

1972

Perceived influences of collective bargaining on selected faculty involvement issues in Iowa area community colleges and vocational schools

Gary Lee Aitchison
Iowa State University

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Perceived influences of collective bargaining on
selected faculty involvement issues in Iowa
area community colleges and vocational schools

by

Gary Lee Aitchison

A Dissertation Submitted to the
Graduate Faculty in Partial Fulfillment of
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1972

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CHAPTER I. THE PROBLEM

In recent years, community colleges have been developing at an unprecedented rate in the United States. In 1959 there were 390 community colleges. During the past decade this number has reached 1,100 and enrollments have tripled.

(Van Dyne, 1972, p. 5)

The community college faculty is a part of a dynamic element in higher education in the United States. The faculty has attempted to bridge the gap between the practical and the ideal while observing and experiencing growth in both numbers of programs and students. Many faculty members view their profession with frustration. They are concerned with their work load and their participation in decisions that affect the college and themselves.

In several states, legislatures have developed statutory frameworks that allow community college faculty members to bargain with their employer. In those states many faculties have organized for collective bargaining. (National Education Association, 1971a, p. 25)

In 1970, 1971, and 1972, bills were introduced into the Iowa Senate that provided for collective bargaining for public employees in Iowa. Similar bills were introduced in the House of Representatives. None of these bills have become law.

At present, an Iowa Supreme Court decision (State Board of Regents v. United Packing House, Food and Allied Workers, Local 1258, 1970) holds that the State Board of Regents does have the legal power to bargain collectively with its employees regarding wages, hours and working conditions. Prior Attorney General opinions took an opposite position. Yet, it is common practice for faculty salary committees to informally and cooperatively negotiate economic benefits in Iowa area schools.

The legal direction of public employee bargaining is unsettled in Iowa. The proponents of legislation propose that a law is necessary to promote orderly and constructive relationships between employers and employees. Opponents claim that the basis for these relationships already exist and that there is no need for legislation.

Current proposed legislation in Iowa covers area school faculties. Area school boards of directors, administrators and faculties need to prepare themselves for the optimum utilization of the collective bargaining process, should such a law become effective. Each group must understand both the common and unique areas of concern. Several faculty involvement issues, such as salaries and work loads, may be proposed for negotiation.

Need for the Study

The community colleges in those states with statutory provision for collective bargaining have gained valuable

experience with the bargaining process. Those colleges have become aware of the importance of identifying their common problems. Each college must develop a cooperative concern to creatively solve those problems.

The purpose of this study is to investigate the perceptions of boards of directors, administrators and faculties of Iowa area schools toward selected issues in collective bargaining.

Objectives of the Study

The objectives of this study are concerned with identification and understanding of several faculty participation issues in Iowa areas schools. The issues will be studied in relation to the influence of collective bargaining as perceived by the respondent groups.

The objectives of the study will be:

1. to determine in the groups, differences in perceptions of the level of current collective bargaining involvement.
2. to determine the level of agreement or disagreement of the sample groups on selected contractual areas of concern.
3. to study the different elements perceived by the groups sampled that will influence the development of collective bargaining in Iowa area schools.
4. to identify, through factor analysis, those factors perceived by the groups that represent common dimensions in the selected faculty involvement issues.

Hypotheses

This study proposes to analyze the stated problem by testing for differences that are significant in the responses from boards of directors, administrators and faculty of Iowa area schools. Three general null hypotheses will be tested.

They are:

1. there is no significant difference among the groups as to the perception of the level of current collective bargaining involvement.
2. there is no significant difference among the groups as to the selected areas of contractual concern.
3. there is no significant difference among the groups as to the perceived influences on the development of collective bargaining in Iowa area schools.

Definition of Terms

Collective bargaining

Collective bargaining is the process by which a group of employees, usually through a representative, and their employer negotiate an agreement over their differences and reduce their agreement to a written contract.

AFT

American Federation of Teachers, an affiliate of the American Federation of Labor - Congress of Industrial Organization (AFL-CIO)

IHEA

Iowa Higher Education Association (an NEA affiliate)

ISFA

Iowa State Faculty Association (an NEA affiliate of area school faculty)

NEA

National Education Association

NFA

National Faculty Association for Community and Junior Colleges

NHEA

National Higher Education Association (a division of NEA)

Community college

An educational institution offering instruction for persons generally beyond the age of the normal secondary school student, through programs geared particularly to the needs and interests of the local community. It is a post-high school educational institution offering generally a two-year program either of a terminal nature or as preparation for further education in a four-year college or university. Most institutions are primarily locally controlled and locally supported. (Brown, 1964, pp. 12-13)

Junior college

The term "junior college", is defined as being synonymous with the term "community college".

Area school

The common name used to identify either an area community college or an area vocational school in the state of Iowa.

Area community college

A publicly supported college authorized by Chapter 280A of the Iowa Code, which offers two years of liberal arts, pre-professional or other post-high school curriculums. The college offers instruction leading to the associate of arts degree or partially fulfilling the requirements for a baccalaureate degree. The college also offers programs that are, in whole or part, the curriculum of an area vocational school.

Area vocational school

A publicly supported school authorized by Chapter 280A of the Iowa Code, which offers as its curriculum or as part of its curriculum vocational or technical education, training, or retraining available both to high school graduates and to non-graduates of post high school age.

Sources of Data

A questionnaire was delivered to the groups to collect their perceptions of the influence of collective

bargaining in selected faculty involvement issues in the area schools of Iowa. A proportional random sampling technique was used to determine the sample for the faculty. The sources of the names of the respondents were:

1. Directory of Merged Area Board Members (1971-72 School Year)
2. The Directory of Area Schools
3. The IPSED computer listing

All of the above documents were published by the Area School Division of the Iowa State Department of Public Instruction.

Delimitations

The study was limited to a sample of respondents from the fifteen Iowa area schools and their respective attendance centers as organized under Chapter 280A, Code of Iowa. Private community and junior colleges were excluded from the study. They do not have the same legal base for governance and for collective bargaining.

Only perceptions of the three groups were solicited. Perceptions relating to the influences of collective bargaining on selected faculty involvement issues were collected.

Organization of the Study

This study was organized into six chapters. The first chapter contains a statement of the problem, need for the study, hypotheses, definition of terms, sources of data,

and delimitations. The second chapter presents a review of the current literature. Chapter three details the methods and procedures used in the study. The fourth chapter presents the findings of the study. The fifth chapter is a presentation and a discussion of the findings. The sixth chapter contains a summary and the conclusions and recommendations derived from the study.

CHAPTER II. REVIEW OF LITERATURE

The preceding chapter expresses a need to study the influence of collective bargaining on faculty participation in the area schools of Iowa. Because Iowa does not have a statutory framework for public employee bargaining, the problem will be investigated from several different points of view.

There is an abundance of literature available that relates to collective bargaining in higher education, however, a very small amount of this literature is directly related to the problem of this study. The literature that pertains to those states with legal collective bargaining deals primarily with the mechanics of bargaining or refinements of the existing collective bargaining process. Much of the literature is written for higher education, as a whole, and disregards the particular problems of the community college.

Although there have been many publications written on the subject of collective bargaining in higher education, a review of fifty recent dissertations found only one directly related to this problem. It was written by Moore. (Moore, 1970) Moore reviewed the collective bargaining attitudes of Pennsylvania community college faculty members. He found that there was a positive relationship between faculty perceptions of their capacities for power and mobility and their expression of favorable or unfavorable attitudes toward collective

bargaining. Unlike the state of Iowa, Pennsylvania had a collective bargaining law when the study was written.

There were four other studies that have some relevance. In 1964, Niland found in a study of California community colleges that there was conflict between administrators and faculty. (Niland, 1964) He concluded that the central issue was monopolization by administrators of the policy-making function which violated the self image of the faculty.

The other three studies were all completed in 1968. They were: Murphy at Michigan State University, Steger at Illinois State University, and Mills at the University of Florida.

Murphy found that faculty attitudes toward morale tend to vary directly with their perceptions regarding the level of faculty involvement in policy formulation. (Murphy 1968) Steger determined, in his study of Illinois community colleges, that faculties without union representation were more participative in decision-making than were those with representation. (Steger, 1968) Mills found that community college members were satisfied with their profession, working conditions, and community. He concluded that the satisfied faculty member contributed more to the community college than did the dissatisfied faculty member. (Mills, 1968)

Considering the diverse nature of the literature, four major areas of influence which relate to the development of collective bargaining in the Iowa area schools, will be reviewed in this chapter. The areas to be reviewed are:

1. Community college development
2. Influences within the community college
3. Collective bargaining as a direction
4. Collective bargaining development in Iowa

It is proposed that this review of literature will provide an informative background for the evaluation of the study.

Community College Development

National growth

The first junior college in the United States was organized in Joliet, Illinois in 1901. It and its early successors were primarily extensions of the public high school. (Koltai and Thurston, 1971, p. 3)

In recent years, these colleges have expanded their ideas well beyond the original concepts of the junior college and may have legally become separated from the public high school district. The community college has progressed to a

position of state and national prominence. The growth and diversity of these colleges have become one of the most studied phenomena of higher education in the United States.

Public community colleges have been developed in all states but South Dakota. (Koltai and Thurston, 1971, p. 3) Their programs are extremely diversified and their students attend for a variety of reasons. These colleges offer programs for college transfer, vocational-technical preparation and adult education.

In the past decade, the number of community colleges has doubled to more than 1,100 institutions. The enrollment has tripled to approximately 2.7 million students. These students are about evenly divided between full and part-time attendance. (Van Dyne, 1972, p. 5)

The preponderance of community colleges today are new institutions within the last ten years. The rapidity of change within these new colleges is characterized not only by enrollment growth but also by increased numbers of new faculty. These teachers bring diverse backgrounds to the programs of the community college as they attempt to develop a tradition within an environment of continual change. (Van Dyne, 1972, p. 5)

The Census Bureau pointed out recently that 8.1 million persons were attending college in October of 1971. Of that total, twenty-nine per cent were enrolled in community

colleges.

There are varying predictions for the future growth of the community college in the United States. A recent federal prediction indicates an enrollment level of 3,001,000 students by 1980. (The Chronicle, 1972b, p. 1)

For several years, the continued growth of community colleges has been predicted.

Reynolds, in 1965, stated that:

The inevitability of continued growth of the junior college is grounded in its origin and past development. Although its roots run deeper, it is essentially the product of the vast social changes of the twentieth century. As this change accelerates, the speed of growth and development of junior colleges has kept pace. Quantitatively, its future is assured. (Reynolds, 1965, p. 101)

A recent report on higher education by the U.S. Department of Health, Education and Welfare encourages the development of community colleges. (U.S. Department of Health, Education and Welfare, 1971, p. 62) The report states that efforts should be made:

. . .to expand the number of community colleges as rapidly as possible to absorb growing numbers of students who want to enter college. We believe that community colleges should not be organizations that absorb the leftover problems from the more prestigious segments of higher education, but must develop their own distinctive missions.

A Carnegie Commission report adds substance to this statement by recommending the development of a community college within commuting distance of all population centers. (The Chronicle, 1970a, p. 4)

Iowa area school development

Iowa has a relatively long history in the development of community colleges. In 1918, the first junior college was organized as a division of the Mason City school district. Several public junior colleges were subsequently developed and a total of thirty-five were formed by 1965, of which sixteen were still in operation. (Iowa Department of Public Instruction, 1971a, p. 1)

Early in the 1950's, the need for change in the higher education structure of Iowa became more apparent. Starrah and Hughes published a plan for Iowa area community colleges in 1954. (Starrah and Hughes, 1954, pp. 93-109) It received little legislative support. In 1960 the 59th General Assembly was presented a detailed report, known as the Gibson Report, on the higher education needs of Iowa. Gibson's report also included a plan for developing community colleges. (Gibson, 1960, p. 41) The legislature reacted by initiating a two-year study to be conducted by the Department of Public Instruction. This study was completed in December of 1962. The study received no immediate legislative action. (Iowa Department of Public Instruction, 1962)

In addition to the legislative concern, there were other considerations developing that had bearing on the issue of area schools, the most important of which was the Vocational Education Act of 1963. This legislation created a pressing

need for a plan to equitably distribute federal funds throughout the state. Also, the dynamics of a changing rural-urban population mix within the state added to the impetus of the concept of area schools.

In 1965, the 61st General Assembly of Iowa passed a basic act authorizing the development of area schools. (Iowa Code, 1965) The act permitted an area to organize either as an area vocational school or as an area community college.

All counties in Iowa are now a part of an area school district. During the 1971-72 school year, eleven of the area schools operated as community colleges and four as area vocational schools. They can further be characterized as follows:

1. The fifteen area schools offer a variety of programs on campus and at off-campus locations.
2. There are twenty-five major campuses operated by the area schools. Eight of the area schools are multi-campus institutions.
3. The state governing board designated by law to supervise the area schools is the State Board of Public Instruction. This board works in conjunction with the State Board of Regents for the development of departmental rules, standards and articulation on transfer credit courses.
4. The State Board of Public Instruction is advised on the operation of the area schools by the State Advisory Committee on Area Schools.
5. The area schools are operated locally by elected boards of directors.
6. The primary operating resources for area schools are; tuition fees, property tax receipts and state and federal appropriations. Additional resources are available for capital improvements. (Iowa Department of Public Instruction, 1971a, p. 1)

Since 1966, the area schools in Iowa have grown and developed at a rapid rate. Enrollment data for the past five years substantiate the increase.

Full-Time Equivalent Enrollments (FTEE) -
Reimbursable Only

	<u>Adult Education</u>	<u>College Parallel</u>	<u>Career Programs</u>	<u>Totals</u>
School Year 1966-67	669.53	7,345.29	2,150.43	10,165.25
School Year 1967-68	2,431.22	9,264.58	4,720.53	16,416.33
School Year 1968-69	3,262.68	9,236.28	7,259.33	19,758.29
School Year 1969-70	4,566.85	9,612.87	7,425.50	21,605.22
School Year 1970-71	5,814.93	10,453.70	9,113.36	25,381.99

The full-time equivalent enrollment for 1970-71 was comprised of 149,382 actual students by headcount. (Iowa Department of Public Instruction, 1972, p. 7)

A report by the University of Iowa indicated a combined enrollment of 21,563 students in September of 1971, as compared to 20,518 in the fall of 1970. That represents a 5.1 per cent increase over the previous year. The increase was due to increases in vocational-technical enrollments while college transfer enrollments were down by 3.6 percent. (The Des Moines Register, 1971, p. 5B)

As total enrollments increase in Iowa area schools, greater numbers of professional and non-certified employees have been employed. In October of 1971 there were 1,661

professional full-time personnel in the area schools. There were 1,236 men and 425 women employed. (Iowa Department of Public Instruction, 1971a, p. 252)

Although the major portion of the teaching load is handled by 1,117 instructors, 104 teacher/coordinators and 70 instructional department heads, there are a number of part-time faculty also employed. The exact number of part-time staff is difficult to determine because data were not reported. The remaining 370 professional staff serve in administrative and support capacities. (Iowa Department of Public Instruction, 1971a, p. 252)

Influences within the Community College

There are a multitude of concerns related to collective bargaining that are emerging in the nations community colleges. Faculty, administrators, and directors are becoming increasingly more concerned about the impact of collective bargaining on the community college. At the root of the problem, Bardwell Smith states that:

Basic to all that is occurring today within the society at large is a questioning of traditional patterns of authority, a search for new methods of governance, and an insistence that all constituencies be adequately represented and that decision-making not be oblivious to their needs. (Smith, 1970, p. 134)

Faculties are seeking higher levels of participation in policy-making. When administrators or directors block faculty participation, they tend to seek it through strong faculty

organizations and by direct legislative action.

Boyd states some observations about faculty interest in collective bargaining. They are:

1. Collective bargaining came at a time when salaries were regularly going up each year.
2. Younger faculty are present-minded rather than future-minded.
3. There is some faculty discontent over salaries.
4. There are other forces such as legislative attitudes toward higher education, that exert great pressure on the college and the faculty.
5. There is a growing faculty sentiment in opposition to merit pay.
6. There is a developing inferiority complex of certain segments in higher education, particularly in the community college.
7. There is a curious lack of opposition to collective bargaining on many campuses.
8. Collective bargaining has demonstrated that it can be effective as a means of faculty representation.
9. Several states have given considerable statutory support to collective bargaining by passing laws.
10. Perhaps most important, there is a general authority crisis in our society. Pluralism exists in society and on campus. (Boyd, 1971, pp. 306-312)

Shifting local control

With the rapid growth in numbers of community colleges since World War II, there has been an increasing movement of governance control from the local to state and federal levels. Gleazer, who is currently conducting a nationwide study of community colleges, states:

More of the decisions affecting the goals and priorities of community colleges, in all likelihood, will be made in the state capitols. The state legislature, the governor's office, and state agencies will play an increasing part in shaping the future of these community-oriented institutions. The move toward greater state-level power comes at the same time as a rising demand at the local level for the college to be more quickly responsive to community needs as well as to broaden opportunities for participation by faculty, students, and community representatives in goal setting and program development. The result is tension and struggle for decision-making authority among parties on the local scene and between those on local and state levels. Dominant among the state-level forces, in the eyes of most interviewees, will be the state legislature which shows not only increased interest in educational matters but a new consciousness of its own role and responsibilities. (Gleazer, 1972, p. 24)

Gleazer also says,

The legislature has little desire to deal with dozens of community colleges. It will look to a state agency as its point of contact. The quality of that agency will be of critical importance in maintaining a constructive tension between local and state forces. (Gleazer, 1972, p. 24)

The movement of power away from the local community college is being characterized in many ways. As larger amounts of funds come from state and federal sources, there will be more indirect, as well as direct control. Some states are developing agencies to control higher education. State systems have been legislated by various states to allow ready access to a college by all who seek education beyond the high school. Generally, these types of controls place greater constraints on the flexibility of the local board and staff as they strive to fulfill their objectives.

Academic identification

Community colleges are developing a unique personality. Many of them have desired to emulate the status of the university while others have worked to create a new identity different from the university. The emphasis on teaching in the community college focuses directly on the student and his needs. Many of the programs are also oriented around the needs and interests of the community which they serve.

