, Public Employees Relations Act.

- b. Impasse procedures determined through collective bargaining.

Table 63. Chi-square^a

| | Responses | | |
|-----------------|------------|------------|----|
| | Question a | Question b | |
| Small districts | 33 | 45 | 78 |
| Large districts | 43 | 53 | 96 |
| | 76 | 98 | |

^aChi-square (df 1) significance 0.616.

The results of the responses on what impasse procedures were found not to be significant with Chi-square (df 1) significance 0.616 at the (.05) level. Table 63 depicts the responses not to be conclusive and a slight division of opinion from the small and large districts.

Hypothesis was not rejected.

Null Hypothesis 9: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers in small and large districts in the selection of a single arbitrator or tripartite board.

To test the hypothesis it was asked if binding

arbitration is necessary, would you prefer?

- a. A single arbitrator.
- b. A tripartite board.

Table 64. Chi square^a

| | Responses | | |
|-----------------|------------|------------|----|
| | Question a | Question b | |
| Small districts | 21 | 58 | 79 |
| Large districts | 33 | 64 | 97 |
| | 54 | 122 | |

^aChi-square (df 1) significance = 0.51.

As shown in Table 64 the small and large districts were similar in their responses to the above question, resulting in a Chi-square (df 1) significance = 0.51 which was not significant at the .05 level because respondents in the small districts agreed with each other as do respondents in large districts. However, it is worthy to note that 122 of the respondents preferred a tripartite board as compared to 54 selecting a single arbitrator.

Hypothesis was not rejected.

Null Hypothesis 10: There is no significant difference in the attitudes of members of the boards of education, administrators and

teachers in small and large districts toward opening negotiation to the press and public.

Question A: open.

Question B: closed.

Table 65. Chi-square^a

| | Responses | | |
|-----------------|------------|------------|----|
| | Question a | Question b | |
| Small districts | 16 | 63 | 79 |
| Large districts | 15 | 83 | 98 |
| | 31 | 146 | |

^aChi-square (df-1) significance = 0.5080.

Both small and large districts decidedly favor collective bargaining being closed to the public with 31 respondents advocating collective bargaining being open to the public and 146 respondents favoring closed sessions in Table 65. However, Chi-square (df-1) significance = 0.5080 was found not to be significant (.05) level as attitudes did not differ significantly on this question. Respondents in small and large districts agreed on question A and also on question B.

Hypothesis was not rejected.

Null Hypothesis 11: There is no significant difference in the attitudes of the boards of education, administrators and teachers toward the composition of the bargaining unit in small and large districts.

Question: The collective bargaining unit should be made up of?

Five possible choices were listed for which responses could be made, ranging from 1 through 5 on a Likert scale for those who strongly disagree to strongly agree.

Response A: Teachers only

Table 66. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|-------|-------|
| Enrollment size | 1 | 0.07 | 0.07 | 0.03 |
| Respondent category | 2 | 24.04 | 12.02 | 4.47* |
| Interaction | 2 | 2.83 | 1.41 | 0.52 |
| Error | 171 | 459.70 | 2.69 | |

*Significant (.05) level.

It was not surprising to find a significant difference in Table 66 in the respondent category with an F-value of 4.47 (.05) level in the respondent category, of teachers only serving in the bargaining unit. However, the computed

Scheffe did not reveal the significance. The writer assumes the difference lay in the extreme means of administrators 3.24 and teachers' representative mean at 4.17.

Response B: Teachers and paraprofessionals

Table 67. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 4.50 | 4.50 | 2.60 |
| Respondent category | 2 | 15.32 | 7.66 | 4.43* |
| Interaction | 2 | 12.48 | 6.24 | 3.61* |
| Error | 171 | 295.66 | 1.73 | |

*Significant (.05) level.

Analysis of the data in Table 67 was found to be significant in the respondent category and interaction (.05) level. Further analysis of the respondent category by Scheffe did not show the significance. Therefore, the writer assumed the difference lay in the extreme means.

Presidents of the boards of education from small districts reported the highest mean of 3.62 for teachers and paraprofessionals making up the bargaining unit with presidents of the boards of education from large districts less favorable with a mean of 2.35. Teachers' representatives from small and large districts were in closer agreement with

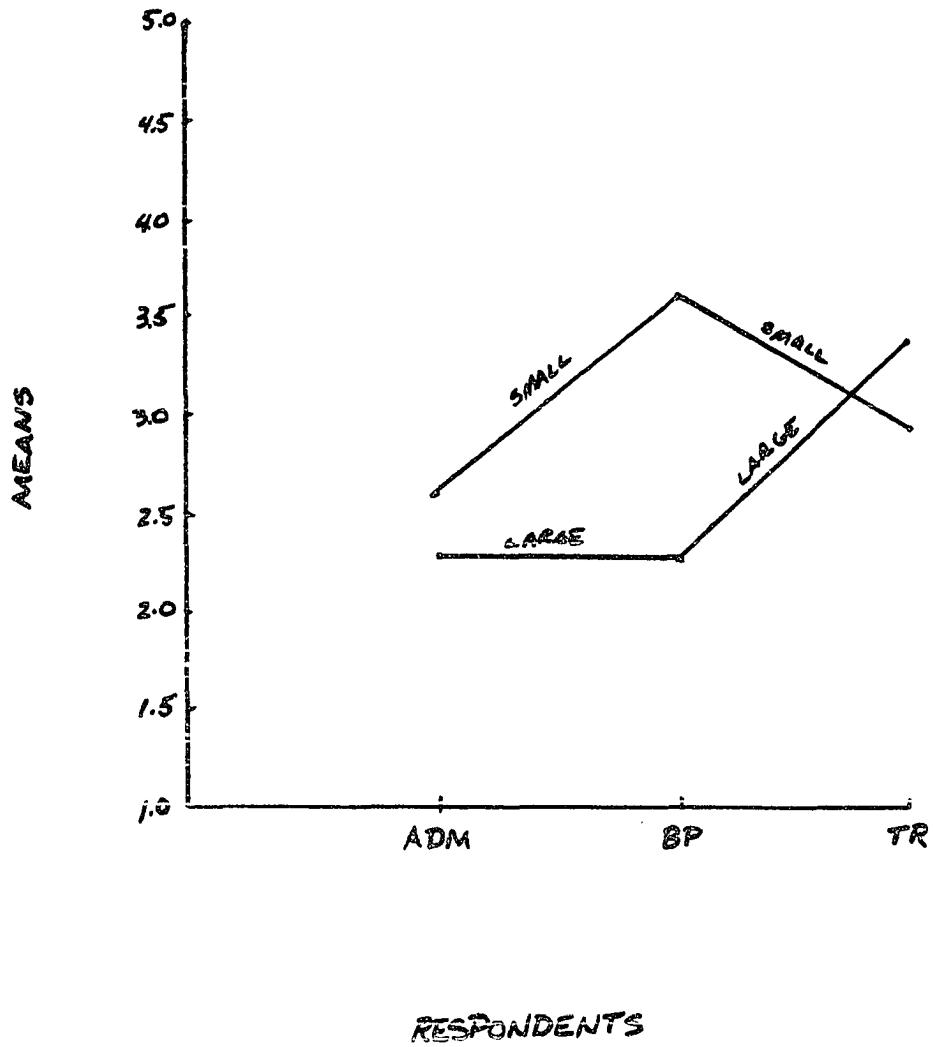


Figure 7. Interaction

a mean of 2.94 and 3.40, respectively. Administrators from large districts did not feel strongly about this response with the lowest mean of 2.33 as shown in Figure 7.

Source C: Teachers and administrators (excluding superintendent, assistant superintendent, principal and assistant principal as provided by law)

Table 68a. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|-------|
| Enrollment size | 1 | 9.05 | 9.05 | 3.93* |
| Respondent category | 2 | 0.15 | 0.07 | 0.03 |
| Interaction | 2 | 0.65 | 0.32 | 0.14 |
| Error | 171 | 394.44 | 2.31 | |

*Significant (.05) level.