Faculty participation in decision-making

In 1964, the American Association of Junior Colleges, commissioned a study to identify those elements which might be creating internal conflicts within the community college. The commission found only 50 of the 443 community colleges had a representative faculty body. The faculty senates had relatively little involvement in policy-making. They found that administrative councils, comprised of administrative staff, played the major role in recommending policy to the board of directors. The commission also voiced near unanimous agreement that there was a need for faculty participation through an organization consisting of both administrators and faculty. They did not specify a level of faculty participation in policy making. (Lahti, 1966, pp. 10-12)

However, there is an increasing level of faculty participation today. Bentley expresses one point of view by stating:

Legal responsibility, it is true, is invested in the lay board and the state, but full-time active involvement, belongs mainly to the faculty and, of course, the administrative officers... Clearly, it is an affront, not only to the capacity of the faculty, but to their dignity as human beings to deprive them of a role for which they are peculiarly fitted, that of meaningful participation in college governance. Only under the most extraordinary circumstances should their recommendation in the areas which are clearly their concern, be rejected. (Bentley, 1966, p. 2)

Many writers on this subject have recommended faculty participation through the concept of a representative faculty senate. Organizations which have long favored faculty senates include the American Association for Higher Education, the American Association of University Professors and the American Association of Governing Boards. Their 1967 study by Weber, et al. is considered to be a comprehensive statement on the applicability of the senate in faculty decision-making. (Weber, et al., 1967)

There are two significant studies relating to the role of the faculty in decision-making. Dykes found, by studying a four-year college governance system, that: (Dykes, 1968)

the further removed decisions were perceived to be from the academic program, the less faculty interest.

there was a tendency to dichotomize decisions as either educational or administrative.

there was some suspicion of administration.

faculty claimed the right to decision-making but did not necessarily want to assume the burden. They were reluctant to give the right to others.

In another more recent study of California community

college faculty involvement, Park found:

When it comes to dealing with the institution and its problems, these questions become important only when the subjects are directly involved, such as when they want time for scholarly study or secretarial help.
(Park, 1971, p. 31)

Park also found that faculty dichotomize educational and personnel matters. He concluded that they were more concerned about educational problems because they considered personnel matters to have little effect on the educational process. (Park, 1971, p. 32)

The opponents of the faculty senate continue to cast doubt on its effectiveness. Lieberman, who has written extensively on collective bargaining, states these objectionable features of the faculty senate:

the lack of funds independent of those provided by the administration.

the faculty lacks the expertise needed for effective representation.

the administration typically controls the internal affairs of faculty senates.

faculty senates and committees lack accountability.
(Lieberman, 1969, p. 17)

Recently, student involvement advocates have encouraged students to become involved in the various levels of decision-making, including the faculty senate. Some claim the efforts to include students in senates may increase faculty interest in collective bargaining. Such involvement could cause faculty to shy away from the arbitrariness of student decisions. Many feel that collective bargaining is the best

way to combat the threat to academic freedom that is represented by student power. (The Chronicle, 1970c, p. 6)

One of the traditional views of the senate has been that it is most effective when it is a deliberative body. Administratively then, it is often viewed as shared authority. McConnell and Mortimer feel that:

...the growth of unionism and collective bargaining in higher education poses a serious threat both to the academic senates as deliberate bodies and to administrative leadership. (McConnell and Mortimer, 1971, p. 179)

Collective bargaining is based on an adversary relationship that can intensify conflict among the involved groups. McConnell and Mortimer state their opposition to the adversary concept.

Governance based on adversary relations and coercive methods may prove to be inimical to governance by joint participation and shared authority. It is probably also inimical to the exercise of administrative leadership through widespread consultation and collaboration, because under collective bargaining, the president presumably would represent management, and instead of sitting with faculty committees around the table, he would face them across the table. (McConnell and Mortimer, 1971, p. 181)

Communications

A frequently noted reason for faculty interest in collective bargaining is ineffective communications. Internal organizational communication requires a constant interchange of thoughts and ideas. The attitude toward organizational communication has a great impact on its effectiveness. Organizational rules and procedures must be understood by all concerned.

Marmion suggests that committees are an effective device for interested faculty to become involved in the operation of the college. It is assumed that faculty involvement improves communications. (Marmion, 1968, p. 48)

The college must communicate its goals and needs to the various groups who are interested in its operation. Gianopulos states,

College administrators should take every opportunity to convey information to the various students, faculty, and community organizations. The administrators should use all available means of communications to bring these organizations to the point at which they have the information needed to make independent judgements on matters of importance to the institution including collective negotiations. (Gianopulos, 1972, p. 19)

Contrary to accepted communications practice, most community colleges have information that is centrally collected and disseminated. Access to such information can be difficult for groups to obtain. There is a need, as more groups become involved in the decision making process, to provide basic facts to all parties concerned. McLaughlin suggests,

It should be conceded that there is a paucity of information - cold, hard facts - upon which employees, unions and public employees can base their future relationships. Without this information, particularly in the course of contract negotiations, the parties must rely on old wives' tales about tax levies, budgetary problems, comparative wages and skills of certain employees, about unions and union leaders, and about the real or imagined differences between the public and private sector. (McLaughlin, 1969, p. 137)

As the base for making policy decisions in the community college continues to broaden and include the various

groups, decisions should be made to systematize information sharing. The groups, together and individually, should begin to develop a factual information reserve upon which realistic decisions can be made.

Growth

A variety of problems begin to develop as community colleges experience increased programming and enrollments. Some faculties voice concern about the size and multi-functional nature of the institution. Others speak of de-personalization and lack of humanitarian concern within the college.

In addition, rapid change may cause concern over inequities within the college system. Directors may, as a result, become more directly involved and faculties remain apathetic until a crisis arises that personally affects them. (Park, 1971, p. 31)

Governance

Community colleges have traditionally followed governance patterns similar to those established in the four-year colleges and universities. Most often, the internal structure is highly centralized. The control over educational policies and the conditions of employment rests primarily with the board of directors and the top administrators of the college. Gleazer, in a report to the 1972 American Association of Junior Colleges Convention, was quoted in Van Dyne as stating,

Although it may change with unionization there is a 'sense of minimum involvement' in governance on the part of faculty members. Often they feel that decisions are made through legislative mandate and by administrators, some of whom apparently operate in a unilateral fashion. (Van Dyne, 1972, p. 5)

Many writers acknowledge that the purpose of administration is to lead, enhance, allocate, evaluate and maintain the college as an on-going entity. However, the pattern is often one of administrative domination rather than leadership and service. Gleazer states,

There needs to be leadership at the top. I mean by the president. You have to get people to feel that they are on the same team. Only the president can do that...few matters, however, are more important than for participants to have common understanding with respect to what it is they are to do together. And it is for leadership of this kind that I heard the greatest desire expressed. (Gleazer, 1972, p. 23)

Directors, traditionally and legally, are responsible for the operation of the community college. One recent nationwide study reported the typical director as white, male, protestant, over 50, earning more than \$25,000 per year and most likely a business man. The study also reported that 68 per cent of directors consider a community college education a privilege as opposed to a right. (Collins, 1971, p. 105)

Usually directors are most concerned over finances, governance, faculty, teaching, student unrest, institutional goals and institutional leadership. (Report of Committee, 1970, p. 35)

One critic of administrative governance states, that too many administrators believe that any action, which delegates a role in the decision-making process to individuals or groups

not presently involved, diminishes the amount of authority available to those who currently carry out the administrative function. (Richardson, 1970, p. 17) As a consequence, authority is considered to flow from the governing body by legislative decree through channels to designated individuals. This simplistic approach creates little flexibility, and may serve as a hinderance to expanded faculty participation. (Richardson, 1970, p. 17)

The faculty is often apathetic, yet critical of the system of governance in which it works. When the faculty demands participation, others within the system must seek ways of making adjustments.

There are many administrators who perceive the faculty as having a great and creative influence on decision-making. Committee T of the AAUP recently reported that administrators see faculty as having more of an impact on decision-making than the faculty believes it has. (AAUP, 1969b, p. 182)

Lombardi suggests that change within the decision-making structure should not be resisted. It is natural for the faculty to have a rising influence in governance. Administrators often become discouraged when conflict seems to replace harmony. He suggests that administrators will continue to administer and faculty to teach. However, there is a need for effective leadership by both. (Lombardi, 1966, p. 13)

Emphasis on teaching

It is generally accepted that the community college has evolved into an institution where teaching is of primary importance. The programs and preparation of the faculty reflect a high degree of specialization.

Such specialization within some community colleges has served to unite the faculty. On other campuses it has helped to create a philosophical difference. Collective bargaining may provide a base upon which the groups can unite for a common purpose.

Faculty value systems

There is a great deal of concentration on the organizational aspects of the community college and perhaps not enough on the individuals who comprise it. Several authors allude to a study of faculty values, perceptions and identity but only in cursory depth. (Park, 1971, p. 3)

The variety of values resist pre-definition in the community college. The institutional personality of a given community college is comprised of many variables but ultimately the values of the directors, administrators and faculty will prevail. (Park, 1971, p. 33)

Park examined 238 faculty members on their values in a 1971 study of three California junior colleges. He concluded:

1. There is a great deal of conflict and mixed emotion concerning faculty members' personal systems of value-orientation.
2. Faculty hold institutional motives and intentions in low esteem. They are secondary to self achievement.
3. The faculty considered themselves above average in areas dealing with subject matter, teaching and communications, but below average in instructional matters.
4. The faculty is self centered in their perception of their own role.
5. The faculty feels that there is too little indication that they can alter the institution to fit the needs of the present.
6. Faculty isolate themselves from their work and reject the institution of which they should be the most vital part. (Park, 1971, pp. 47-50)

Generally, those faculty who are satisfied will contribute more than dissatisfied members. However, Garrison notes that,

Whether faculty identification of these problems is wholly or even partly valid, is less important, perhaps than the fact that many teachers see and feel them as realities. (Garrison, 1967, p. 15)

The system of values of a faculty member will influence his reaction to the environment in which he works. Those who react most noticeably to collective bargaining appear to be exercising a particular style of professionalism. Haehn suggests that the faculty member who endorses bargaining is not markedly different from one who does not. The upward mobile instructor with some type of previous union exposure and a politically liberal orientation is the individual most likely to seek collectively bargaining. This

individual tends toward militant professionalism which is described as pressure for change that is a consequence of educational and occupational concern, not particular self-oriented interests. (Haehn, 1971, p. 7)

Conflict and resolution

There is a delicate balance within faculty professionalism. The direction of professionalism within a college is based on the effectiveness of conflict resolution. Conflicts in faculty interest and values arise from changing patterns of authority, power, and influence. McConnell states:

In both their internal and external relationships, faculty members are striving for status as professionals. As such they have attained a high degree of individual and collective autonomy. But this autonomy is by no means absolute. Individuals find themselves accountable to other members of the academic community, and to the institution itself. Both faculty members and their institutions are also publicly accountable in manifold ways. These forms of accountability are multiple and sometimes conflicting.

The inevitable tension between autonomy and accountability, both individual and institutional, will be heightened by internal divisiveness and conflict, not only between the faculty and the administration, or between the faculty and the governing board, but also between faculty groups struggling for power. There is reason to doubt that the traditional appeal to reason and persuasion will resolve the discord. (McConnell, 1969, p. 342)

Conflict is an integral part of an organization. The causes of conflict can be quite diverse. The tendency is to be overwhelmed by conflict rather than to seek its comprehension.

The source of conflict can be external or internal. It

must be given direction by the parties to the conflict.

McCannell and Mortimer suggest ways in which conflict can become constructive, based on political theory concepts.

1. Constructive adjustment to conflict is more likely if the system of governance incorporates effective methods of consultation, negotiation and exploration of alternatives.
2. Controversial issues should be made subject to open debate.
3. If conflicts are allowed to become cumulative, peaceful reevaluation may become increasingly difficult.
4. It is imperative that all concerned should be committed to orderly change.
5. If the leaders resist orderly change they will invite coercion. If coercion is successful, it is likely to be repeated until it becomes the accepted pattern of action. (McCannell and Mortimer, 1971, pp. 180-181)

Between the poles of an authority continuum from total administrative to total faculty dominance is a viable level of interaction and sharing. If that level is not defined, collective bargaining will pressure to be definitive and distinct about administrative faculty jurisdictions. This power relationship has been defined as nonintegrative conflict. Oberer also states:

In this dimension at least one of the parties perceives the order as an adversary engaging in behavior designed to destroy, threaten or gain resources at the expense of the other party. Such conflict is dysfunctional because it channels energy toward resisting the threat, rather than to constructive criticism. (Oberer, 1969, p. 153)

Conflict is an integral part of power change. The conflict and the accompanying militant attitude created by a challenge in power must be recognized and channeled in a constructive direction. (Mayhew, 1969, p. 341)

Directors, administrators, faculty and students give recognition to the importance of power and participation. Yet, power can become negatively oriented. Each group can become either a constructive power or a veto group. (Graves, 1971, p. 2)

Power is defined by Horvat as:

...the ability, either real or imputed, which when possessed by one entity enables that entity to cause another entity to behave in a manner which it would not have behaved if the threat or actual application of action by the first entity was not possible. (Horvat, 1968, p. 51)

Power within organizational structures may be monolithic, however, that is not likely within faculty groups.

Power without direction and purpose can be ineffective and wasteful. Prolonged use of ineffective power can be corruptive. It often generates ignorance and confusion.

Collective bargaining according to Wildman and Perry is

...essentially a power relationship and a process of power accommodation. The essence of the bargaining is compromise and concession making on matters which there is conflict between the parties. (Wildman, 1966, p. 245)

Many writers agree that conflict, power change and confrontation will intensify within community colleges as they develop. Epler comments that:

Because colleges are becoming larger, because the junior college will continue for higher education status, because more teachers are being recruited from university backgrounds, because teachers are becoming more assertive, because the trend toward collective bargaining is accelerating, conflict will continue. (Epler, 1966, p. 24)

In a broader dimension the type and volume of activities of national prominence have a direct influence on the community college. There has been a demonstration effect, resulting from these activities, as an accelerating number of states legislate public employee collective bargaining statutes. The prospect of collective bargaining in community colleges is becoming more acceptable. (Moore, 1971, p. 255) However, Livingston concludes that collective bargaining,

...is not simply or mainly an effort to subordinate the higher learning to the higher yearning in America. It is rather, a real response to real grievances and frustrations. (Livingston, 1967, p. 88)

Collective Bargaining as a Direction

National activities

There is an increasing amount of collective bargaining activity at the national level. The AAUP, AFT and NEA represent the thrust of the organized strength for community college faculty. Union organizers find gains come easier on community college campuses than at four-year schools. Two key factors that encourage unionization in community colleges are lower pay and heavier teaching loads. (Wall Street Journal, 1970, p. 1)

Until recently, the federal government and its agencies have not been concerned with collective bargaining in higher education. Federal legislation has been concerned with the private sector. The present presidential executive order is concerned only with appropriate federal employee bargaining. (Executive Order, 1969)

Recent federal court decisions have held that teachers have a First Amendment associational right to join a union. (McLaughlin v. Tilendis, 1968) A 1969 Appeals Court decision states that:

There is no constitutional duty to bargain with an exclusive bargaining agent... Such duty, when imposed, is imposed by statute. (Indianapolis Education Association et al. v. Lewallen et al., 1969)

The National Labor Relations Act of 1947 and its subsequent amendments did not bring public or private higher education institutions within the jurisdiction of the law. Recently, however, the NLRB has moved to assume jurisdiction over academic collective bargaining in private institutions. (Cornell University, et al., v. Association of Cornell Employees-Libraries, et al., 1970)

In a subsequent private college case, the NLRB again asserted its jurisdiction over private colleges and universities. (National College of Business v. American Federation of Teachers, AFL-CIO, 1970) In December of 1970 the Board had asserted jurisdiction over colleges and universities which were non-profit and had a gross annual revenue of

at least one million dollars for operating expenses.

(National Labor Relations Board, 1970, p. 1442)

In April of 1971 the NLRB in the Brooklyn Center unit of Long Island University case defined the membership of appropriate faculty bargaining units. (Long Island University v. United Federation of College Teachers, Local 1460, 1971). In September of 1971 the board ruled that faculty members were indeed subject to its jurisdiction. (Fordham University, 1971) These decisions firmly establish the rights of faculty members in private colleges and universities to organize and bargain collectively under the provisions of the National Labor Relations Act. (Gillis, 1971, p. 531)

Another significant development in 1971 was the NLRB's decision to deal with collective bargaining on a case-by-case method. In June of 1971 the AAUP petitioned the NLRB to define rules applicable to higher education institutions. (The Chronicle, 1971, p. 6) In the following month the NLRB denied the request, noting that there is great variety in the academic community regarding collective bargaining and that colleges are undergoing a period of experimentation. (National Education Association, 1971b, p. 18)

Under the doctrine of Federal pre-emption, those private institutions which are subject to NLRB jurisdiction, are not subject to state laws regulating collective bargaining. The states then, are not constrained with the doctrine and are

free to experiment and fashion statutes to meet their particular needs. (Weisenfeld, 1966, p. 611)

There are other national events of consequence to collective bargaining in community colleges. In 1971 the National Education Association (NEA) and the American Association of State, County and Municipal Employees (AASCME) established a "Coalition of Public Employee Organizations", with other organizations invited to join. The coalition was designed to obtain joint efforts on matters of mutual concern, primarily on a federal public employee negotiations law along with state statutes on tax reform revenue bills, and problems associated with retrenchment in public employment. (Steinburg, 1972, p. 106)

The AFSCME, NEA, and AFT have bills introduced in Congress. The AFSCME-sponsored National Public Employee Relations Act, (U.S. Congress, House, 1971), the NEA-sponsored Professional Negotiations Act for Public Education, (U.S. Congress, Senate, 1971), and the AFT-sponsored National Public Employee Relations Act cover only government jurisdictions and statutory agencies. They permit state exemptions when the statutes are substantially equivalent to the proposed national statute. (Steinburg, 1972, p. 106)

State legislative developments

Prior to 1959, there was no substantial state legislation placing an obligation on public employers to bargain

collectively with their employees. In that year, Wisconsin became the first state to pass a public collective bargaining law.

Because of the pre-emptive doctrine each state has the opportunity to develop statutes that satisfy the needs of the people. Each state statute has its own unique character.

Generally, four broad approaches characterize the various state policies on collective bargaining. They are:

1. Avoidance of any recognition of employee organizations and silence concerning methods for resolving labor-management disputes.
2. Legislation strengthening local governmental agencies who may wish to seek injunctions.
3. Legislation giving certain occupational groups special consideration regarding organizing, presenting grievances, and negotiations.
4. A broad comprehensive statute setting forth policies and procedures, based on the meet and confer or collective negotiations concepts and covering all local employees and sometimes state personnel. (Advisory Committee on Intergovernmental Relations, 1969, p. 19)

Where state statutes have been enacted, they have tended to clear up certain areas of confusion regarding collective bargaining. Shils and Whittier list the key issues covered by such laws:

1. The question of legality
2. The subjects of negotiation
3. The degree to which a district will be required to make agreements with employee organizations, in, for example, "exclusive recognition," "composition of the bargaining unit," etc.
4. The mechanics of holding elections
5. The requirement for secret ballots
6. Grievance procedures
7. Impasses in bargaining
8. Mediation
9. Arbitration
10. Unfair bargaining practices
11. Protection of the individual in his right to join or not to join a union or an association
12. Freedom from coercion
13. Requirement for written contracts
14. Conferring and consulting
15. The right to strike
16. Channels for discussion.