Table 68b. Group sample means

| | ADM | BP | TR | |
|-----------------|------|------|------|------|
| Small districts | 2.86 | 2.92 | 3.00 | 2.90 |
| Large districts | 2.50 | 2.30 | 2.40 | 2.44 |
| | 2.66 | 2.54 | 2.64 | |

One could expect the significant difference as reported in Table 68, in the enrollment size, with an F-value of 3.93

(.05) level for the source of teachers and administrators in the bargaining unit. All respondents from small districts reported a greater acceptance of this source than their counterpart in large districts. Small districts' mean was 2.90 and large districts' mean was 2.44.

Source D: Teachers, paraprofessionals and administrators not excluded by law

Table 69. Analysis of variance

| Source | df | SS | MS | F |
|---------------------|-----|--------|------|------|
| Enrollment size | 1 | 0.27 | 0.27 | 0.14 |
| Respondent category | 2 | 2.03 | 1.01 | 0.51 |
| Interaction | 2 | 4.46 | 2.23 | 0.36 |
| Error | 171 | 342.89 | 2.01 | |

No significant difference, in Table 69, was found in the source teachers, paraprofessionals and administrators not excluded by law.

Means were relatively low with a mean of 2.75 for small districts and 2.58 for large districts. Administrators reported a mean of 2.64, presidents of the boards of education had a mean of 2.48 and teachers' representatives had a mean of 2.86.

For the question of who should compose the collective

bargaining unit, administrators from small districts ranked their choices as follows:

1. Teachers, paraprofessionals and administrators not excluded by law.
2. Teachers and paraprofessionals only.
3. All public school employees except those excluded by law.

Administrators from large districts ranked their preferences as follows:

1. All public school employees except those excluded by law.
2. Teachers and paraprofessionals only.
3. Teachers, paraprofessionals and administrators not excluded by law.

Presidents of the boards of education from small districts ranked their preferences as follows:

1. Teachers, paraprofessionals and administrators not excluded by law.
2. Not conclusive.
3. Not conclusive.

Presidents of the boards of education from large districts felt as follows:

1. Teachers, paraprofessionals and administrators not excluded by law.
2. All public school employees except those excluded

by law.

3. Teachers and paraprofessionals only.

Teachers' representatives ranked their preferences as follows:

1. Teachers only.
2. Not conclusive.
3. Not conclusive.

Null hypothesis was rejected.

Null Hypothesis 12: There is no significant difference in the attitudes of members of the boards of education, administrators and teachers as to when collective bargaining will begin on a formal basis.

Question: When do you anticipate formal collective bargaining will begin in your district?

- a. 1974-1975
- b. 1975-1976
- c. 1976-1977
- d. Not in the immediate future
- e. Do not know.

Table 70. Chi-square

| | Responses | | | | | |
|-----|-----------|-----------|-----------|-----------------|-------------|-----|
| | a | b | c | d | e | |
| | 1974-1975 | 1975-1976 | 1976-1977 | Not immediately | Do not know | |
| ADM | 29 | 47 | 9 | 5 | 18 | 108 |
| BP | 3 | 18 | 1 | 5 | 6 | 33 |
| TR | 6 | 25 | 0 | 2 | 3 | 36 |
| | 38 | 90 | 10 | 12 | 27 | 177 |

The majority of respondents, administrators, presidents of the boards of education and teachers' representatives in Table 70 felt formal collective bargaining will begin in 1975-1976 when the Public Employee Relations Act, Senate File 531 becomes effective. It is not surprising that 29 administrators (included responses from superintendents and principals from an elementary and secondary school of those districts surveyed) and six teachers' representatives reported formal collective bargaining will begin in 1974-1975, because many of the large districts are now conducting formal sessions. In light of the militancy of many teachers and the activity of ISEA it is surprising the number of responses that indicated collective bargaining

will not begin in the immediate future or do not know.