(Shils and Whittier, 1968, p. 123)

Starting with the legislation adopted in Wisconsin in 1959, the states have been giving increasing attention to collective bargaining for public employees. In 1969 alone, legislation or amendments were adopted in seventeen states.

In 1970, ten new laws were enacted. (Seidman, 1971, p. 13)
 At the end of 1970, 40 states had legislation authorizing some form of collective bargaining for public employees, while eight had no legislation and two prohibited the activity. (Goldberg, 1971, p. 63)

Not all state legislation affects the community college faculty. The NEA reported in September of 1971 that:

Academic faculties of all public higher education institutions in 19 states have been accorded or may be assumed to have negotiation rights under one or more bargaining statutes. Three other states have passed negotiation statutes for local or municipal employees alone, so academic faculties of locally-administered public colleges are either specifically or assumedly granted bargaining rights in 22 states. To date, a total of 28 states have enacted bargaining legislation covering professional school employees. (National Education Association, 1971a, p. 25)

The states with substantive statutes covering higher education by September 1971 were:

<u>Single Comprehensive Statutes</u>	<u>Separate Occupational group Statutes</u>	
Hawaii	Alaska	Massachusetts
Michigan	California	New Hampshire
New Jersey	Delaware	Rhode Island
New York	Kansas	Vermont
Pennsylvania	Minnesota	Washington
South Dakota	Nebraska	Wisconsin
	Oregon	

(National Education Association, 1971a, p. 25)

Late in 1971, a comprehensive collective bargaining statute was passed in Minnesota. It replaced a separate occupational group law. (Steinburg, 1972, p. 104)

In 1971 state legislature created new or amended legislation in Alaska, Florida (for two counties), Idaho, Maryland, Montana, Oklahoma, Oregon and Washington (for academic employees of community college districts). (Weissbrodt, 1972, p. 35) This type of growth of state legislation and statutory refinements is likely to continue.

The professional organization view

There are approximately 900,000 college faculty and other directly related personnel working on college campuses in the United States. The AAUP currently reports a membership of 90,000. The NEA claims a membership of 40,000 and the AFT approximately 15,000. (Jacobson, 1972a, pp. 1-5)

There are about 89,000 members who have joined collective bargaining units. The NEA reports that its:

...state associations account for 68,000 members; that 15,000 were in affiliates of the American Federation of Teachers; that more than 2,000 were in the AAUP and the rest were in independent organizations. (The Chronicle, 1972a, p. 4)

AAUP The AAUP organization has throughout the years regarded itself as the prestigious arbitrator of issues involving academic freedom and tenure. Until recently it has

been the unchallenged representative of the faculty.

(Jacobson, 1972b, p. 1)

The association has been committed to the principle of shared responsibility. It recognizes that most policy-making requires the joint attention of the major components of the academic community. It has worked to develop adequate faculty participation in college and university government. (Brown, 1970, p. 76) The principle of shared responsibility was set forward in the tripartite Statement on Government of Colleges and Universities endorsed by the American Council on Education, the Association of Governing Boards and the AAUP. (Weber, et al., 1967).

At the same time, the AAUP has begun to recognize that some campuses do not enjoy, or are not ready for the practice of shared authority. The current position of the AAUP on collective bargaining has evolved since 1964. (Brown, 1970, p. 76)

In 1964 the AAUP met in conference to discuss the bargaining activities at the City University of New York. The conference noted the need for greater faculty participation and suggested that external organizations were less desirable as suitable agents for bargaining, if such bargaining was necessary. (AAUP Bulletin, 1972, p. 46)

The first formal report issued by the AAUP was the Representation of Economic Interests published in 1966.

(AAUP, 1968b, pp. 152-154) The report suggested that the AAUP could become a certified agent under extraordinary circumstances. (AAUP, 1968b, p. 153) In subsequent policy statements, the association has gone on record as being a candidate for representation. (AAUP, 1969a, pp. 489-491)

In addition to the policy of the AAUP, it has issued statements relating to issues on: (1) the agency shop, (2) the strike, (3) the determination of the bargaining unit. The current policy on the agency shop is that it does not in itself violate academic freedom. The Association has proposed an accomodation to the practice. (Van Alstyne, 1971, pp. 203-204)

The current policy on strikes has been in effect since 1968. It takes the position that strikes are inappropriate except in situations that violate academic government and cannot be connected by "rational methods". (AAUP, 1968a, pp. 155-159) In the area of unit determination the association has been working on a case-by-case method to preserve the principles acknowledged by the organization.

Most recently, the AAUP voted to "pursue collective bargaining as a major additional way of realizing the associations goals in higher education, and will allocate such resources and staff as are necessary for the vigorous selective development of this activity beyond present levels". (Jacobson, 1972a, p. 1) The AAUP will most probably realize

a substantial change in the nature of the organization as a result of this policy change. (Jacobson, 1972a, p. 2)

NEA In the 1960's, NEA affiliates in large cities across the country began to organize collectively. During that period, the NEA concept of professionalism was being criticized and the AFT was exerting pressure to organize the public school systems. At the 1961 convention, the association recommended consideration of more faculty participation in decision making. The term "negotiation" was not used in the convention reports. (Advisory Committee on Intergovernmental Relations, 1969, p. 6)

By 1962, the NEA began to use the term "professional negotiations" and called for "participation in the determination of policies of common concern including salaries and other conditions of professional service". (National Education Association), 1962, pp. 174-183) This so-called Denver Resolution began the NEA's active involvement in collective bargaining. Subsequent modifications and statements of policy led to the present level of NEA activity in collective bargaining.

Prior to 1969, the American Association of Higher Education (AAHE), a division of NEA, served the area of higher education. In that year, the AAHE broke off from the NEA and became an independent organization. (Semas, 1971, p. 9)

The National Higher Education Association (NHEA) was formed as a result of that change.

The NHEA was formed in the spring of 1969, and serves as an umbrella to the National Society of Professors (NSP), the National Faculty Association for Community and Junior Colleges (NFA), and the National Association of College and University Administrators. The latter group is slowly being developed. (Sievert, 1971, p. 10)

The most completely developed group is the NFA. It was started in 1969, two years prior to the other groups. The NFA is also the most active of the three groups. (Scully and Sievert, 1971, p. 2)

Most of the effort of the NHEA has been in the area of expanding its influence to higher education faculty members. Much of the association effort is being directed toward:

1. Organizing and coordinating higher education nationally, particularly providing legislation nationally.
2. Strengthening the state education's resources and commitment to higher education.
3. Organizing and strengthening campus affiliates by providing the staff and resources to do the job, whether it be bargaining, grievance-solving or providing a sufficient voice in campus affairs. (Scully and Sievert, 1971, p. 2)

In 1972, NEA began a major reorganization. As a result,

all union activities will be placed under "Affiliate Services", which is one of four "super-divisions". Prior to the reorganization, the higher education effort was implemented through an independent and autonomous division. As a result of this NEA action, higher education activities will be combined with all other bargaining activities. (The Chronicle, 1972c, p. 5)

Many observers agree that the NEA and its affiliates are moving well out ahead of the AAUP and AFT in faculty unionism. That leadership in community colleges is evidenced by a report issued in May of 1972. The report stated that, the NEA had 103 contracts in community colleges, compared to 42 for the AFT and one for the AAUP. (The Chronicle, 1972c, p. 5)

AFT The American Federation of Teachers (AFT) was organized in 1916. It has generally been considered the main proponent of unionism in education. From that year, there were locals on college campuses in the United States. (Marmion, 1968, p. 414)

The expansion of teacher unionism into higher education by the AFT has been quite rapid in recent years. In 1966, the AFT initiated an organizational change. This change clearly indicated the significance which the national union attached to the recruiting of college faculty members. (Marmion, 1968, p. 415) Subsequently, a separate college

division was formed.

In 1969, Hixson stated four basic goals of the AFT regarding its organization in community colleges.

1. Freedom of association: No faculty member should be required to join, or to refrain from joining, an organization as a condition of employment or retention.
2. Academic freedom: Junior college teachers must have complete freedom to teach, to speak, and to publish, in accordance with their consciences.
3. Freedom of choice: ...they should be able to express their preference for an organization (or no organization) to represent them by secret ballot election.
4. Freedom to negotiate a binding agreement: Should teachers select an organization to represent them, it must have the right to negotiate and to articulate any agreement reached in a binding contract. (Hixson, 1969, p. 5)

More recently, the AFT has expanded the view of collective bargaining. The goals of current negotiations are to protect academic freedom, promote better retention policies, and to gain a stronger voice in curriculum matters. (Wentworth, 1966, p. 6)

Problems and influences

The primary purpose of collective bargaining in higher education is to reach some form of compromise between the parties rather than to eliminate conflict. Corson states the types of pressures on higher education around which accommodation must be undertaken. They are: (1) a redefinition of

internal authority, (2) a strengthening of leadership, (3) an enforcement of accountability, (4) a new structuring of higher education. (Corson, 1971, p. 438)

Staudahar describes the bases for seeking accomodation.

They are:

1. Good faith.
2. Selecting representative and workable units.
3. Promoting exclusive representation.
4. Utilizing voluntary arbitration for grievances.
5. Allowing limited strikes except when the health, safety or welfare of the community is threatened.
6. Utilizing positive impasse procedures. (Staudahar, 1969, p. 270)

The emphasis should be on substantive affirmative procedures that allow the parties to mutually solve common problems.

Collective bargaining in higher education is not without problems. Ikenberry stated: (Ikenberry, 1971, p. 421)

1. There is a noticeable decrease in institutional autonomy.
2. Procedural regulations appear to be replacing the unwritten traditions of the past.
3. There is a continuing redefinition of the rights and responsibilities of the academic community.
4. The old mystique of higher education is being influenced by many new interests in higher education.

The problem areas in collective bargaining have been stated by Warner. They are:

1. The appropriateness of the unit.
2. The definition of the employee organization.
3. The enforcement of the duty to bargain in good faith.
4. The authority to bargain by government agencies.
5. The right of the public to know public business during negotiation.
6. The scope of the bargaining.
7. Financing the agreement provisions.
8. Clearly defined statutes and procedures.
9. Exclusive recognition and minority rights.
10. Improvements in the impasse procedures. (Warner, 1967, pp. 36-42)

In addition, there are questions relating to the negotiation process and the administration of the contract. Many of these problems are being solved by legislative action within the states. This action provides a framework within which collective bargaining can function. Murphy summarizes the legislative trends as:

1. There are three broad categories of statutes: (a) the right to present proposals, (b) the right to meet and confer, (c) the right to negotiate a written agreement. The latter two categories are either permissive or mandatory.
2. Strikes are almost universally prohibited. More states are providing for strike penalties.
3. More public employee groups are being provided for in the statutes.
4. There is a trend toward providing independent boards to administer programs.

5. More states are providing for impartial parties to help determine bargaining units.
6. Generally, management-rights clauses are included in the legislation. Union security clauses are rarely found in the statutes.
7. Frequently unfair labor practices are set forth and they are similar to the private sector.
8. The trend is toward the use of mediation, fact-finding and arbitration for dispute settlements. Arbitration of grievances is common in state statutes.
9. There is a growing interest in standardized federal legislation.
10. Bargaining frequently takes place in the public sector based on court decision, executive order, or a ruling by the attorney general, rather than on the basis of law. (Murphy, 1970, pp. 17-19)

Looking at collective bargaining in higher education in retrospect, two basic types have evolved. In the smaller colleges, bargaining has generally been defensive. In the larger units the tendency has been to extend to peripheral groups the system of privileges normally limited to the faculty. Interestingly, the greatest gains have accrued to faculty on the margin of the core, the lowest in hierarchy and the nonfaculty professionals. (Garbarino, 1972, p. 15)

As collective bargaining develops, there becomes an increasing administrative concern over associated costs. The direct and indirect costs of negotiations and contract administration can represent a sizeable expenditure of funds in addition to normal operating costs. These budget expenditures in the community college are especially viewed with

concern in these times of escalating costs and restricted revenues. (Bucklew, 1971, pp. 255-260)

Gianopulos, however, claims that the benefits have been substantial. The most immediate result of collective bargaining in the community college has been the improved status of faculty through grievance procedures and arbitration. These benefits, as well as economic benefits, will permit the attraction and retention of qualified staff and will increase the competition with senior colleges for faculty. (Gianopulos, 1972, p. 19)

Gains by faculty through collective bargaining will not be made without increased dangers. The greatest danger is that academic freedom may be compromised through the bargaining process. It is possible that adversary relationships could replace professional community ideals. An additional concern is that student needs may yield to faculty demands. (Boyd, 1971, p. 315) It is also possible for the interests of the majority to yield to the power of an elite faculty group. (Oberer, 1969, p. 143)

The locus of power within the community college is changing. Faculty power is growing and many boards of directors are insisting on more involvement.

More power is shifting to state agencies who supervise community colleges, despite their adherence to the principle of local control. State legislatures are becoming

more conscious of their role and importance in higher education. (Gleazer, 1971, p. 8) Students also feel the need for greater involvement. They often find present student government systems unrepresentative and ineffective. (Deegan, 1972, p. 50)

Student concern was exemplified recently, when the National Student Association formed a two-year college division. The resolutions of the new organization are:

1. Student governments and their constitutions should be recognized as an essential and legal part of the college.
2. All students should be represented in all facets of the total college government.
3. All students must be included in evaluation, selection and retention of faculty, staff, and administrators.
4. All colleges should set up functioning liason groups with various representatives of the community.
(Humphreys, 1972, p. 4)

In the midst of the power struggle in the community college, the concerns of the faculty continue to demand consideration. Garbarino summarized concisely the future of collective bargaining in higher education. He states that faculty organizations,

...will increasingly take their ideology and their rhetoric from the general employed professional model, their goals and aspirations from the academic model, and their tactics from the union model. In brief, they will do their best to look and sound like professional societies, but, if necessary, will act like unions.
(Garbarino, 1968, p. 106)

Collective Bargaining Development
in Iowa

Until 1968, the public collective bargaining scene in Iowa was relatively settled and quiet. Iowa has traditionally been conservative toward unionism. Until recently the state had a rural-urban mix favoring the agricultural interests. The state has for some years had a right-to-work law for private sector unionism. Iowa has had only a limited number of strikes precipitated by public employees. Only one area school strike has developed in recent years. (Des Moines Register, 1969, p. 17)

In 1968, a series of events began to change the prevailing image of public employee bargaining in Iowa. In that year, a union of physical plant employees at the University of Northern Iowa went on strike. The Board of Regents, however, felt bound by a 1961 Attorney General's opinion and refused to negotiate. This opinion essentially stated that the state of Iowa does not have to recognize unions for bargaining purposes. (Iowa Attorney General Opinion, 1961)

As a consequence, the Tenth District Court of Iowa issued a temporary injunction and scheduled a hearing. The court ruled that the Board of Regents did not have to bargain with a union. However, they could recognize and bargain with a union, if they chose to do so. (State Board of Regents v. United Packing House Food and Allied Workers, Local 1258, et al., 1968) The State Supreme Court subsequently upheld

the lower court decision stating that the Board of Regents has the power and authority to bargain collectively with a union, but only within the context of discussions over wages, working conditions and grievances, if it so desired. (State Board of Regents v. United Packing House Food and Allied Workers, Local 1258, 1970)

Even though the Board of Regents case held that the Regents could engage in collective bargaining, it also stated that employees could not strike. A 1969 Supreme Court expansion of their prior opinion, further clarified this position. (National Education Association, 1969, p. 4)

Prior to the 1970 session of the General Assembly, a special interim committee conducted a study of public employee bargaining. That committee recommended a bill that was passed by the Senate but died in house committee. The bill permitted bargaining for public employees on wages, hours and working conditions. The most contested feature of the bill was the strike provision which prohibited employees in critical services from striking. Teachers were prohibited from striking unless specified conditions were met. (Ames Daily Tribune, 1970, p. 1)

The Senate Human and Industrial Relations Committee modified the 1970 bill and submitted Senate File 387 in the 1971 session of the legislature. This version covered all public employees and contained an open scope to negotiations.

It was mandatory and banned strikes. Even though the bill had essentially bipartisan support it was left on the senate calendar without action. (ISEA Communique, 1971a, p. 2)

The 1971 version of the collective bargaining bill was completely rewritten. In 1972 it was again introduced into the senate as Senate File 387. A comparable bill, House File 366 was introduced into the House of Representatives.

The bill was sent early in the same session to the Senate Appropriations Committee where it was held and amended. (Des Moines Register, 1972a, p. 2) In the last days of the session the senate bill was left off the agenda for debate and, thus, was killed. The house version remained in committee. (Des Moines Register, 1972c, p. 1)

Senate File 387 contained the following features. They are:

1. The bill gave state and local employees the right to form and join organizations and to engage in collective bargaining.
2. The bill created a Public Employment Relations Board to assist in the implementation of the statute.
3. The bill allowed voluntary negotiations of impasse procedures. It provided for mandatory procedures upon the failure of the parties to reach agreement or failure to use legislated procedures.
4. The bill distinguished between professional and non-professional employees and supervisory and non-supervisory employees.
5. The bill contained a no strike provision. (Iowa General Assembly, 1971, p. 21)

The present Governor of Iowa has taken a position on public employee collective bargaining. During the 1971 session he voiced support in favor of legislation. (Flansburg, 1971a, p. 1) Again, in the 1972 State of State message, the Governor placed the subject eleventh on a twenty-five point list of legislative concerns. (Des Moines Register, 1972b, p. 4)

The Governor's request was met with a legislative mood dominated by economic concerns. In both sessions a concerted movement to reduce educational costs and lower property taxes was evident.

Both the Iowa State Education Association and the Iowa School Boards Association have endorsed the legislation. Even though salary negotiations are common in most public schools and area schools, it is felt that guidelines are needed. However, the Iowa School Boards Association has also stated that the scope of negotiation should be limited only to money matters rather than allowing joint decision-making on all the problems facing the staff. (Brown, 1972a, p. 2)

The major arguments used by the ISEA and the IHEA include fair play and pressing federal legislation. They claim that Iowa needs a public collective bargaining law to meet the needs of the people of the state. Without such a law, federal legislation could take precedent in Iowa.

(Brown, 1972a, p. 2)

The Iowa Council of Area School Boards generally reacts conservatively to the issues. At a recent conference for Iowa school board members the participants were told,

It's not here at all in a lot of places, but it will be here in all places at one time or another, in one form or another. You'd better get your house in order and get ready for it. (Krotz, 1971, p. 4)

The speakers at that conference agreed that professional negotiators or attorneys should be used in negotiations to match the faculty association representatives. They also agreed that the Iowa open-meetings law should be changed to allow bargaining sessions to be held behind closed doors.