Hypothesis is rejected.

The significant differences of attitudes (preferences) among administrators, presidents of the boards of education and teachers' representatives were evident in the analyses of data. The mean value attributed to each question and the ranking were in some cases dichotomous. However, the writer will attempt to summarize and conclude the findings as concisely as possible in Chapter V.

CHAPTER V. CONCLUSIONS, DISCUSSION AND RECOMMENDATIONS

The purpose of this study was to investigate, collect, organize and analyze data about the attitudes (preferences) of members of the boards of education, administrators and teachers' representatives in small and large districts in Iowa relating to Senate File 531, the Iowa "Public Employment Relations Act." More specifically the study was to determine attitudes prior to mandated collective bargaining in Iowa so public school officials will have a better understanding of the problem(s) and can become acquainted with some alternatives to existing situations in order to comply with the law.

In the analysis of the problem, the study was constructed to test the differences in responses from administrators, presidents of the boards of education and teachers' representative in large and small public school districts in Iowa which might attribute to varying attitudes directly affecting the implementation of collective bargaining in Iowa. This study included only respondents from school districts in the State of Iowa which maintained a public school and which were recognized by the Iowa State Department of Public Instruction in 1974.

The selected sample involved 58 public school districts in Iowa, divided into two categories. The 29 largest districts with an enrollment of 3,000 or more, representing

42.5 percent of the total students in Iowa schools were selected. A student enrollment of 3,000 or above is considered to be a large school as defined by the Iowa State Department of Public Instruction. An equal number of districts were selected by random sample from the remaining school districts in Iowa. This sampling technique was chosen since it was hypothesized that district size may be associated with respondents' replies to the survey.

Seven hypotheses were tested utilizing the 2 x 3 Analysis of Variance and Scheffe. Five hypotheses were tested utilizing Chi-square. All hypotheses were stated in null form, i.e., no relationship between the variables under analysis. A confidence level for determining significance was established at the (.05) level.

Conclusions

Significant or highly significant difference of opinions were found in all questions analyzed except two. Complete treatment and analysis of data is presented with the findings in Chapter IV. For specific differences in attitudes including statistical treatment the reader should refer to the given questions and analyses in Chapter IV.

The only two questions for which significant differences in attitudes (preferences) were not found were: (1) what grievance procedures and (2) what impasse procedures should

be followed? Opinion was evenly divided on both questions. Attitudes will no doubt crystalize on grievance procedures and impasse procedures as experience is gained in collective bargaining.

Discussion

One question analyzed was from what sources should mediators, fact-finders or arbitrators be secured? All respondents from small and large districts favored professional mediators, fact-finders or arbitrators, and also those recommended by the Public Employment Relations Boards as their first two choices. Although teachers' representatives were the only respondent group that ranked university professors as one of their first three choices, it is the opinion of the writer that professors of education will be strong forces in public school collective bargaining because of their expertise in the field of education and their neutrality. This opinion is confirmed by experts in collective bargaining in the public sector.

One active and knowledgeable in education emerged as the favored experiential background for mediators, fact-finders or arbitrators. One who had a labor relations background and one who had arbitrated previous cases were strongly favored by all respondents and were so ranked. Because of the shortage of professional mediators, fact-

finders or arbitrators with experience in public sector collective bargaining and the strong preference in attitudes expressed by respondents for one active and knowledgeable in education, it would appear to confirm the writer's opinion that university professors will play a significant role in collective bargaining.

When selecting consultants for the bargaining team all respondents from small and large districts strongly agreed and ranked first a specialist in finance and budgets. The writer feels this due in part to the complexity of school budgets and financing, fiscal policy of the State and the desires of boards of education, administrators and teachers to responsibly represent their respective interests. Also, the greatest part of the school budget is made up of salaries. A specialist in collective bargaining, along with a staff specialist, was also favored by respondents as important when selecting consultants for the bargaining team. Teachers' representatives, especially from large districts, highly favored a representative from a national, state or local educational organization. The desire by teachers' representatives to have consultants from a national, state or local educational organization is not surprising in light of the services and specialists currently provided by such organizations.