(Krotz, 1971, p. 4) A bill to that design did not pass the Iowa General Assembly in 1971. (Flansburg, 1971b, p. 1)

On the other hand, the IHEA is gearing up for public collective bargaining in Iowa. As a result of the NEA's move into higher education, the Iowa State Education Association has hired a director for the Iowa Higher Education Association. The director is responsible for developing programs for the Iowa State Faculty Association, College and University Administrators and the Department of College and University Professors. (ISEA Communique, 1971a, p. 2)

A written report was submitted to the constitutional convention of the Iowa Higher Education Association in April

of 1972. The report summarized the organization's activities for the first nine months of operations. The activities were summarized in eleven categories. They were:

1. Legal assistance
2. Legislation
3. Staffing
4. Budget
5. Governance
6. Committee work
7. Public relations
8. Political action
9. Publications
10. Research
11. AAUP relations¹

The director of the IHEA has stated the major issues in Iowa higher education faculty relations. They are, in order of importance:²

1. Academic freedom
 2. Due Process
-

¹Ronald W. Bush, Iowa Higher Education Association, Des Moines, Iowa. Summary of IHEA Activities. Private Communication. 1972.

²Ronald W. Bush, Iowa Higher Education Association, Des Moines, Iowa. Major Issues in Iowa Higher Education. Private interview on April 12, 1972.

3. Evaluation
4. Faculties place in governance
5. Working conditions
6. Salaries

The IHEA is most active among area schools through the IFA. The IHEA is making a concerted effort to build membership at all levels of higher education in Iowa. However, presently the AAUP is more active on the four-year campuses.

Summary

A review of the literature of the influence of collective bargaining on faculty participation in the area schools of Iowa involves many considerations. The viewpoints are diverse and embrace a multitude of opinions and concepts.

The community college has developed in recent years into a growing and dynamic institution. The development of Iowa area schools has closely paralleled national growth.

There are many influences on faculty participation in the community college that relate to collective bargaining. The influences reviewed are summarized as follows:

1. There is a movement away from local control, primarily through state legislative action.
2. The community college faculty continues to search for academic identity in an environment of change.
3. There is a concerted attempt to determine the acceptable level of faculty participation in decision-making.

4. Ineffective communications among the groups involved tends to create misunderstanding and conflict.
5. A state of creation and adaption within the community college is caused by the rapid growth of student numbers and subsequent program development.
6. The type of governance applied to the local community college directly influences the attitudes and perceptions of the faculty.
7. The strong emphasis on teaching in the community college influences the direction of faculty concerns.
8. The system of personal values of the faculty, administrators and directors plays a significant role in the way the faculty reacts to their working environment.
9. Conflict and its resolution is a primary part of the phenomenon of organization. The function of conflict resolution should be to give creative direction to the actions of the people involved.

Collective bargaining is considered by many to be a viable solution to the needs of the faculty. Both state and national activities indicate a concern for developing an operating framework through legislation. The AAUP, NEA and AFT all endorse, in varying degrees, the concept of collective bargaining for faculty in the community college. Each recognizes the magnitude of the problems involved in implementing a collective bargaining structure within a community college.

Iowa does not have a public employee collective bargaining law. There is a strong movement to create legislation that will structure existing and future bargaining relationships in Iowa public employment. All recent legislative proposals have covered area school faculties.

There appears to be a difference of opinion within Iowa area schools regarding the influence of collective bargaining. One of the primary concerns is what influence collective bargaining will have on the faculty's involvement in the functions of their area school. The direction of this study will be to explore this concern.

CHAPTER III. METHODS AND PROCEDURES

This chapter reports the methods and procedures used to collect and analyze the data needed for the study. The chapter is divided into five sections: (1) development of the instrument, (2) design of the sample, (3) selection of the sample, (4) collection of the data, and (5) treatment of the data.

The problem of this study is concerned with the influence of collective bargaining on selected faculty involvement issues in the area schools of Iowa. The four general areas of statistical treatment were concerned with: (1) determining significant group differences in perceptions of the level of current collective bargaining involvement, (2) determining the significant differences among the groups as to the selected areas of contractual concern, (3) determining the significant differences among the groups as to the perceived influences on the development of collective bargaining in Iowa area schools, (4) identifying, through factor analysis, those factors perceived by the groups that represent common dimensions in the selected faculty involvement issues.

All statistical procedures were tested at the .05 probability level. Several post hoc tests were computed to enhance the understanding of the treated data. It was recognized that post hoc analyses increases the probability

of rejecting a true hypothesis.

Development of the Instrument

A four-page questionnaire was developed to collect the data needed for analysis of the problem. The instrument contained three parts: Part A, demographic data; Part B, current attitudes and activities; and Part C, the perceived influence of collective bargaining on faculty involvement issues in the area schools. Part B contained more than one section. (See Appendix, pp. 201-203)

Response structures were developed to fit each section. A YES-NO nominal structure was used for two sections; a three-point scale was used for one section; and a five-point Lickert type response structure was utilized for three sections of the questionnaire. A variety of response structures were used to report personal demographic information.

The questionnaire was edited and revised several times by selected individuals who were chosen for their familiarity with the area of study and their expertise in instrument construction. It then was tested in final form with a test group of twenty-four graduate students, many of whom were experienced community college teachers.

Design of the Sample

The number of directors in the area schools varies from five to nine. Several sampling designs were considered and rejected because they would yield small samples from some of the areas. For the board group, it was decided, to select all duly elected members of the board of directors from each of the fifteen area schools. The names and addresses of the board group were taken from the Directory of Merged Area Board Members (1971-1972 School year). Iowa, Department of Public Instruction, 1971c) The list of names was verified by each area superintendent to allow for change due to resignation. The population of the board group was 123.

The individuals for the administrator group were taken from the Directory of Area Schools. (Iowa, Department of Public Instruction, 1971b) Several sampling designs were considered and rejected because of the extreme variety of job titles and descriptions of area school administrators. It was decided to include all administrators listed in the directory. Each area school superintendent was asked to verify the list and to make corrections based on what was considered to be his administrative staff. That composite list then became the list to be queried. The population of the administrator group was 123.

The sampling design for the faculty group was considerably more complicated. It was decided, after considering alternate designs, to design a sample based on proportion criteria. It was determined that 400 faculty, approximately one-fourth of the population, should be sampled. The statistical rule of ten to fifteen minimum respondents per factor analysis variable was used. The rule could not apply to the board and administrator groups because the population was 123 in each case.

The sampling design for the faculty group was based on data taken from the IPSED listing collected in the fall of 1971. (Iowa Department of Public Instruction, 1971d) There were 1,273 instructors and teacher/coordinators reported on the computer listing. Of that total, 524 or 41.16 per cent were teaching in the arts and sciences area and 749 or 58.83 percent were teaching in the vocational-technical area.

The procedure to determine the faculty sample was:

1. Determine

- a. total Iowa faculty population
- b. faculty population per area school
- c. faculty population per attendance center
- d. arts and sciences faculty population per attendance center
- e. vocational-technical faculty population per attendance center
- f. size of faculty sample using statistical rule of ten to fifteen per factor analysis variable (a sample size of 400 was determined)

2. Calculate:

a. percentage of faculty per area school

$$= \frac{\text{faculty population per area school}}{\text{total Iowa faculty population}}$$

b. sample size by area

$$= (\text{percentage of faculty per area school}) (400)$$

c. percentage of area faculty per attendance center

$$= \frac{\text{attendance center faculty population}}{\text{faculty population per area school}}$$

d. sample size per attendance center

$$= (\text{percentage of area faculty per attendance center}) (\text{sample size by area})$$

3. Determine the arts and sciences sample size per area:

a. percentage of arts and sciences faculty per attendance center

$$= \frac{\text{arts and sciences faculty population per attendance center}}{\text{faculty population per attendance center}}$$

b. arts and sciences faculty sample size per attendance center

$$= (\text{percentage of arts and sciences faculty per attendance center}) (\text{sample size per attendance center})$$

4. Determine the vocational-technical sample size per area:

a. percentage of vocational-technical faculty per attendance center =

$$\frac{\text{vocational-technical faculty population per attendance center}}{\text{faculty population per attendance center}}$$

b. vocational-technical faculty sample size per attendance center

$$= (\text{percentage of vocational-technical faculty per attendance center}) (\text{sample size per attendance center})$$

The sampling design yielded a total arts and sciences sample of 165 and a total vocational-technical sample of 235 drawn from twenty-four attendance centers. The Department of Public Instruction recently reported that there were twenty-five area school attendance centers in Iowa. That report did not consider Northeast Iowa Area Vocational-Technical School, South Campus (Dubuque) as a separate attendance center. (Iowa, Department of Public Instruction, 1971a, pp. 1-4) It was recommended by the Department of Public Instruction, Area School and Career Education Branch, that Iowa Lakes Community College (North and South Campus) also be considered one entity for this study. Table 1 reports the sample size data for each attendance center.

Selection of the Sample

Based on the sampling design, the Iowa State University Computation Center, generated a set of pseudo-random numbers utilizing the RANDU program. (International Business Machines Corporation, 1968) The appropriate individual faculty were then selected from the IPSED listing using those numbers.

Collection of the Data

The questionnaires for all three sample groups were delivered to the appropriate area school to be distributed by their campus mail system. In most cases, the

Table 1. Sample of arts and sciences and vocational-technical faculties in Iowa area school attendance centers

Area School Designation	Arts and Sciences		Vocational-Technical	
	Sample	Population	Sample	Population
I Northeast Iowa Area Vocational-Technical school ^a	0	0	14	43
II North Iowa Area Community College	14	45	8	26
III Iowa Lakes Community College ^b	12	38	6	18
IV Northwest Iowa Vocational School	0	0	8	26
V Iowa Central Community College				
Fort Dodge Campus	14	46	13	41
Webster City Campus	6	20	1	1
Eagle Grove Campus	5	15	1	4
VI Merged Area VI				
Marshalltown Community College	12	38	4	12
Ellsworth Community College	12	38	3	11
VII Hawkeye Institute of Technology	0	0	23	72
IX Eastern Iowa Community College District				
Clinton Campus	8	24	3	11
Muscatine Campus	9	28	3	9
Davenport Campus	0	0	13	40
X Kirkwood Community College	18	59	36	114

^aThe Dubuque attendance center was not sampled separately.

^bThe Emmetsburg attendance center was not sampled separately.

Table 1 (Continued)

Area School Designation	Arts and Sciences		Vocational- Technical	
	Sample	Population	Sample	Population
XI Des Moines Area Community College				
Ankeny Campus	10	33	27	86
Boone Campus	6	19	2	6
XII Western Iowa Tech	0	0	17	54
XIII Iowa Western Com- munity College				
Council Bluffs Campus	4	13	20	64
Clarinda Campus	8	24	2	7
XIV Southwestern Com- munity College	5	16	4	14
XV Indian Hills Com- munity College				
Ottumwa Campus	0	0	15	48
Centerville Campus	6	18	2	8
XVI Burlington Community College				
Burlington Campus	10	32	9	29
Keokuk Campus	6	18	1	5
Total	165	524	235	749

questionnaires were mailed directly by the area school office to the board of directors.

All respondents were instructed to mail their completed questionnaire to the investigator. Two direct mail follow-ups were anticipated and completed. The returns for each group were: (1) 87 directors, (2) 111 administrators, (3) 311 faculty. (See Appendix, pp. 184-190)

Treatment of the Data

The responses from the completed questionnaires were coded and transferred directly from the questionnaire to data cards. A standard computer program was then used to print out descriptive summary data i.e., percentage, accumulative percentage, mean and standard deviation. All statistical tests were evaluated at the .05 level.

The demographic data were analyzed for the purpose of describing the sample groups. The faculty group was asked to respond to a list of selected personal values. Responses were divided between the arts and sciences and the vocational-technical faculty members. The responses of the two groups were analyzed using single analysis of variance. (Kennedy and Stein, 1971)

The three sample groups were requested to give their opinions, on the types of organizations that should represent area school faculty, if collective bargaining is allowed in Iowa. The responses were analyzed using the chi-square technique, testing for differences among the three groups. Post hoc comparisons using chi-square analysis were calculated for: (1) board and administrator group differences, (2) board and faculty group differences, (3) administrator and faculty group differences. (Edwards, 1968, pp. 58-65)

Each respondent was requested to indicate the issues that should or should not be included in a collective bar-

gaining contract. The chi-square technique was used to test for group differences. Corrections were made in the coding to allow all data to be utilized. On a post hoc basis, the chi-square procedure was used to test for differences between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups. (Edwards, 1968, pp. 58-65)

Each of the three groups responded to the effectiveness of selected groups in influencing certain policy-making areas. A multiple-classification analysis of variance was used to test for main effects. The responses were not analyzed for interactions because of economic and program feasibility. (Kennedy and Stein, 1971) The response structure provided for a coding conversion that allowed all data to be used.

Each respondent was asked to respond to questions regarding several activities relating to collective bargaining. Chi-square tests for significant differences among the groups were computed. A post hoc chi-square analysis was also computed for differences between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups. (Edwards, 1968, pp. 58-65)

The three groups were requested to respond on the importance of selected influences in the development of collective bargaining in Iowa. Responses were analyzed using

a F test procedure to test for significant differences among the groups. (Chamberlain and Jowett, 1970) The response structure provided for a coding conversion that allowed for the use of all data. On a post hoc basis, the Scheffé test was utilized to determine significant differences between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups. (Walker and Lev, 1969, pp. 303-305)

Each of the three groups responded to thirty variables relating to the influence of collective bargaining on selected faculty involvement issues in Iowa area schools. Intercorrelations among the thirty variables were computed for the three groups. The intercorrelations were then factored for the board and administrator groups using the principle components procedure. A modified "scree" criterion was used to define the factoring limit. (Rommel, 1970) The factors were rotated to a varimax definition of simple structure. An absolute value of .45 was generally used to determine the high positive and negative loadings. Exceptions were made to the rule when it was necessary to consider variable loadings below .45 in order to enhance the interpretation of the factor.

For the faculty group, the responses were sorted for arts and sciences and vocational-technical faculty.

A factor analysis, using parallel procedures, was then completed for each of the two subgroups.

CHAPTER IV.. FINDINGS

This chapter is comprised of several sections which relate the findings and analysis that resulted from the statistical treatment of the data. The major sections of the chapter are: (1) description of the sample, (2) group preferences of faculty organizations, (3) group perceptions of the contractual issues, (4) perceptions of group effectiveness in policy-making, (5) group readiness activities, (6) selected influences on collective bargaining development in Iowa, (7) factor analysis.

Description of the Sample

Board of director groups

Returns from the 123 directors included those from seventy-seven men and two women. A total of 79, or 64.23 per cent, were used in the study. They ranged in age from thirty to seventy-two years with a mean of 50.67 years.

Their occupations concentrate in the owner, manager and professional categories. The occupations of the board group are listed in Table 2.

The members of the board group reported a mean of 36 years in the county in which they currently reside. They also reported a mean of 45 years residency in Iowa. The

Table 2. Distribution of board group occupation categories and percentages

Occupation	Number of respondents	Per cent
Professional	20	25.3
Manager or executive	20	25.3
Business owner	17	21.5
Farmer	13	16.5
Retired	4	5.1
Other	5	6.4

years of residency, in both the county and state, ranged from two to seventy-two years.

A mean of 46 months of service on the area board of directors was reported by the board group. The responses ranged from one to eighty-four months of service. Of the directors responding, 44.3 per cent had served sixty months or more. Five of the board group had served since 1965. In addition, 49.4 per cent of the respondents had served on other public educational boards.

The board group reported that 64.6 per cent had earned a bachelor's degree or higher. Table 3 indicates the educational level of Iowa area school directors.

The board group reported that 45.6 per cent had grown up on a farm. Some 75.9 per cent of the respondents grew up in population centers of less than 15,000 people. They

Table 3. Distribution of board group education levels and percentages

Level	Number of respondents	Per cent
High school or less	15	19.0
Two years of college or associate degree	9	11.4
Bachelor's degree	27	34.2
Master's degree	11	13.9
Professional or Doctorate	17	21.5

indicated in 45.6 per cent of the responses, that their parents were opposed to unions. Only 16.5 per cent stated that their parents favored unions. Ten (12.7 per cent) of the board group indicated that their business or place of employment was unionized.

Administrator group

Returns from 123 administrators included those from 104 men and 3 women. A total of 107 or 87 per cent were used in the study. The administrator group ranged in age from twenty-four to sixty-six years with a mean of 43.77 years.

Each administrator was requested to indicate his decision-making level in his area school organizational structure. The fourteen area superintendents, or 13.9 per cent of the respondents, were ranked at the second decision-making level, assuming that the board of directors was at the first level.

Fifty-seven, or 53.3 per cent of the respondents reported their decision-making level as third level. Over 33 per cent indicated a lower level.

There were a variety of position titles reported by the administrator group. Fourteen, or 13.8 per cent, of the superintendents responded to the questionnaire. Ten, or 9.3 per cent, were coded as vice president, assistant superintendent or associate superintendent. Sixty-two, or 58.0 per cent of the respondents were deans or directors. Twenty-one, or 20.6 per cent, were reported in other administrative position titles. Table 4 reports the administrative experience of the administrator group.

Table 4. Mean years of administrative experience of the administrator group

Type of experience	Non-zero ^a mean years	Number of respondents
Elementary and secondary	10.31	55
Non-education	6.35	23
Other colleges	5.03	32
Present area	4.50	105

^aCalculated using data from respondents who had experience.

Ninety-two per cent of the administrator group indicated work experience outside of teaching and school administration. Seventy-two per cent of the respondents reported non-educational work experience of six years or less.

In terms of mobility, the administrator group reported a mean of 5.16 places worked. Nine respondents had worked at ten or more places. In addition to the mobility element, 14 per cent indicated that they were presently working toward an advanced degree.

A number of administrators have had direct association with unions. Forty per cent had worked in businesses or institutions that were unionized. Thirty-five per cent of the respondents reported association with business unions. Only three per cent had association with an educational union.

The members of the administrator group were asked to respond to a question relating to their parents' attitude toward unions. They indicated in 38.3 per cent of the responses that their parents were opposed to unions. A smaller quantity, 27.1 per cent, responded that their parents favored unions. Over 33 per cent indicated that their parents had no opinion on unions.

A large proportion of the administrator group had rural backgrounds. The respondents indicated that seventy-five, or 70.1 per cent, had grown up in an area in which the

major population center was less than 15,000 people. Forty-two, or 39.3 per cent of the respondents had grown up on a farm.

Faculty group

Of the 400 questionnaires mailed to the faculty group 291 were used in the study. There were 212 men and 79 women who responded. They ranged in age from twenty-two to sixty-nine years of age with a mean of 39.18 years. Table 5 describes the age of the faculty group.

Table 5. Distribution of faculty group age categories and percentages^a

Age	Number of Respondents	Per cent
21-30	56	19.32
31-40	121	41.72
41-50	65	22.41
51-60	42	14.48
61 and over	<u>6</u>	2.07
Total	290	

^aOne respondent did not report age.

There were 1,273 faculty teaching in Iowa area schools in October of 1971. Of that total 524 (41.16 per cent) were teaching in the arts and sciences area and 749 (58.83 per

cent) were teaching in the vocational-technical area. The sample design proportionately selected 400 faculty, of which 165 (41.2 per cent) were teaching in the arts and sciences area and 235 (58.8 per cent) were teaching in the vocational-technical area. Of the 291 questionnaires returned, 114 (39.2 per cent) were teaching in an arts and sciences division and 169 (58.1 per cent) in a vocational-technical division. There were eight (2.7 per cent) of the respondents that indicated they were teaching primarily in an adult education division. (See Appendix, pp. 187-188)

The faculty group reported an average of 34 months of teaching in their present area school. The mean for elementary and secondary teaching experience was 30 months. The average experience at other colleges was reported as 35 months. Of the total faculty, 172 (59.1 per cent) had no elementary and secondary teaching experience and 212 (72.9 per cent) had no other collegiate instructional experience.

A large proportion (89.7 per cent) of the faculty group indicated non-teaching work experience either full-time or during the summer months. In 135 (46.4 per cent) of the responses, the faculty group reported that it had accumulated more than seven years of this type of work experience. The group had been employed at a mean of 4.72 different places including both teaching and non-teaching positions.

Table 6 reports the education levels of the faculty group.

Table 6. Distribution of faculty group education levels and percentages

Level	Number of respondents	Per cent
High school or less	33	11.3
Associate (or equivalent)	44	15.1
Bachelor	75	25.8
Master	124	42.6
Specialist	11	3.8
Doctorate	<u>4</u>	1.4
Total	291	

Nearly forty-eight per cent of the faculty respondents hold a master's degree or higher. The faculty group reported that 101 (34.7 per cent) were working toward a higher degree.

Table 7. Distribution of faculty organization memberships

Organization	Number of Respondents
National Education Association (NEA)	72
American Association of University Professors (AAUP)	14
American Association for Higher Education (AAHE)	11
American Federation of Teachers (AFT)	6
Others	<u>112</u>
Total	215

Table 7 indicates that there were 215 organization memberships reported by the respondents. Some of the faculty group reported memberships in more than one organization. The large number of "other" organizations reported in Table 7 indicated the vast number of professional discipline organizations in which area school faculty members hold memberships.

A sizable number of the faculty group had experienced contact with unions on the job. One hundred and ten, or 37.8 per cent, reported direct experience. Business union experience was indicated by 30.9 per cent of the respondents. Only 3.1 per cent had experience with an educational union. They also indicated that in 103, or 35.4 per cent, of the responses their parents were opposed to unions. A small proportion, eighty or 27.5 per cent, responded that their parents favored unions. Over 37 per cent indicated that their parents had no opinion on unions.

Each faculty member was asked to respond to an identified list of selected values. The value characteristics are reported in Table 8.

An analysis of the percentage of each response category indicated that the faculty considered: (1) personal satisfaction with my work, (2) working with students, (3) community, family and home, to be very important values. Geographic location of work was considered not important by

Table 8. Response percentages of the faculty group on selected value characteristics

Characteristic	Percentage of Importance		
	Very	Somewhat	Not
Professional growth	71.1	27.9	1.0
Salary and benefits	51.5	46.7	1.7
Community, family and home	83.5	15.1	1.4
Personal satisfaction with work	94.5	5.5	0.0
Working conditions	52.2	46.0	1.7
Geographic work location	18.9	53.6	27.5
Job security	43.3	50.1	6.5
Use of personal time	59.8	35.0	5.2
Work with students	85.6	13.4	1.0

27.5 per cent of the respondents.

A single classification analysis of variance was completed on the responses to the value characteristics, after sorting the respondents into two subgroups: (1) arts and sciences, (2) vocational-technical. Table 9 reports the F values comparing the two subgroups on each personal value.

The only value characteristic reported with a significant subgroup difference was the community, family and home value. The F value for all other characteristics was relatively low, except for job security and geographic location.

An analysis of the subgroups indicated that over 98 per

Table 9. F values comparing arts and sciences and vocational-technical faculty subgroups on selected personal values

Personal value	F value
Community, family and home	5.40*
Job security	3.67
Geographic work location	2.34
Use of personal time	0.84
Work with students	0.36
Salary and benefits	0.30
Working conditions	0.19
Professional growth	0.02

* $F_{1,277,.05} = 3.88.$

cent of both subgroups considered the community, family and home value as very important or somewhat important. The essential difference between the subgroups, was that 8.91 per cent more of the vocational-technical faculty considered this value to be very important.

Group Preference of Faculty Organizations

The three groups were asked to designate the type of organization that they would prefer to have represent the faculty, should collective bargaining be allowed in Iowa. The responses were summarized and treated using a

chi-square procedure to determine significant differences among groups on each of the organization categories. Table 10 reports the affirmative response percentages and chi-square values for each of the selected organizations.

Table 10. Affirmative group response percentages and chi-square values for selected faculty organizations

Organization	Group			χ^2 value
	Board	Administrator		
AAUP	0	1.9	3.4	- ^a
AFT	0	0.9	7.9	- ^a
NEA	5.1	4.7	14.1	10.3557 **
Independent faculty organization	41.8	32.7	16.2	24.4805 **
Faculty senate	26.6	25.2	7.6	30.2364 **
Undecided	13.9	20.6	26.5	5.99 *
Dual role	11.4	8.4	21.6	11.8232 **
Other	0	1.9	2.4	- ^a

^aNot analyzable.

*
 $\chi^2_{1,.05} = 3.84.$

**
 $\chi^2_{1,.01} = 6.63.$

The chi-square values reported in Table 10 indicated the magnitude of the difference in the preferences of the groups on each of the selected faculty organizations. There was a difference beyond the .05 level among the three groups

in the undecided category. The undecided category was defined as preferring representation but being undecided on the type of representation. There were also highly significant differences beyond the .01 probability level for: (1) NEA, (2) an independent faculty organization, (3) a faculty senate, (4) a dual role; faculty senate and a bargaining organization.

The responses for the AAUP, AFT and other organizations categories were not tested. The cell values for the board and administrator groups were less than five. They were assumed to represent little proportional direction, therefore, analysis was not completed.

The board and administrator groups preferred organizations that had a local dimension, principally, the independent faculty organization and the faculty senate. However, the administrator group was more undecided about which one of the organizations should represent the faculty.

The faculty group was less decisive than the board and administrator groups. The leading national organizations, AAUP, AFT and NEA, were preferred by only 25.4 per cent of the faculty group. A sizable proportion of the faculty group was uncommitted as to a specific type of organization to represent the faculty. Over 48 per cent responded that they were either undecided or preferred the dual role concept.

Table 11 presents chi-square values resulting from tests

Table 11. Chi-square values for the differences between the groups on preferences of selected faculty organizations

	Board/ Administrator χ^2 value	Board/ Faculty χ^2 value	Administrator/ Faculty χ^2 value
NEA	_a	_a	5.8964*
Independent faculty organization	0.6168	18.3895**	12.1212**
Faculty Senate	0.0015	20.0761**	21.0277**
Undecided	0.9545	4.7175*	1.1586
Dual Role	0.1840	3.5420	8.3809**
Other	_a	_a	_a

^aNot analyzable.

* $\chi^2_{1,.05} = 3.84$.

** $\chi^2_{1,.01} = 6.63$.

of post hoc differences on preferences of selected faculty organizations between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups.

Board and administrator comparisons

The post hoc group chi-square tests determined that there were no significant differences between the board and administrator groups in their preference of faculty

organizations. Chi-square values were not computed for the AAUP, AFT, NEA and other categories because of low cell frequencies.

Board and faculty comparisons

There were highly significant differences between the board and faculty groups on their preferences for the independent faculty organization and the faculty senate. The board group reported a higher preference than did the faculty group, for both the independent faculty organization and the faculty senate.

There was a significant difference between the board and the faculty groups on the undecided category. A larger proportion of the faculty group, as reported in Table 10, responded undecided. The distribution of the responses for the board group indicated a decisive preference for the independent faculty organization and faculty senate.

The chi-square test for the AAUP, AFT, NEA and other categories was not computed because of low cell values. There was no appreciable affirmative direction to the rows and columns, except for the NEA category. Preference for the NEA was expressed by 14.1 per cent of the faculty, as compared to 3.1 per cent of the board.

Administrator and faculty comparisons

The chi-square test revealed highly significant differences between the administrator and faculty groups on their preferences for an independent faculty organization, faculty senate and the dual role. Preference for the faculty senate or an independent faculty organization was expressed by 57.9 per cent of the administrator group, as compared to 23.8 per cent of the faculty group. The faculty expressed a strong preference for a combination of a faculty senate and a bargaining agent, that is, the dual role.

There was a significant difference between the two groups as to their preference for the NEA. Over 14 per cent of the faculty preferred the NEA while only 4.7 percent of the administrator group indicated preference.

Chi-square values were not calculated for the AAUP, AFT and "other" categories. The low cell frequencies indicated that neither the AAUP or AFT was a preferred organization. The other category responses did not indicate a consistent preferential pattern for any specific organization.

Group Perceptions of the Contractual
Issues

The three groups were presented a list of collective bargaining issues. The respondents were asked to assign response numbers to each of the issues using: (1) should be included in a contract, (2) undecided, (3) should not be included in a contract. The response data was summarized and treated using a chi-square procedure. The chi-square values that resulted from the tests for differences among the groups is reported in Table 12.

Table 12. Chi-square values for the differences among the three sample groups as to the inclusion or exclusion of selected contractual issues

Contractual issue	χ^2 value
Academic freedom	67.0798 **
Due process	10.9616 *
Faculty performance	11.4843 *
Working conditions	10.4784 *
Salary and benefits	-a
Curriculum development	6.6482
Faculty decision-making	19.9062 **
Work loads	56.9044 **
Professional development	17.3908 **
Student decision-making	19.7262 **
Faculty services	17.5496 **
Area philosophy	26.4906 **
Grievance procedure	5.9699

^aNot analyzable.

* $\chi^2_{4, .05} = 9.49.$

** $\chi^2_{4, .01} = 13.28.$

The chi-square tests found significant differences beyond the .05 level among the groups for the contractual issues: (1) due process, (2) faculty performance, (3) working conditions. The tests also determined that there were highly significant differences between the groups for (1) academic freedom, (2) faculty decision-making, (3) work loads, (4) professional development, (5) student decision-making, (6) faculty services, (7) area philosophy. The differences among the groups for curriculum development and grievance procedures did not produce significant chi-square values.

The data for salary and fringe benefits was not tested because of near complete agreement. The direction of the sentiments of the three groups was clearly discernible. The percentage favoring inclusion of salaries and fringe benefits in a contract were: (1) board group, 100 per cent, (2) administrator group, 95.3 per cent, (3) faculty group, 98.3 per cent.

The selected issues were then ranked on the basis of group affirmative responses to determine if there were consistent ranking patterns among the three groups. The issues perceived by the respondents to be included in a contract were:

<u>Rank of Issue</u>	<u>Board</u>	<u>Administrator issues</u>	<u>Faculty issues</u>
1	Salary and benefits	Salary and benefits	Salary and benefits
2	Due process	Due process	Work loads
3	Grievance procedures	Work loads	Professional development
4	Faculty performance Professional development	Grievance procedure Professional development	Due process
5	Work loads	Faculty performance	Grievance procedures
6	Working conditions	Working conditions	Faculty performance
7	Faculty decision-making	Faculty decision-making	Academic freedom
8	Services to faculty	Services to faculty	Working conditions
9	Area philosophy	Academic freedom	Faculty decision-making
10	Curriculum development Student decision-making	Curriculum development Area philosophy	Services to faculty
11	Academic freedom	Student decision-making	Area philosophy
12			Curriculum development
13			Student decision-making

The ranking procedure revealed that the three groups had chosen the same contractual issues for the top five ranks, with one exception. The board and administrator groups chose to include faculty performance as a top priority issue while the faculty responses placed it in sixth position.

The issues perceived by the respondents to be excluded from a contract were:

<u>Rank of Issue</u>	<u>Board</u>	<u>Administrator Issues</u>	<u>Faculty issues</u>
1	Academic freedom	Student decision-making	Student decision-making
2	Area philosophy	Area philosophy	Curriculum development
3	Student decision-making	Curriculum development	Area philosophy
4	Curriculum development	Academic freedom	Services to faculty
5	Services to faculty	Services to faculty	Academic freedom
6	Working conditions	Faculty decision-making	Working conditions
7	Faculty decision-making	Working conditions	Faculty decision-making
8	Work loads	Faculty performance	Faculty performance
9	Faculty performance	Grievance procedures	Grievance procedures
10	Grievance procedures	Work loads	Due process Professional development

<u>Rank of Issue</u>	<u>Board</u>	<u>Administrator Issues</u>	<u>Faculty issues</u>
11	Professional development	Due process Professional development	Work loads
12	Due process	Salary and benefits	Salary and benefits
13	Salary and benefits		

Again, there was general agreement among the three groups as to the issues to be excluded from a collective bargaining contract. An analysis of the response structures indicated that the board and administrator groups were somewhat more decisive than the faculty group in their decision to either include or exclude an issue from a bargaining contract.

Contrary to the large number of significant group differences, as shown in Table 12, there were striking similarities in the rankings for both the inclusion and exclusion of bargaining issues by the groups. Because of these similarities, it was decided to compute several post hoc comparisons to test for significant differences between the groups. Table 13 presents the chi-square values resulting from the comparisons of the contractual issues that were made between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and

Table 13. Chi-square values for the differences between the groups as to the inclusion or exclusion of selected contractual issues

Contractual issue	Board/Administrator χ^2	Board/Faculty χ^2	Administrator/Faculty χ^2
Academic freedom	5.9107	53.1274 **	29.2682**
Due process	5.9240	0.7396	10.3135**
Faculty performance	2.6072	10.0270 **	3.0155
Working conditions	2.2697	9.6746 **	2.4526
Salary and benefits ^a			
Curriculum development	0.7695	5.1906	2.7783
Faculty decision-making	0.3294	8.8429 *	16.2927**
Work loads	3.5410	58.2411 **	29.0903**
Professional development	0.8676	15.3158 **	8.6083*
Student decision-making	0.4004	11.4529 **	11.5538**
Faculty services	7.5605 *	16.7803 **	2.5269
Area philosophy	3.1717	18.4444 **	13.2527**
Grievance procedures	0.3508	3.4241	3.8661

^aNot analyzable.

*
 $\chi^2_{2,.05} = 5.99.$

**
 $\chi^2_{2,.01} = 9.21.$

faculty groups.

Board and administrator comparisons

The chi-square values reported in Table 13 indicated that there were no significant differences between the board and administrator groups, except on the issue of faculty services, which was significant beyond the .05 level. The percentage of affirmative responses by each of the two groups on the issue of faculty services was nearly equal. However, more than 25 per cent of the administrators responded undecided, compared to 10.1 per cent of the board group. The administrator group was also less opposed (47.7 per cent) than was the board group (63.3 per cent) to contracting faculty services.

Board and faculty comparisons

The post hoc chi-square tests for differences between the board and faculty group as indicated in Table 13, revealed significant differences on all issues, except: (1) due process, (2) curriculum procedures, (3) grievance procedures. The chi-square statistic for work loads and academic freedom, was appreciably higher than for the other issues indicating a major difference of opinion.

Highly significant differences, beyond the .01 level, existed between the board and faculty groups on: (1) academic freedom, (2) faculty performance, (3) working conditions,

(4) work loads, (5) professional development, (6) student decision-making procedures, (7) area faculty services, (8) area philosophy. There was a significant difference beyond the .05 level, between the two groups on procedures for faculty decision-making.

Generally, the faculty group response percentages indicated a higher level favoring the inclusion of a contractual issue than did the board group. The exceptions were faculty performance and student decision-making. On every contractual issue, the board was more opposed to the inclusion of an issue in a contract than was the faculty group.

Administrator and faculty comparisons

Table 13 shows significant differences between the administrator and faculty groups on more than half of the contractual issues. However, generally there was a greater difference between the board and faculty groups than between the administrator and faculty groups.

Highly significant differences beyond the .01 level, existed between the administrator and faculty groups on: (1) academic freedom, (2) due process, (3) faculty decision-making, (4) work loads, (5) student decision-making, (6) area philosophy. A significant difference beyond the .05 level existed on the contractual issue of professional

development procedures.

An analysis of the group response indicated, the greatest differences to be over the inclusion of academic freedom and work load issues. Over 56 per cent of the administrator group preferred that academic freedom be excluded from a contract, while only 29.2 per cent of the faculty group responded in favor of exclusion.

Over 72 per cent of the administrator group preferred to include work loads in a contract. Eighty-nine per cent of the faculty group favored including work loads. The faculty group was more undecided than the administrator group on all but two of the issues: (1) salaries and benefits, (2) work loads.

Perceptions of Group Effectiveness in Policy-Making

Each respondent was requested to indicate his opinion regarding the current effectiveness of nine selected groups, as to their influence on six different policy-making areas within his school. (See Appendix, p. 202) The response categories were: (1) very effective in influencing policy-making, (2) somewhat effective in influencing policy-making, (3) undecided, (4) seldom effective in influencing policy-making, (5) not effective in influencing policy-making. The respondents were instructed to indicate

if they believed themselves to be uniformed. Consequently, as a means of utilizing all of the data, unmarked items were coded as undecided for the statistical treatment.

Each questionnaire contained fifty-four coded items in this section. The responses were analyzed using a multiple-classification analysis of variance procedure. This procedure was preferred over an alternate method of visually selecting the highest mean differences and treating them with t tests. The analysis of variance procedure was only used to test for sources of variance due to main effects and error. It was decided not to test for interaction because of the magnitude of the statistical procedure and economic criteria. Table 14 reports the analysis of variance data and F ratios for the group perceptions.

Table 14. Analysis of variance of group perceptions of the current effectiveness of selected groups and their influence on policy-making areas

Source	Degrees of Freedom	Sum of Squares	Mean Square	F
Total	25757	50864.08		
Sampling groups	2	729.40	364.70	187.36**
Policy-making areas	5	7.56	1.51	0.78
Influence groups	8	22.76	2.84	1.46
Residual	25742	50107.31	1.95	

** $F_{2, \infty, .01} = 4.60$.

The analysis of variance procedure as reported in Table 14, revealed that the sample group source differences were highly significant beyond the .01 level with degrees of freedom of 2 and 25,742. The F values for the policy-making areas and influence groups were not significant.

The unusually high degrees of freedom for the error term is comprehensible when the magnitudes of the data are considered. The total degrees of freedom were computed as the total number of respondents minus one. There were 477 responses, each including 54 responses which total 25,758 which is the total number in the sample.

The groups were then examined for significant mean differences between the groups using a t test procedure. The degrees of freedom for the t tests was computed using weighted pooled variance.