It was surprising to the writer that all respondents ranked board members and superintendent among their first three choices to comprise the administrative negotiating team. Teachers' representatives indicated a strong desire to negotiate with board members and the superintendent rather than the superintendent only or an outside negotiator. Board members, especially from small districts, reported some desire to be included on the administrative negotiating team. Even though administrators consistently gave a low rating to the inclusion of board members on the administrative negotiating team, they ranked board members among their first three choices.

Presidents of the boards of education and administrators felt the teachers' negotiating team could best be served by teachers and association representatives, teachers only or association representatives only. Teachers' representatives from small and large districts agreed, however, that the superintendent should serve as a resource person.

The role of the superintendent as expressed by administrators and presidents of the boards of education should be to negotiate with limited authority or advise the school board negotiators only. However, the teachers' representatives felt the superintendent should negotiate with limited authority and advise both the school board and teacher negotiating teams. Most authorities contend the

superintendent should be a nonparticipant in collective bargaining. The writer feels the attitudes of administrators and boards of education will change in Iowa with experience in collective bargaining with respect to the role of the superintendent to that of a nonparticipant on the negotiating team.

Considering who should serve as chief spokesman of the administrative negotiating team, administrators from small and large districts ranked school administrators other than the superintendent as their top choice. However, lawyers were among their first three choices. Lawyers were ranked among the top three choices of presidents of the boards of education and teachers' representatives, too. The ranking by all respondents were not consistent with the mean values for this question and other questions concerning lawyers in the questionnaires. The writer cannot explain the inconsistency as most authorities do not feel lawyers, for the most part, should be involved in the negotiating process. It is pointed out in the literature that the language of the contract should not be ambiguous, however, negotiating teams for each party can confer with their attorneys after tentative agreement to clarify contract language. Presidents of the boards of education from small districts and teachers' representatives from small and large districts ranked board members in their top three

choices to serve as chief spokesman of the administrative negotiating team. This was consistent with the response received as to the desired make-up of the administrative negotiating team and substantiated the fact that teachers would rather negotiate with the highest echelon possible.

The responses were mixed on the composition of the collective bargaining unit. Administrators and presidents of the boards of education from small and large districts agreed that the bargaining unit should be composed of teachers, paraprofessionals and administrators not excluded by law; teachers and paraprofessionals only; or all public school employees except those excluded by law. The only conclusive response from teachers' representatives were "teachers only."

Fifty percent of the respondents felt formal collective bargaining will begin in 1975-1976 when the Public Employee Relations Act, Senate File 531, becomes effective. It is not surprising that 38 respondents, or 21 percent, reported formal collective bargaining will begin in 1974-1975, because many of the large districts are now conducting formal sessions. It was surprising to the writer that 27 respondents, or 15 percent, reported they did not know; 12, or 7 percent, reported not immediately; and 10, or 5 percent, stated formal negotiation would begin 1976-1977. Apparently, a number of districts are not eagerly awaiting an opportunity

to bargain collectively.

On the question if binding arbitration is necessary, would you prefer a single arbitrator or a tripartite board, nearly three to one favored a tripartite board. A review of the literature revealed mixed feelings in favor of each. The single arbitrator is less expensive and may produce the same results. However, a tripartite board has the advantage of an arbitrator selected by the administrative team and the teachers' team which provides two additional experts who will presumably advise their respective team on important issues that may be overlooked or perhaps not considered important at the time. In the long run a tripartite board may be less expensive.

It is not surprising that nearly five to one felt collective negotiations should be closed to the press or public. The preponderance of literature agrees that collective negotiations session should not be open because open sessions tend to retard a free flow of discussion and the compromises necessary in productive collective bargaining.

At this time prior to mandated collective bargaining, 1975, there appears to be a great number of differences in opinions among administrators, members of the boards of education and teachers' representatives relative to activities associated with the new Iowa Public Employment

Relations Act. Now the attitudes linger, while the realities have changed. Many of the difficulties that will be experienced in the first few years of legalized collective bargaining by adversaries at the bargaining table will change as parties learn about and come to understand each other's position, underlying pressures and emotions. Certain procedures will be clarified which should be of mutual benefit to the parties concerned and result in better collective bargaining.

Limitations

This investigation was limited to superintendents, principals of secondary and elementary schools, presidents of the board of education and teachers' representatives. The data were based upon the return of questionnaires provided the participants, and it is assumed that the presidents of the boards of education and teachers' representatives perceptions were representative of the population they represent. The conclusions can only be generalized from the population studied within the state of Iowa.

The mailed survey instrument technique had the advantage of no personal contact with the participants. Approximately

ten percent of the respondents did not complete the questionnaires according to the instructions.

This study sampled 29 presidents of the boards of education and teachers' representatives from small districts and 29 presidents of the boards of education and teachers' representatives from large districts. The responses of superintendents and principals of elementary and secondary schools were combined for the statistical analysis. Only the elected teachers' representatives and presidents of the boards of education were sampled because it was believed they were the most knowledgeable with respect to the Public Employment Relations Act, Senate File 531 and would be representative of their respective groups. If further study is conducted on this subject, the writer feels a greater sample should be drawn from those representing teachers and board members. When small and large districts were compared, some questions were not conclusive which might be expected at this time, but also the rankings did not always correspond to the mean value placed on a given question.

Recommendations for Further Research

1. Although scope of negotiations are prescribed in the Iowa Public Employment Relations Act, there will be a continuing struggle between the administrative negotiating team and the teachers' representatives to enlarge, revise or modify the scope of negotiations. The author feels scope of negotiations would be a rewarding area to research for some time to come.

2. Master contracts will become common in Iowa and empirical evidence shows a master contract for one district could be debilitating to another district. Research developing viable alternatives to a master contract would be appropriate.

3. A replication of this study could be made in two or three years after experiences and attitudes have had a chance to solidify at the bargaining table.

4. Further research on proposed changes to the Iowa Public Employment Relations Act could be carried out as inequities and omissions in the act will undoubtedly arise. Administrators and teacher associations will have vested interests that each will be lobbying to change.

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APPENDIX

1111 - 29th Street
Des Moines, Iowa 50311

With the passage of Senate File 531, The Iowa Public Employment Relations Act, members of the board of education, administrators and teachers face a new challenge. We are surveying the attitudes of public school officials and teacher representatives in an effort to determine your preferences in securing mediators, fact-finders, or arbitrators; composition of bargaining teams and bargaining units; role of the superintendent; and related problems necessary for the implementation of the new law.

It is hoped that this research will reflect the attitudes of those responsible for implementing the new law, with respect to the above questions, thus providing guidance in resolving some of the existing problems.

Since you are in a leadership position, your attitudes will be significant factors in successful collective bargaining and especially at this critical time before formal collective bargaining begins.

We have attempted to make the attached questionnaire as brief and as easy to complete as possible. A self-addressed return envelope is enclosed for your convenience.

Your prompt reply will be sincerely appreciated and will be strictly confidential.

Sincerely,

Ross A. Engle, PhD
Professor of Educational
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Iowa State University

David P. Holmes
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184b

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Des Moines, Iowa 50311

Approximately three weeks ago I mailed you a questionnaire relating to Senate File 531, the new collective bargaining law in Iowa, requesting your assistance.

If you have not done so, will you please take a few minutes now and complete the enclosed questionnaire? Your attitudes are important because of your unique leadership and decision-making role.

Your efforts in behalf of this research will be sincerely appreciated and hopefully assist other educators and school officials throughout the state to implement the new collective bargaining law. All replies will be strictly confidential.

Sincerely,

David P. Holmes
Graduate Researcher
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INSTRUCTIONS FOR COMPLETING QUESTIONNAIRE

Of the nineteen (19) questions in the attached questionnaire, nine (9) ask for only a single response. The other ten (10) questions ask for multiple responses.