The F test conversion ($F_1 = t^2$) was computed for the board and faculty groups and the administrator and faculty groups. The t test was computed for the board and administrator groups as outlined by Snedecor and Cochran. (Snedecor and Cochran, 1967, p. 491)

The t values for the mean differences between the groups were found to be highly significant beyond the .01 level for the: (1) board and administrator groups, (2) board and faculty groups. There was no significant mean difference between the administrator and faculty groups.

Group Readiness Activities

Each respondent was requested to indicate by a yes or no response, whether he had engaged in any of several selected activities relating to collective bargaining in the past twelve months. The responses were summarized for each group and tested for differences among the groups using a chi-square procedure. Table 15 reports the affirmative group response percentages and chi-square values for each of the selected group readiness activities.

Table 15. Affirmative group response percentages and chi-square values for selected group readiness activities

Activity	Board	Group Administrator	Faculty	χ^2 value
Discussed at area school	83.5	79.4	68.0	10.3713**
Written to a legislator	8.9	6.5	7.2	0.3754**
Casually read	86.1	94.4	81.1	10.8877**
Well informed	29.1	23.4	12.4	15.1526**
Discussed at other area schools	39.2	53.3	26.5	25.7589**
Attended meeting	35.4	25.2	7.9	42.4051**
Visited legislator	46.8	15.9	10.3	57.4155**
Visited legislature	10.1	1.9	0.3	- ^a

^a2 cells less than 5.

**
 $\chi^2_{2, .01} = 9.21.$

There were highly significant differences among the groups on all selected activities, except "writing to a legislator". A casual viewing of Table 15, indicates the most frequent levels by each group were: (1) casually read, (2) discussed at area school. Writing to a legislator is apparently not considered, by any group, to be the preferred activity.

The responses for visited the legislature were not tested because of low cell frequencies. The infrequency of responses seems to imply that, even though the board group had visited the legislature most frequently, none of the three groups have used this activity extensively as a means of expressing their opinions. Only one faculty member, two administrators and nine board members reported that they had visited the legislature while in session.

The large number of highly significant differences among the groups on collective bargaining readiness activities reported in Table 15, were investigated further. Several post hoc chi-square tests were then calculated for differences between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups. Table 16 reports the chi-square values for the differences between the groups as to selected collective bargaining readiness activities.

Table 16. Chi-square values for the differences between the groups as to selected collective bargaining readiness activities

Activity	Board/ Administrator χ^2	Board/ Faculty χ^2	Administrator/ Faculty χ^2
Discussed at area school	0.2686	6.5667*	4.4077*
Written to legislator	0.0969	0.0626	0.0001
Casually read	2.8499	0.7377	9.6525**
Well informed	0.5131	11.7755**	6.4630*
Discussed at other area schools	3.0481	4.3109*	23.9942**
Attended meeting	1.8107	37.3685**	19.8409**
Visited legislator	19.6503**	53.4640**	1.8328

$$* \chi^2_{1,.05} = 3.84.$$

$$** \chi^2_{1,.01} = 6.63.$$

Board and administrator comparisons

The chi-square tests indicated no significant differences between the board and administrator groups except for "visiting a legislature", but the board group generally responded on each activity at a higher level than the administrator group. The two exceptions were: (1) casually read, (2) discussed at other area schools.

Board and faculty comparisons

There were highly significant differences beyond the .01 level, between the board and faculty groups for (1) well-informed, (2) attended meetings, (3) visited a legislator. As in previous comparisons the board group responded affirmatively on each activity more frequently than the faculty group.

The chi-square tests indicate two significant differences beyond the .05 level between the board and faculty. These were: (1) discussed in area school, (2) discussed at other schools. The board group, as indicated in Table 15, was also more involved in local discussions at its area school than was the faculty. The board group also reported more discussion than the faculty with personnel from other area schools.

Administrator and faculty comparisons

Table 16 reports that in all but two activities, the chi-square tests between the administrator and faculty groups indicated either significant or highly significant results. The two exceptions were: (1) writing to a legislator, (2) visited a legislator. In all activities where significant differences were found, the administrator group was more active than the faculty group in collective bargaining.

Table 15 also indicates that the most notable differences

between the administrator and faculty groups were in the areas of discussion with other area school personnel and attending meetings. In both categories the administrator group reported higher participation levels than did the faculty.

Selected Influences on Collective Bargaining Development in Iowa

Each respondent was asked his opinion regarding the effectiveness of selected influences that may be important in the development of collective bargaining in Iowa. The respondents replied on a five-point Lickert type scale: (1) a very important influence, (2) somewhat important as an influence, (3) undecided, (4) seldom important as an influence, (5) not important as an influence. The responses were summarized and treated for differences among the groups on each of the selected influences using an analysis of variance procedure.

Table 17 reports that there were highly significant differences among the groups, beyond the .01 level, for: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors, (4) leadership of the Department of Public Instruction, (5) extent of faculty participation in decision-making. There was a significant difference between the groups, beyond the .05 level, for militance of faculty as an influence on collective bargaining development in Iowa.

The analysis of variance procedure did not reveal significant differences for: (1) local faculty organization leadership, (2) action of the federal government,

Table 17. F values for the differences among the groups as to the importance of selected influences on collective bargaining development

Influence	F value
Passing an Iowa public employee negotiations law	8.1201**
Leadership of local administrators	7.6018**
Leadership of local directors	6.3318**
Leadership of the Department of Public Instruction	5.8435**
Extent of faculty participation in decision-making	4.9627**
Militance of faculty	3.4454*
Local faculty organization leadership	2.4012
Action of Federal government	2.1854
Legislative attitudes on financing higher education	2.1010
Leadership of state and national faculty organizations	1.5814

$$* F_{2,474,.05} = 3.02.$$

$$** F_{2,474,.01} = 4.66.$$

(3) legislative attitudes on financing higher education, (4) leadership of state and national faculty organizations. The direction of the group responses indicates that each group thought these were important influences in the development of collective bargaining in Iowa's area schools.

For each of the significant differences reported in Table 17, it was decided that further investigation was required to determine the differences between the: (1) board and administrator groups, (2) board and faculty groups, (3) administrator and faculty groups.

Since there were significant differences among the groups, it was decided that these differences would be further tested using a Scheffé method, as outlined in Walker and Lev, that would produce confidence intervals to be tested at the .05 level. (Walker and Lev, 1969, p. 304) The degrees of freedom for the test were the same as those used for the F test reported in Table 17. The F value taken from a standard table was $F_{2,474,.05}=3.02$. The test procedure produced means for the two groups being tested, as well as an upper and lower confidence limit. When one limit was found to be positive and one negative the difference was considered to be nonsignificant. When both limits were positive or negative the difference was considered significant.

Board and administrator comparisons

Table 18 reports the influences on collective bargaining development that were significantly different, at the .05 level, for the board and administrator groups.

Significant differences in the two group opinions appear to exist regarding the areas of: (1) militance of

Table 18. Scheffé test of board and administrator groups differences as to the importance of selected influences on collective bargaining development

Influence	Board mean	Administrator mean	Lower limit	Upper limit
Militance of faculty	2.8101	2.3738	0.0032	0.8693*
Leadership of the Department of Public Instruction	2.2025	2.7383	-0.9742	-0.0974*

$$*F_{2,474,.05} = 3.02.$$

faculty, (2) leadership of the Department of Public Instruction. The administrators and directors appear to be in substantial agreement on other matters accorded to the Scheffé test procedure.

An analysis of the board group responses for militance of the faculty were evenly distributed. The administrator group tended to place greater emphasis on the militance of faculty. The Department of Public Instruction was considered to be a more important influence by the board group than by the administrator group.

Board and faculty comparisons

Table 19 reports the opinions regarding influences on collective bargaining development that were significantly different, at the .05 level, for the board and faculty.

Table 19. Scheffé test of board and faculty group differences as to the importance of selected influences on collective bargaining development

Influence	Board mean	Administrator mean	Lower limit	Upper limit
Passing an Iowa public employee negotiations law	1.3291	1.6117	-0.5302	-0.0349*
Leadership of local administrators	1.7342	2.2131	-0.8216	-0.1361*
Leadership of local directors	1.8228	2.2405	-0.7705	-0.0651*

$$*F_{2,474,.05} = 3.02.$$

There were three significant differences of opinion between the board and faculty groups regarding: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors. All other selected influences on collective bargaining development reported in Table 17 were considered nonsignificant by the Scheffé test procedure.

An analysis of the board and faculty groups' responses indicated that the directors held the opinion that passing a law in Iowa was of greater importance as an influence in the development of collective bargaining than did the faculty. Over 22 per cent of the faculty group responded that they were undecided, as compared to 5.1 per cent of the board group indicating that the faculty was more undecided.

As to the influences of local administrator leadership, 87.3 per cent of the board group responded that local administrative leadership was an important influence. Only 64.3 per cent of the faculty group thought that local administrators were an important influence on the development of collective bargaining.

The members of the board group also perceived themselves to be an important influence in 82.2 per cent of the responses. The faculty reported in 20.6 per cent of the responses that local administrator leadership was an important influence in the direction of collective bargaining development. Again, the faculty group was 23.4 per cent undecided, as compared to 8.9 per cent of the board group.

Administrator and faculty comparisons

The significant differences, at the .05 level, between the administrator and faculty groups regarding their opinions on the importance of selected influences on the development of collective bargaining in Iowa, are reported in Table 20.

There were five significant differences of opinion between the administrator and faculty groups: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors, (4) leadership of the Department of Public Instruction, (5) local faculty organization leadership. All other influences reported in

Table 20. Scheffé test of administrator and faculty group differences as to the importance of selected influences on collective bargaining development

Influence	Administrator mean	Faculty mean	Lower limit	Upper limit
Passing an Iowa public employee negotiations law	1.2991	1.6117	-0.5333	-0.0919*
Leadership of local administrators	1.8878	2.2131	-0.6307	-0.0197*
Leadership of local directors	1.8972	2.2405	-0.6577	-0.0290*
Leadership of the Department of Public Instruction	2.7383	2.3265	0.0777	0.7460*
Extent of faculty participation in decision-making	1.9159	2.2749	-0.6748	-0.0433*

$$*F_{2,474,.05} = 3.02.$$

Table 17 were considered nonsignificant by the Scheffé test procedure.

The analysis of the administrator and faculty group responses indicated that the administrator group considered the influence of passing a law in Iowa, to be of greater importance than did the faculty group. Over 92 per cent of the administrator group responses considered a law very or somewhat important, as compared to 76.7 per cent of the faculty group responses.

There was little difference in the distribution of the

responses between the administrator and faculty groups on the importance of local administrator influence on the development of collective bargaining in Iowa. However, the faculty group generally considered local administrators to be less of an influence on the direction of collective bargaining than did the administrator group. The administrator group considered the local board of directors to be a more important influence on the development of collective bargaining than the faculty group.

Only 50 per cent of the administrator group responded that the Department of Public Instruction was an important influence in the development of collective bargaining, as compared to 58.0 per cent of the faculty group. The principal difference between the groups is that 31.7 per cent of the administrator group responded that the Department of Public Instruction was an unimportant influence on faculty collective bargaining, as compared to only 18.1 per cent of the faculty group.

Over 78 per cent of administrator group generally held the opinion that the extent of faculty participation in decision-making was a very or somewhat important influence on the development of collective bargaining in Iowa, whereas 60.8 per cent of the faculty group held the same opinion regarding the importance of their decision-making

participation.

Factor Analysis

The questionnaire contained thirty selected statements concerning the perceptions of boards of directors, administrators and the faculty of the influence that collective bargaining will have on Iowa area schools. Each respondent was requested to express his opinion on a five-point scale: (1) strongly agree, (2) agree, (3) undecided, (4) disagree, (5) strongly disagree.

A factor analysis procedure was used to identify those factors perceived by the groups that represent common dimensions in the perceptions of the thirty statements. Independent analyses were completed on responses for the: (1) board group, (2) administrator group, (3) arts and sciences faculty subgroup, (4) vocational-technical faculty subgroup.

A conservative approach was used in determining the factors through the use of a modified scree criterion. This criterion tends to exclude factors that might be due to statistical error, as compared to other criteria.

There were a number of factors determined for each sample group or subgroup. Generally, a loading of .45 was considered sufficient for inclusion, with the most emphasis given to the highest positive and negative loadings of marker variables.

Table 21. Varamax rotated factor loadings for the board group

Variables	Factors						h ²
	I	II	III	IV	V	VI	
1. Improve faculty leadership	.08	.20	-.30	.73	-.18	-.03	.70
2. Increase faculty decision-making effectiveness	.16	.36	-.11	.34	-.60	-.33	.75
3. Decrease administrator decision-making latitude	.07	.04	.41	-.12	-.21	-.64	.64
4. Improve communications	.16	.03	-.04	.80	.05	-.18	.70
5. Direct pressure to the legislature	.06	.58	-.05	.16	-.07	.07	.37
6. Have negative influence on current philosophy	.01	-.22	.52	-.16	-.10	-.07	.36
7. Improve educational programs	-.01	.26	-.00	.80	-.18	.06	.74
8. Decrease policy-making ability of board	.19	.11	.72	.06	.03	-.18	.60
9. Break down the traditional ideals	-.15	-.05	.62	.00	.40	-.18	.60
10. Increase teaching productivity	.02	.22	.31	.43	.18	.41	.53
11. Encourage faculty campus politics	.09	.12	.12	.15	.03	-.65	.48
12. Restrict capability to change	.12	-.40	.62	-.05	-.14	-.10	.59

Table 21 (Continued)

Variables	Factors						h ²
	I	II	III	IV	V	VI	
13. Heal the philosophical division	-.04	.02	-.22	.38	.19	-.01	.23
14. Generate more faculty discontent	-.01	.01	.55	-.15	-.21	.13	.38
15. Innovate processes for non-negotiable issues	.10	.48	-.11	.14	.53	-.02	.55
16. Encourage greater participation in curriculum	.08	.65	.00	.18	-.09	-.09	.48
17. Encourage more utilization of study committees	.20	.61	-.19	.07	.00	-.12	.47
18. Uphold academic freedom	.12	.69	.11	-.09	-.26	.16	.61
19. Improve faculty development programs	-.16	.39	-.39	.26	.09	-.11	.42
20. Increase faculty participation in administrator selection	.28	.14	.25	.05	-.67	-.12	.63
21. Concentrate heavily on salary and benefits	.49	.03	.00	.23	.03	-.23	.34
22. Provide more services to faculty	.50	.08	.23	.18	-.24	-.04	.41
23. Encourage student involvement	.63	.23	.08	-.21	-.02	.36	.63
24. Involve faculty in performance evaluation	.24	.68	-.09	.08	.20	-.14	.59

Table 21 (Continued)

Variables	Factors						h ²
	I	II	III	IV	V	VI	
25. Determine faculty participation in committee system	.61	.29	-.05	.02	.24	-.19	.56
26. Increase faculty financial planning participation	.61	.32	-.01	-.01	-.02	.07	.48
27. Generate new issues	.42	.01	.20	.15	.22	.32	.39
28. Increase faculty calendar determination	.65	-.04	.10	.00	-.22	.01	.48
29. Simplify expression of grievances	.65	.05	-.13	.16	.05	-.21	.52
30. Establish academic and graduation standards	.53	.04	.09	-.07	-.24	.03	.35
Percent of variance per factor	11.09	10.77	9.01	8.94	6.35	5.69	51.86

Board group factor analysis

The board group factor analysis displayed a complex set of attitudes toward the thirty items that were factorally analyzed. There were six rotated factors that accounted for 51.86 per cent of the total variance as shown in Table 21. The six factors and their variable loadings on each factor are discussed in the following paragraphs.

Factor I The variables that loaded on this factor were all positive loadings. The combinations of variables accounted for 11.09 per cent of the variance. The variables that loaded on Factor I were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
28	Increase faculty calendar determination	.65
29	Simplify expression of grievances	.65
23	Encourage student involvement	.63
25	Determine faculty participation in committee system	.61
26	Increase faculty financial planning participation	.61
30	Establish academic and graduation standards	.53
22	Provide more services to faculty	.50
21	Concentrate heavily on salary and benefits	.49
27	Generate new issues	.42

The board group appears to believe that collective bargaining will increase the faculty's influence in the area school. The board group seems to be more practical than philosophical about these variables. A combination of board group's experience and talent, along with their distance from the local operation may be reflected in this factor. Factor I was called an influence factor.

Factor II Factor II accounted for 10.77 per cent of the variance. The variables that loaded on the factor were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
18	Uphold academic freedom	69
24	Involve faculty in performance evaluation	68
16	Encourage greater participation in curriculum	65
17	Encourage more utilization of study committees	61
5	Direct pressure to the legislature	58
19	Improve faculty development programs	39

Factor II implied direct involvement by the faculty, as a result of collective bargaining. The elements of this factor pointed to a higher level of concern than the practical concerns revealed by Factor I. Yet, Factor II should not be completely considered in a philosophical dimension. It would be expected that involvement would be apparent at all hierarchical levels, from the legislature to the local area school. Factor II was called an involvement factor.

Factor III The variables comprising this factor accounted for 9.01 per cent of the total variance. The variables that loaded on Factor III were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
8	Decrease policy-making ability of board	72
9	Break down the traditional ideals	62
12	Restrict capability to change	62
14	Generate more faculty discontent	55
6	Negative influence on current philosophy	52

The positive loadings in this factor indicated a board group attitude, that established tradition and authority will change. However, the breaking down of authority and other standards will inhibit the ability of the area school to adapt to change. Apparently, the variables and loadings indicate that collective bargaining will have some general impact on current philosophy. Because of these findings, Factor III was called a change factor.

Factor IV This combination of variables accounted for 8.94 per cent of the variance. The variables that loaded on Factor IV were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
4	Improve communications	80
7	Improve educational programs	80
1	Improve faculty leadership	73
10	Increase teaching productivity	43

Factor IV contained relatively high loadings on variables one, four and seven. To a lesser extent, variable ten also had an appreciable loading. There was an apparent attitude among the board group that collective bargaining will cause an increase in faculty leadership and teaching productivity. This perception was evidently coupled with the board group opinion that collective bargaining will tend to improve the quality of programs and communications within the area school. Factor IV was referred to as an improvement factor.

Factor V Factor V accounted for 6.35 per cent of the total variance. The variables that loaded on the factor were:

<u>Number</u>	<u>Variable</u>	<u>Related to Factor Loading</u>
20	Increase faculty participation in administrator selection	-67
2	Increase faculty decision-making effectiveness	-60
15	Innovate processes for non-negotiable issues	53

Factor V consisted of two appreciable negative loadings and one positive variable loading. The board group apparently views innovative processes for solving non-negotiable issues in opposition to the effectiveness of faculty participation in decision-making. The board group also perceived

that collective bargaining will not increase faculty participation in the selection of administrators. The board group may feel that as the faculty becomes more involved in decision-making, greater constraints will be placed on boards of directors and administrators in the formulation of solutions to issues. Because of this opinion, Factor V was called a constraint factor.