In the multiple response example questions below, first consider responses a. through d. In question a., if you strongly agree that wages should be within the scope of collective bargaining you would make a check in the block number 5, as indicated. You will, of course, answer the remaining questions in the same manner indicating whether you strongly disagree or strongly agree.

After you have considered items a. through f. in the example question, you will then rank the three items you consider the most important. Please place a number on the lines provided at the right of each question, indicating your preference in order of importance (limit to number of ranking indicated).

Example Question

The scope of negotiations should be limited to:

a. Wages.

strongly disagree: : : : : X : strongly agree
 1 2 3 4 5

Rank your preference
 1 through 3

 2

b. Hours.

strongly
disagree: : : : :X:agree

 1

c. Vacations.

strongly
disagree: : :X: : :agree

d. Holidays.

strongly
disagree: : : :X: :agree

 3

QUESTIONNAIRE

District _____

Please check:

School administrator _____

Teachers' representative _____

Board member _____

Please answer each of the following questions to the best of your knowledge.

1. From what sources should mediators, fact-finders or arbitrators be secured?

Rank your preference
1 through 5

- a. Professional mediators, fact-finders or arbitrators.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- b. University professors (education and/or other disciplines).

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- c. Public school officials.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- d. Lawyers.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

e. Neutral lay person.

strongly disagree: 1:2:3:4:5:strongly agree _____

f. Those recommended by the Public Employment Relations Board.

strongly disagree: 1:2:3:4:5:strongly agree _____

g. Other (please specify). _____

2. When selecting mediators, fact-finders or arbitrators, what personal experiences in their background would influence your decision most?

Rank your preference 1 through 3

a. Present affiliations.

little: 1:2:3:4:5:greatly _____

b. Source of livelihood.

little: 1:2:3:4:5:greatly _____

c. Labor relations background.

little: 1:2:3:4:5:greatly _____

d. Arbitrated previous cases (public or private).

little: 1:2:3:4:5:greatly _____

e. One active and knowledgeable in education.

little: 1:2:3:4:5:greatly _____

f. Other (please specify) _____

3. From what sources would you select consultants to serve on your bargaining team?

Rank your preference
 1 through 3

a. Specialist in collective bargaining.

not at all: : : : : : very desirable
 1 2 3 4 5

b. Specialist in finance and budgets.

not at all: : : : : : very desirable
 1 2 3 4 5

c. Lawyer.

not at all: : : : : : very desirable
 1 2 3 4 5

d. Staff specialist (curriculum, instructional supervisor, etc.).

not at all: : : : : : very desirable
 1 2 3 4 5

e. Research director.

not at all: : : : : : very desirable

f. Representative of a national, state or local educational organization.

not at all: : : : : : very desirable

g. Other (please specify) _____

4. The administrative negotiation team should be composed of:

Rank your preference
1 through 5

a. Board members only.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

b. Superintendent only.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

c. Other school administrators.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

d. Board members and superintendent.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

e. Board members and other school administrators.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

f. Board members, superintendent and other school administrators.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

g. Superintendent and other school administrators.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

h. School administrators and an outside negotiator or consultant.

strongly disagree: 1:2:3:4:5:strongly agree

i. Outside negotiator.

strongly disagree: 1:2:3:4:5:strongly agree

j. () Outside negotiator with any of the above combinations (please specify) _____

k. Other (please specify) _____

5. The teachers' negotiating team should be composed of:

Rank your preference 1 through 5

a. Teachers only.

strongly disagree: 1:2:3:4:5:strongly agree

b. Association representative only (local, ISEA, or NEA).

strongly disagree: 1:2:3:4:5:strongly agree

c. Teachers and association representatives.

strongly disagree: 1:2:3:4:5:strongly agree

d. Teachers and outside negotiators only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

e. Teachers, association representatives and outside negotiators.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

f. Outside negotiators only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

g. Superintendent as a resource person.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

h. Other (please specify) _____

6. The role of the superintendent in collective bargaining should be:

Rank your preference
1 through 3

a. Negotiate with full authority.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

b. Negotiate with limited authority.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

c. Advise the school board negotiators only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

- d. Advise the school board and teacher negotiating teams.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- e. Be a neutral person.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- f. Only review and approve administrative collective bargaining team recommendations.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- g. Be a nonparticipant.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

7. The chief spokesman from the administrative team should be:

Rank your preference
1 through 3

- a. Board member.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- b. Superintendent.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

- c. School administrator other than the superintendent.

strongly disagree: $\frac{\quad}{1} : \frac{\quad}{2} : \frac{\quad}{3} : \frac{\quad}{4} : \frac{\quad}{5}$: strongly agree

d. Outside professional negotiator.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

e. Lawyer.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree _____

f. Other (please specify) _____

8. What grievance procedures do you feel should be followed?

- () a. Those set forth in Senate File 531, Public Employees Relations Act.
- () b. Grievance procedures determined through collective bargaining.

Sec. 18, Senate File 531 states public employees of the state shall follow either the grievance procedures provided in a collective bargaining agreement, or in the event that no such procedures are so provided, shall follow grievance procedures established pursuant to Chapter Nineteen A (19A) of the Code.

9. What impasse procedures do you feel should be followed?

- () a. Those set forth in Senate File 531, Public Employees Relations Act.
- () b. Impasse procedures determined through collective bargaining.

Sec. 19, Senate File 531 states that if the parties fail to agree upon impasse procedures under the provisions of this section, the impasse procedures provided in sections twenty (20), twenty-one (21) and twenty-two (22) of this Act shall apply. These sections call for mediation, fact-finding and binding arbitration.

10. If you establish impasse procedures through collective bargaining, other than those set forth in Senate File 531, which would you prefer?

Rank your preference 1 through 3

a. Refer to higher authority (board, superintendent or membership of the bargaining unit).

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

b. Mediator only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

c. Fact-finder only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

d. Arbitrator only.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

e. Combination of the above (please specify) _____

11. If binding arbitration is necessary, would you prefer:

() a. A single arbitrator

() b. A tripartite board.

12. Should collective negotiations be open to the public and press before an agreement is reached?

() a. Yes

() b. No.

13. The collective bargaining unit should be made up of:

Rank your preference
1 through 4

a. Teachers only.

strongly disagree: : : : : :agree
 1 2 3 4 5

b. Teachers and para professionals only.

strongly disagree: : : : : :agree
 1 2 3 4 5

c. Teachers and administrators (excluding superintendent, assistant superintendent, principal and assistant principal as provided by law).

strongly disagree: : : : : :agree
 1 2 3 4 5

d. Teachers, para professionals and administrators not excluded by law.

strongly disagree: : : : : :agree
 1 2 3 4 5

e. All public school employees except those excluded by law.

strongly disagree: : : : : :agree
 1 2 3 4 5

14. When do you anticipate formal collective bargaining will begin in your district?

- () a. 1974-1975
- () b. 1975-1976
- () c. 1976-1977
- () d. Not in the immediate future
- () e. Do not know.

15. If you feel your bargaining team is not sufficiently conversant with the collective bargaining process, terms, and procedures, to what source(s) will you turn for assistance?

Rank your preference
1 through 3

a. The association or union (ISEA, AFT or NEA).

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

b. Professional negotiator.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

c. Lawyer.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

d. University.

strongly disagree: 1 : 2 : 3 : 4 : 5 : strongly agree

e. Other (please specify) _____

16. Does your district presently have collective bargaining?

() a. Yes () b. No.

17. What sources have you selected or have been available to assist in preparing yourself for collective bargaining?

() a. Articles () d. College or University classes
() b. Conferences () e. Other _____
() c. Workshops

18. Which of the above do you feel was of the greatest benefit to you?

19. What future efforts do you intend to make in order to prepare yourself for collective bargaining?