Factor VI Factor VI accounted for 5.69 per cent of the total variance. The variables loading on Factor VI were:

Number	Variable	Rotated to Factor Loading
11	Encourage faculty campus politics	65
3	Decrease administrator decision-making latitude	64
10	Increase teaching productivity	41

Factor VI implied that, as the decision-making latitude of administrators decrease and as faculty become more involved in campus politics through collective bargaining, there will be a tendency for teaching productivity to decline. The board group apparently believes that the faculty may become so concerned through collective bargaining that productivity will suffer. Factor VI was called a productivity factor.

Table 22. Varamax rotated factor loading for the administrator group

Variables	Factors						h ²
	I	II	III	IV	V	VI	
1. Improve faculty leadership	.72	.10	-.01	.24	.05	-.02	.59
2. Increase faculty decision-making effectiveness	.73	.24	.16	-.10	-.04	-.10	.64
3. Decrease administrator decision-making latitude	-.08	.73	.18	.19	.04	.23	.67
4. Improve communications	.69	.05	-.05	-.02	-.01	-.20	.52
5. Direct pressure to the legislature	.32	.05	.59	-.05	.35	.12	.59
6. Have negative influence on current philosophy	-.59	.41	-.03	-.05	.00	-.15	.53
7. Improve educational programs	.70	-.09	.01	.14	.44	-.16	.74
8. Decrease policy-making ability of board	-.23	.68	-.03	.02	.01	.00	.51
9. Break down the traditional ideals	-.62	.52	.02	-.02	.03	.05	.66
10. Increase teaching productivity	.61	-.25	-.11	.17	.46	.03	.68
11. Encourage faculty campus politics	.13	.26	-.03	-.22	.08	.54	.43
12. Restrict capability to change	-.43	.57	.23	.01	-.12	.26	.64

Table 22 (Continued)

Variables	Factors						h ²
	I	II	III	IV	V	VI	
13. Heal the philosophical division	.41	-.03	.10	.60	.21	.00	.59
14. Generate more faculty discontent	-.47	.40	-.07	-.26	-.01	.22	.51
15. Innovate processes for non-negotiable issues	.52	-.12	-.35	-.11	-.17	.37	.59
16. Encourage greater participation in curriculum	.65	.15	.02	-.11	.31	-.05	.55
17. Encourage more utilization of study committees	.81	.16	.02	-.15	-.20	.16	.78
18. Uphold academic freedom	.36	.02	-.13	-.09	-.54	.08	.45
19. Improve faculty development programs	.63	-.01	.02	.12	.12	.07	.43
20. Increase faculty participation in administrator selection	.43	.41	-.22	.24	-.17	-.07	.49
21. Concentrate heavily on salary and benefits	.01	-.10	.71	.10	-.34	.06	.67
22. Provide more services to faculty	.38	.19	.35	-.34	-.20	-.25	.51
23. Encourage student involvement	.38	.09	-.10	-.66	.23	.06	.66
24. Involve faculty in performance evaluation	.52	.01	.16	.00	-.18	.60	.68

Table 22 (Continued)

Variables	Factors						h^2
	I	II	III	IV	V	VI	
25. Determine faculty participation in committee system	.60	.18	-.03	.07	-.09	.41	.57
26. Increase faculty financial planning participation	.71	.12	.06	.00	-.19	-.23	.61
27. Generate new issues	.08	.27	.28	-.42	-.07	.01	.34
28. Increase faculty calendar determination	.50	.41	-.10	-.24	-.15	-.09	.52
29. Simplify expression of grievances	.53	.09	.20	.05	-.38	-.27	.55
30. Establish academic and graduation standards	.37	.46	-.49	-.11	-.10	-.22	.66
Percent of variance per factor	26.66	9.79	5.70	5.30	5.28	5.09	57.83

Administrator group factor analysis

The best factor analysis solution to the administrator group responses involved six factors. The factors explained a total of 57.83 per cent of the variance. The six factors and the variable loadings on each factor are discussed in the following paragraphs. Table 22 reports the factor analysis solution for the administrator group.

Factor I The variable loadings for Factor I accounted for 26.66 per cent of the total variance. The variables that loaded on Factor I were:

<u>Number</u>	<u>Variables</u>	<u>Factor Loading</u>
17	Encourage more utilization of study committees	.81
2	Increase faculty decision-making effectiveness	.73
1	Improve faculty leadership	.72
26	Increase faculty financial planning participation	.71
7	Improve educational programs	-.70
4	Improve communications	.69
16	Encourage greater participation in curriculum	.65
19	Improve faculty development programs	.63
9	Break down the traditional ideals	-.62
10	Increase teaching productivity	.61

Factor I (Continued)

<u>Number</u>	<u>Variable</u>	<u>Factor Loading</u>
25	Determine faculty participation in committee system	-.60
6	Have negative influence on current philosophy	-.59
29	Simplify expression of grievances	.53
15	Innovate processes for non-negotiable issues	.52
24	Involve faculty in performance evaluation	.52
28	Increase faculty calendar determination	.50
14	Generate more faculty discontent	-.47

Factor I was referred to as an evaluative factor, primarily because the positive variables tended to load positively and the negative variables loaded on the negative pole. The attitudinal component of the administrator group evaluative dimension is somewhat complicated by the number of variables that loaded on the factor. The administrator group tends to be decisively favorable or unfavorable to given collective bargaining issues.

Factor II The rotated solution for Factor II accounted for 9.79 per cent of the variance. The variables that loaded on Factor II were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
3	Decrease administrator decision-making latitude	.73
8	Decrease policy-making ability of board	.68
12	Restrict capability to change	.57

The administrator group perceived a decreasing decision-making latitude for administrators and boards of directors, as a result of collective bargaining. It viewed this decrease in decision-making latitude, as being tied to their ability to adapt to change. Factor II was referred to as a decision-making factor.

Factor III Factor III accounted for 5.70 per cent of the total variance. The three variables that had appreciable loadings on this factor were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
21	Concentrate heavily on salary and benefits	.71
5	Direct pressure to the legislature	.59
30	Establish academic and graduation standards	-.49

Factor III consisted of variables five and twenty-one which loaded positively. Variable thirty had a negative load. If one disregarded variable thirty, the analysis would be resolved by relating the effect of collective bargaining to monetary rewards and the source of funds.

It was decided that the attitudinal dimension identified by the low negative loading on variable thirty would be considered a mechanical element in the analysis. It apparently represents the opposite pole of the monetary dimension. Based on this assumption, Factor III was called a monetary factor.

Factor IV Factor IV accounted for 5.30 per cent of the variance. The variables that loaded on Factor IV were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
23	Encourage greater student involvement	-.66
13	Heal philosophical division through collective bargaining	.60

On Factor IV, variables thirteen and twenty-three load with a similar magnitude, but on opposite poles. Collective bargaining will, as perceived by the administrator group, tend to be a cohesive element in helping to heal the philosophical division between the arts and sciences and vocational-technical faculty. On the other hand, it will also tend to exclude students from a policy-making function in the area school. The administrator group apparently perceived, as a reaction to a unified faculty, the exclusion of student involvement in policy-making. Factor IV was called an involvement factor.

Factor V This factor accounted for 5.28 per cent of the variance extracted by this solution. The two variables that loaded moderately on Factor V were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor loading</u>
18	Uphold academic freedom	-.54
10	Increase teaching productivity	.46

Factor V implied a concern, that as academic freedom increases, there will be a decline in performance and quality in the classroom. The concept of academic freedom may be an unclear perceptive dimension of the administrator group. Factor V was called a faculty performance factor.

Factor VI Factor VI accounted for 5.09 per cent of the variance. The two variables loading on Factor VI were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
24	Involve faculty in performance evaluation	.60
11	Encourage faculty campus politics	.54

Factor VI related to the impact of faculty involvement. The administrator group perceived that faculty participation in the development of performance rationale was co-varied with the faculty's campus political activity level. Factor VI was called a performance factor.

Arts and sciences faculty subgroup factor analysis

It was decided that the factor analysis for the faculty group should be accomplished in two phases. The arts and sciences faculty subgroup was sorted from the vocational-technical faculty and the data were submitted to factor analysis. Table 23 reports the factors for the arts and sciences faculty subgroup.

The best solution for the arts and sciences faculty subgroup involved three factors which explained 48.96 per cent of the variance. The factors and the variables loading on each factor are discussed in the following paragraphs.

Table 23. Varamax rotated factor loading for the arts and sciences

Variables	Factors			h^2
	I	II	III	
1. Improve faculty leadership	.71	-.08	.08	.52
2. Increase faculty decision-making effectiveness	.75	-.10	-.03	.57
3. Decrease administrator decision-making latitude	.20	.51	-.13	.32
4. Improve communications	.74	.09	-.01	.56
5. Direct pressure to the legislature	.42	.12	-.29	.28
6. Have negative influence on current philosophy	-.65	.30	.06	.52
7. Improve educational programs	.74	.02	.34	.66
8. Decrease policy-making ability of board	-.11	.72	-.17	.55
9. Break down the traditional ideals	-.72	.39	-.13	.68
10. Increase teaching productivity	.68	.01	.42	.64
11. Encourage faculty campus politics	.44	.47	.09	.42
12. Restrict capability to change	-.62	.44	-.12	.59

Table 23 (Continued)

Variables	Factors			h^2
	I	II	III	
13. Heal the philosophical division	.32	.32	.10	.21
14. Generate more faculty discontent	-.73	.35	-.03	.66
15. Innovate processes for non-negotiable issues	.56	.01	-.10	.33
16. Encourage greater participation in curriculum	.76	.11	.13	.61
17. Encourage more utilization of study committees	.73	.06	.12	.56
18. Uphold academic freedom	.60	-.13	-.16	.40
19. Improve faculty development programs	.72	-.06	-.05	.53
20. Increase faculty participation in administrator selection	.60	.26	.03	.42
21. Concentrate heavily on salary and benefits	.01	.08	-.69	.48
22. Provide more services to faculty	.60	-.01	-.32	.46
23. Encourage student involvement	.58	.18	.18	.40

Table 23 (Continued)

Variables	Factors			h^2
	I	II	III	
24. Involve faculty in performance evaluation	.55	-.07	.01	.31
25. Determine faculty participation in committee system	.70	.05	-.09	.51
26. Increase faculty financial planning participation	.64	.03	.05	.41
27. Generate new issues	.35	-.14	-.53	.42
28. Increase faculty calendar determination	.61	.18	-.30	.50
29. Simplify expression of grievances	.70	.14	-.27	.58
30. Establish academic and graduation standards	.69	.31	.01	.57
Percent of variance per factor	36.90	6.69	5.36	48.96

Factor I Factor I for the arts and sciences faculty subgroup accounted for 36.90 per cent of the variance. The variables that loaded on Factor I were:

<u>Number</u>	<u>Variable</u>	<u>Factor loading</u>
16	Encourage greater participation in curriculum	.76
2	Increase in faculty decision-making effectiveness	.75
4	Improve communications	.74
7	Improve educational programs	.74
17	Encourage more utilization of study committees	.73
14	Generate more faculty discontent	-.73
19	Improve faculty development programs	.72
9	Break down traditional ideals	.72
1	Improve faculty leadership	.71
25	Determine faculty participation on committee system	.70
29	Simplify expression of grievances	.70
30	Establish academic and graduation standards	.69
10	Increase teaching productivity	.68
6	Have negative influence on current philosophy	.65
26	Increase faculty financial planning participation	.64
12	Restrict capability to change	.62
28	Increase faculty calendar determination	.61
18	Uphold academic freedom	.60

Factor I (Continued)

<u>Number</u>	<u>Variable</u>	<u>Factor loading</u>
20	Increase faculty participation in administrator selection	.60
22	Provide more services to faculty	.60
23	Encourage student involvement	.58
15	Innovate processes for non-negotiable issues	.56
24	Involve faculty in performance evaluation	.55

Factor I was not rotated. Factor I is a general factor because the lower loads loaded high on the other factors in the solution. High loadings on this factor tended to load lower on the other factors. Factor I was called an evaluative factor because the positive variables tended to load positively and the negative variables loaded on the negative pole.

Factor II Factor II accounted for 6.69 per cent of the variance. The three variables that loaded on Factor II were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
8	Decrease policy-making ability of board	.72
3	Decrease administrator decision-making latitude	.51
11	Encourage faculty campus politics	.47

The arts and sciences faculty subgroup apparently holds a relatively consistent attitude that collective bargaining will cause a shift in power and authority. The board of directors' and administrators' authority will shift to the faculty, as it becomes more participative. This attitudinal dimension is independent of the evaluative framework defined by Factor I. Factor II was referred to as a power shift factor.

Factor III This factor accounted for 5.36 per cent of the total variance. The variables that loaded on Factor III were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
21	Concentrate heavily on salary and benefits	-.69
10	Increase teaching productivity	.42

The two variables that loaded on Factor III were at opposite poles. The arts and sciences faculty subgroup saw collective bargaining as increasing teaching productivity.

It did not believe that collective bargaining would generate new issues, in this context, or concentrate on economic issues. Economic issues have been traditionally negotiated through local faculty salary committees. Factor III was called a professional factor.

Vocational-technical faculty subgroup factor analysis

A factor analysis procedure was completed on the vocational-technical faculty subgroup. Table 24 shows the results of the factor analysis.

The analysis produced three factors which accounted for 47.44 per cent of the variance. The three factors and their variable loadings on each factor are discussed in the following paragraphs.

Factor I Factor I for the vocational-technical faculty sub-group accounted for 33.63 per cent of the variance. The variables that loaded on Factor I were:

<u>Number</u>	<u>Variable</u>	<u>Factor loading</u>
30	Establish academic and graduation standards	.74
4	Improve communications	.73
10	Increase teaching productivity	.73
16	Encourage greater participation in curriculum	.73
2	Increase faculty decision-making effectiveness	.72
17	Encourage more utilization of study committees	.72

Table 24. Varamax rotated factor loading for the vocational-technical faculty subgroups

Variables	Factors			h ²
	I	II	III	
1. Improve faculty leadership	.69	-.33	-.04	.59
2. Increase faculty decision-making effectiveness	.72	-.34	.07	.63
3. Decrease administrator decision-making latitude	.11	-.02	.67	.47
4. Improve communications	.73	-.22	-.10	.59
5. Direct pressure to the legislature	.45	-.15	.13	.24
6. Have negative influence on current philosophy	-.53	.54	.25	.64
7. Improve educational programs	.65	-.04	-.10	.44
8. Decrease policy-making ability of board	-.11	.04	.68	.48
9. Break down the traditional ideals	-.52	.39	.15	.45
10. Increase teaching productivity	.73	-.15	-.23	.61
11. Encourage faculty campus politics	.37	-.14	.06	.16
12. Restrict capability to change	-.61	.29	.30	.54

Table 24 (Continued)

Variables	Factors			h ²
	I	II	III	
13. Heal the philosophical division	.55	.15	-.02	.33
14. Generate more faculty discontent	-.55	.38	.19	.48
15. Innovate processes for non-negotiable issues	.58	.08	.12	.35
16. Encourage greater participation in curriculum	.73	.17	-.12	.57
17. Encourage more utilization of study committees	.72	.17	-.01	.54
18. Uphold academic freedom	.65	.21	.10	.48
19. Improve faculty development programs	.70	.17	.02	.51
20. Increase faculty participation in administrator selection	.59	.42	.15	.55
21. Concentrate heavily on salary and benefits	.18	.19	.39	.22
22. Provide more services to faculty	.54	.29	.19	.41
23. Encourage student involvement	.44	.59	.00	.54

Table 24 (Continued)

Variables	Factors			h^2
	I	II	III	
24. Involve faculty in performance evaluation	.63	.26	.01	.47
25. Determine faculty participation in committee system	.65	.34	.04	.54
26. Increase faculty financial planning participation	.62	.38	.09	.54
27. Generate new issues	.10	-.15	.51	.29
28. Increase faculty calendar determination	.58	-.09	.14	.36
29. Simplify expression of grievances	.68	-.30	.31	.65
30. Establish academic and graduation standards	.74	.13	-.05	.56
Percent of variance per factor	33.63	7.62	6.19	47.44

Factor I (Continued)

<u>Number</u>	<u>Variable</u>	<u>Factor loading</u>
19	Improve faculty development programs	.70
1	Improve faculty leadership	.69
29	Simplify expression of grievances	.68
7	Improve educational programs	.65
18	Uphold academic freedom	.65
25	Determine faculty participation in committee system	.65
24	Involve faculty in performance evaluation	.63
26	Increase faculty financial planning partici- pation	.62
12	Restrict capability to change	-.61
20	Increase faculty participation in administrator selection	.59
15	Innovate processes for non-negotiable issues	.58
28	Increase faculty calendar determination	.58
13	Heal the philosophical division	.55
14	Generate more faculty discontent	-.55
22	Provide more services to faculty	.54
6	Have negative influence on current philosophy	-.53
9	Break down the traditional ideals	-.52
5	Direct pressure to the legislature	.45

Factor I was not rotated, primarily because it was considered to be a general evaluative factor. The positive variables tended to load positively and the negative variables loaded on the negative pole. Factor I was called an evaluative factor.

Factor II Factor II accounted for 7.62 per cent of the total variance. The variables that loaded on Factor II were:

<u>Number</u>	<u>Variable</u>	<u>Rotated factor loading</u>
23	Encourage student involvement	.59
6	Have negative influence on current philosophy	.54

Factor II implied that the vocational-technical faculty subgroup considered collective bargaining as causing a negative influence on the philosophy of the area school. It viewed this influence as co-varying with greater student involvement in decision-making. This factor was not directly similar to any other faculty group factor. Factor II was called a philosophy factor.

Factor III Factor III accounted for 6.19 per cent of the variance. The three variables that loaded on Factor III were:

<u>Number</u>	<u>Variable</u>	<u>Rotated Factor Loading</u>
8	Decrease policy-making ability of board	.68
3	Decrease administrator decision-making latitude	.67
27	Generate new issues	.51

The positive loading of variables three and eight revealed, as a result of collective bargaining, a decrease in the board of directors' and administrators' power. Associated with this decreased power, there was a moderate positive loading on the generation of new issues by collective bargaining. Factor III was referred to as a power shift factor. This factor is strongly similar to Factor II, the power shift factor for the arts and sciences faculty.

CHAPTER V. DISCUSSION

The purpose of this study was to investigate the perceptions of boards of directors, administrators and faculties toward selected issues in collective bargaining. The direction of the study was toward the opinions of the influence that collective bargaining would have on the faculty's involvement, should a collective bargaining law be passed in Iowa. Presently, there is no such law. The collective bargaining activity that does exist in the area schools is primarily, the negotiation of salary and benefits by faculty and board committees.

The study was designed to assess the opinions of boards of directors, administrators, and a sample of faculty from the Iowa area schools. There were four objectives stated in "The Problem" chapter of this study. They were:

to determine in the groups, differences in perceptions of the level of current collective bargaining involvement.

to determine the level of agreement or disagreement of the sample groups on selected contractual areas of concern.

to study the different elements perceived by the groups sampled that will influence the development of collective bargaining in Iowa area schools.

to identify, through factor analysis, those factors perceived by the groups that represent common dimensions in the selected faculty involvement issues.

The opinions were collected by a questionnaire, treated, and analyzed. The observations that can be made from the

findings will be discussed in this chapter.

The first objective of the study was to determine differences in the perceptions of each of the three groups as to the effectiveness of each of several influences on collective bargaining involvement. There were three sections in the questionnaire that were related to this objective. These were: group preferences for the faculty organization that would best represent the faculty, if collective bargaining were allowed in Iowa; group perceptions of the current effectiveness of several segments of society that influence certain selected policy-making areas; and the extent of participation of the three groups in certain selected collective bargaining activities.

The three groups responded to a list of selected organizations that might best represent the faculty if collective bargaining became legal by Iowa law. The list included the AAUP, AFT, NEA, independent, faculty senate, dual role, undecided and other categories. The general chi-square tests for differences among the groups indicated significant differences on all of the organizations revealing that there were real differences in opinions. The post hoc chi-square comparisons between the groups showed that:

all of the differences on selected organizations between the board and administrator groups were non-significant meaning that directors and administrators seem to think alike on the matter.

there were significant differences between the board and faculty groups for the independent faculty association, faculty senate, and undecided categories indicating they thought differently on those forms of organizations.

there were significant differences between the administrator and faculty groups for the NEA, independent faculty association, faculty senate, undecided, and dual role categories indicating that these two groups also think differently about these forms of organization.

The findings show that the board and administrator groups are somewhat similar in their views of the type of organization to represent the faculty. They preferred the independent faculty organization and faculty senate. However, it is on these two organizations that there was the greatest statistical difference between the faculty group and the other two groups indicating a dichotomy that may lead to differences of opinion.

Over 48 per cent of the faculty responded that they were undecided or preferred a dual role. If one assumes that these two response categories represent a number of faculty members who are undecided as to their choice of bargaining representative, then there is a sizable uncommitted area school faculty group. The low levels of interest in the AAUP, AFT, and NEA organizations may present an added dimension to the uncommitted status of the faculty.

The findings on organizations were not clear as to the type of representation preferred by the faculty. The faculty does not appear to have a strong consensus. Even though the

NEA was preferred by 14.1 per cent of the faculty, it was preferred at a lower level by the other two sample groups. Apparently, all three groups may be exercising caution with the AAUP, AFT, and NEA organizations. That caution could be caused by national publicity regarding unionism and a feeling of parochialism in the area schools. On the other hand, the cautious attitude might be the result of apathy, primarily on the part of the administrators and faculty.

Considering the level of interest in the NEA and the uncommitted status of the faculty, one might assume that an attempt will be made to increase NEA membership in the Iowa area schools through the Iowa Faculty Association. Should an organizational effort be launched by either the AAUP, AFT, or NEA, the faculty may be receptive to that organizational effort. However, the faculty will have to be educated on the collective bargaining goals and objectives of these organizations. Apparently, changes in the programs of the three organizations, with regard to collective bargaining, have not clearly been conveyed to area school faculty.

If either the AAUP, AFT or the NEA campaign heavily in the Iowa area schools, they will probably receive little support from the board of directors or the administrators. It appears that the latter expect a decline of their power and control if any one of these organizations represent their faculty.

An analysis of variance procedure was used to test for group differences as to their perceptions of the current effectiveness of selected groups and their influence on policy-making areas. A highly significant F value, beyond the .01 level, was found for the differences between the three groups. A t test procedure also found highly significant mean differences between the board and administrator groups and the board and faculty groups. The members of the board consistently rated all the selected groups as being more effective in influencing the policy-making areas than did the administrator and faculty groups.

The F value for the source of variance due to the selected groups and the policy-making areas was not significant. The forced codings of the responses were responsible for some of the lack of significance for these two categories.

The board of directors consistently reported higher effectiveness levels for the groups that influence policy-making in the area schools. These findings may imply that the board group is far enough removed from the area school situation to view effectiveness differently than does the administrator and faculty groups. The lack of significant difference between the administrators and faculty implies some consistency in their opinions as to the effectiveness of the various groups on the policy-making areas. This finding is inconsistent with other findings in the study which

indicated that the administrators are quite inclined to have similar opinions to the directors. The difference between the board and faculty groups is consistent with other findings in the study which demonstrate a dichotomy of opinion between the two groups.

Each individual was asked to respond to eight readiness activities which indicated the level of his participation in activities related to collective bargaining. The general chi-square test among the groups produced significant differences for: (1) discussed at area school, (2) casually read, (3) well informed, (4) discussed at other area schools, (5) attended meeting, (6) visited legislator. The post hoc chi-square tests between the groups indicated that:

there was a significant difference between the board and administrator groups in the visiting a legislator category. Generally there was little difference in the involvement of the two groups.

there were significant differences between the board and faculty groups for well informed, attended meeting, visited a legislator, discussed at other area schools and discussed at area school categories indicating many differences in the involvement of the directors and faculty.

there were significant differences between the administrator and faculty groups on all but two of the activities. The two exceptions were writing to a legislator and visiting a legislator which means the two groups also differ considerably as to their collective bargaining involvement.

The board group was consistently more active in its collective bargaining participation than were the administrator and faculty groups. There were only two exceptions

to this consistently higher activity level. The administrators were more active in collective bargaining discussions at other areas schools and considered themselves more "casually read" than the board group. These observations may imply that the board is more actively concerned about collective bargaining than the other two groups. The directors have taken a more noticeably active interest in influencing legislation through discussions and visitations with legislators.

The researcher interprets this to mean that the directors' interest in collective bargaining activities is two-fold. The directors feel a strong obligation to represent the voters' interests in the area school districts. They may also interpret the voter interest as being one of maintaining current tax levels, yet supporting a quality area school program. However, the most likely reason for the board group's interest in activities may be related to collective bargaining in that they wish to protect themselves from a probable loss of power and control.

The administrator group does not statistically differ from the board group in its participation level on most activities relating to collective bargaining. The one exception is that the board group was more active in visiting with a legislator. It might be assumed that administrators are exercising some of their influence through their directors.

The faculty group appears to be less participative than the other two groups on every activity related to collective bargaining. One might conclude, from the statistical data, that the faculty is more passive than the board and administrators. Even though a sizable proportion of the faculty consider themselves casually read on the subject and have discussed the collective bargaining situation locally, they indicate fewer other activities. This might be viewed as apathy on the part of the faculty. If local leadership or nationally recognized organizations stimulate them to become more involved, they will tend to be less apathetic.

There may be a scalar principle in effect concerning participation in activities regarding collective bargaining. The board group was generally more active than the administrators.

The faculty's personal values may influence its interest in collective bargaining. The faculty group responses to a list of personal values indicated that all of the values were considered important, except "geographic location of work". The values of: "community, family, and home"; "personal satisfaction with work"; and "work with students" were the highest reported values.

An analysis of variance procedure determined that the only significant difference between the arts and sciences and vocational-technical faculty subgroups was the category

of "community, family, and home". The vocational-technical subgroup considered this personal value to be more important.

It might appear from the data on important personal values that the teachers are conservative. The highest rated values give support to this implication. However, it is very difficult to assess the impact of personal values on the findings of this study.

The second objective of the study was to determine differences in the opinions of the three groups as to selected areas of contractual concern. A section in the questionnaire elicited opinions on thirteen selected issues as to whether they should be included in a contract.

A chi-square test indicated that there were significant differences on ten of the thirteen issues. The post hoc chi-square test for differences between the groups determined that:

there were no significant differences between the board and administrator groups except for faculty services indicating that the two groups tend to think alike on these issues.

all issue differences were significant for the board and faculty group except for due process, curriculum development procedures, and grievance procedures indicating differences of opinion on the issues.

all issue differences were significant for the administrator and faculty groups except for faculty performance, working conditions, curriculum development, faculty services and grievance procedures indicating that the faculty and administrators also differ on the issues.

The analysis of the data for the three groups regarding the inclusion or exclusion of the contractual issues again demonstrates the dichotomy between the faculty group and the other two groups. The number, as well as the magnitude of the differences, support this relationship. The opinions may be classified in two distinct categories, one for and one against.

The greatest opinion differences between the board and faculty groups were on the issues of academic freedom and work loads. The faculty group generally favored the inclusion of an issue in a contract at a higher response level than did the directors. In general the board group favored the consideration of a small number of issues in a contract, while the faculty favored including more issues. The directors might be considered to be fundamentally opposed to collective bargaining.

There were a number of significant differences between the administrator and faculty groups. However, the magnitude of these differences generally were not as great as those between the board and faculty groups. This may imply that administrators and teachers are more familiar with the internal issues within the area school organization.

The board and administrator groups do not appreciably differ from one another, except on the issue of services to faculty. They both responded positively for the inclusion of such services in a contract. The primary difference

between the groups was that the administrators were more undecided and less opposed to contracting such services than was the board group. On many issues, the position within the organization structure somewhat bonds the board and administrator group together in opposition to the faculty.

The data shows that there is little difference of opinion among the groups over the issues of salary, benefits and grievance procedures. This general agreement is substantiated by the tradition of faculty salary committees negotiating with area boards of directors.

A ranking of the issues by percentage of affirmative response indicated that there was general agreement as to the issues to be included or excluded from a contract. This agreement appears to be contrary to the large number of statistical differences found on the contractual issues. The two contrary findings point out the differences in the levels of the perceptions of each group. The chi-square tests were sensitive enough to point out the difference when the ranking procedure did not.

These data seem to indicate that the lack of agreement revolves around noneconomic issues, rather than around salary benefits. The most significant non-economic issue was academic freedom. The reason for the significance of academic freedom is difficult to ascertain. However, the wide difference of opinion is probably related to encroach-

ment on the authority of the board and administrators. They see academic freedom as building independence in the faculty.

The third objective of the study was to determine differences in the opinions of the three groups as to the importance of selected influences on the development of collective bargaining in Iowa area schools. The influences were: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors, (4) leadership of the Department of Public Instruction, (5) extent of faculty participation in decision-making, (6) militance of the faculty, (7) local faculty organization leadership, (8) action of the federal government, (9) legislative attitude on financing higher education, (10) leadership of state and national faculty organizations. All of the selected influences were considered important in varying degrees by all three groups.

An analysis of variance procedure found significant results for all of the influence categories except: (1) local faculty organization leadership, (2) action of federal government, (3) legislative attitudes on financing higher education, (4) leadership of state and national organizations.

Using the Scheffé test, significant differences were found between the board and administrator groups on faculty militance and the leadership of the Department of Public Instruction. The administrator group placed more emphasis on

faculty militance and less importance on the Department of Public Instruction than did the board group. The familiarity of area school administrators with the faculty and the Department of Public Instruction apparently influences this finding.

There were three influences that were significantly different between the board and faculty groups. They were: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors. Considering the board group's legislative activity level it is not surprising that the group would be very concerned over the influence of a statute law. The board group also considered local administrator and board of director leadership to be of more influential than did the faculty group.

There were five significant differences between the administrator and faculty groups. They were: (1) passing an Iowa public employee negotiations law, (2) leadership of local administrators, (3) leadership of local directors, (4) leadership of the Department of Public Instruction, (5) local faculty organization leadership. The administrators generally considered these influences to be more important than did the faculty.

Of the three groups the administrator group has the highest level of interaction with the Department of Public Instruction. This might explain why they do not consider the

Department of Public Instruction to be as strong an influence on the development of collective bargaining as do the other two groups.

The difference, between the administrators and faculty on the importance of local faculty organization leadership, implies that the administrators might expect to see increased organization of the faculty in the future. The faculty may also lack confidence in their present local faculty organization and its leadership.

The major differences in opinions, as reported in Table 17, raise questions relative to the power being exerted by each of the selected influences on collective bargaining development. They seem to relate to vested interest groups, mainly: (1) the legislature, (2) the administrators, (3) the directors, (4) the Department of Public Instruction. Each of these groups has a primary concern for the direction of collective bargaining for faculty in Iowa. The position of each group within the area school organization apparently affects its opinion as to the influences that are giving direction to the development of collective bargaining in Iowa.

The researcher interprets the findings on the opinions on important influences on collective bargaining in Iowa area schools to be both economic and political. The lack of decisiveness by the faculty implies that it may be cautious or apathetic about collective bargaining. All three groups

apparently recognize that a significant change would take place in the area schools should a collective bargaining law be passed by the Iowa legislature. Yet, if the attitude of the legislature is one of financial austerity, it may cause the faculty to become more interested in collective bargaining, with or without legal sanction. On the other hand, the legislature may view, as a result of collective bargaining, increased area school operational costs and diminished control by the local board of directors.

The findings might imply that the teachers envision greater security through collective bargaining. This security may be economic in nature. Most probably, it is the security that they seek which will result only from negotiations.

Lastly, the developing nature of Iowa area schools also has implications for this study. Until each individual area school crystalizes its view of the future, changing roles and directions will be a constant phenomenon. These changes will probably add to the uncertainty and uneasiness of the teachers and encourage faculty interest in collective bargaining.

The fourth objective of the study was to identify, through factor analysis, those factors perceived by the groups that represent common dimensions in the selected faculty involvement issues. Factor analysis was used to analyze the thirty variables dealing with the influence of collective bargaining

on faculty participation in decision-making.

The rotated factor analysis for the board group revealed six factors. They were: (1) Factor I, an influence factor, (2) Factor II, an involvement factor, (3) Factor III, a change factor, (4) Factor IV, an improvement factor, (5) Factor V, a constraint factor, (6) Factor VI, a productivity factor.

The six factors were primarily concerned with area school power structure and the ramification of changes in that structure due to collective bargaining. Again, the distance of the directors from the area school organization structure seems to affect their perceptions of the influence of collective bargaining on faculty involvement. The board group believes that collective bargaining will cause a decline in faculty productivity and that collective bargaining will also place constraints on traditional lines of authority and decision-making. In this sense, the directors appear to be more practical, than philosophical, about the operation of the area school.

The board group apparently expects their power to shift to the faculty. As a consequence, board members see a rise in faculty power.

The best factor analysis solution for the administrator group involved six factors. All of the factors were rotated except Factor I. The factors were: (1) Factor I, an evalua-

tive factor, (2) Factor II, a decision-making factor, (3) Factor III, a monetary factor, (4) Factor IV, an involvement factor, (5) Factor V, a faculty performance factor, (6) Factor VI, a performance factor.

Factor I was an evaluative factor. The administrator group was generally pro or con on a majority of the variables. In the other factors the administrator group was concerned, as was the board group, about shifting power, changing roles, and greater constraints on decision-making as a result of collective bargaining. The administrator group expect collective bargaining to cause a unifying effect on the area school faculty. Collective bargaining may have been perceived by the administrator group to decrease faculty performance and increase faculty political activity. As a result of collective bargaining both the board and administrator groups may anticipate a shift of power to the faculty.

The arts and sciences faculty data were sorted from the vocational-technical faculty data and submitted to factor analysis. There has been a traditional belief that differences over collective bargaining exist between the arts and sciences and vocational-technical faculty. It could be assumed that the business and industrial experience would cause the vocational-technical faculty to be more receptive to collective bargaining than the arts and sciences faculty. Therefore,

it was decided to do an independent analysis of each of the subgroups' data.

The best factor analysis solution for the arts and sciences faculty subgroup involved three factors, of which the latter two were rotated. The three factors were: (1) Factor I, an evaluative factor (2) Factor II, a power shift factor, (3) Factor III, a professional factor.

The vocational-technical faculty responses clustered into three factors. Factors II and III were rotated. The three factors were: (1) Factor I, an evaluative factor, (2) Factor II, a philosophy factor, (3) Factor III, a power shift factor.

Factors I and II for the arts and sciences faculty subgroup were appreciably similar to Factors I and III for the vocational-technical faculty. Based on the variables and procedures used in the factor analysis, there seems to be little difference between the arts and sciences and the vocational-technical faculty subgroups. In both subgroups, there was an evaluative factor present implying that they tended to be decisively, pro or con, on the various variables. In both subgroups there was a factor that indicated that a power shift may result from collective bargaining.

On the whole, the board group was more decisive than was the administrator or faculty groups, indicating that they have apparently taken a position on collective bargain-

ing. On most matters there was little difference in perceptions between the board and administrator groups implying that their opinions were related to their position in the organization, and both may be considered a part of management.

The faculty was generally less decisive. This may indicate that many faculty members have not formed an opinion on the issues related to collective bargaining for faculty members.

The researcher perceived some desire by all groups to cooperatively work together. However, interests that are unique to each group seem to dominate and influence their opinion.

The board and faculty differences were generally more intense than those between the administrator and faculty groups. These differences may indicate that the board and faculty have the most to gain or lose from collective bargaining.

Caution should be utilized in attempting to use the findings of the study. The significant differences have been identified. However, many of the differences, while significant, are too small for predictive purposes.

CHAPTER VI. SUMMARY, CONCLUSIONS
AND RECOMMENDATIONS

This chapter contains sections devoted to a summary of the study, the conclusions, and recommendations for further study.

Summary

The purpose of the study was to investigate the perceptions of boards of directors, administrators and faculty toward selected issues in collective bargaining. The emphasis in the study was directed toward the exploration of the opinions of the respondent on the influence of collective bargaining on those issues, should a collective bargaining law become effective in Iowa for area school personnel.

A four-page questionnaire was developed to collect the necessary data. The design included: (1) all area school directors, (2) all area school administrators, as defined by the State Department of Public Instruction, (3) a random proportionate sample of faculty by attendance center. The design consisted of 646 respondents; 123 board members, 123 administrators, and 400 faculty.

Demographic data were collected from each group for the purpose of describing the respondents. There were 477 questionnaires used in the data analysis; 79 or 64.23 per cent of the

area directors, 107 or 86.99 per cent of the administrators, and 291 or 72.75 per cent of the faculty.

The first objective of the study was to determine differences in the three groups as to their perceived effectiveness in collective bargaining involvement. There were three sections in the questionnaire related to this objective.

The questionnaire elicited information from the three groups as to the preferred faculty organization if collective bargaining becomes law in Iowa. The organizations were: (1) AAUP, (2) AFT, (3) NEA, (4) independent faculty organization, (5) faculty senate, (6) undecided, (7) dual role, (8) other. Of these organizations, the chi-square test found significant results for five of the categories. The post hoc chi-square analysis determined several significant differences between the faculty group and the board and administrator groups. The board and administrators both preferred the faculty senate and independent faculty organization while the faculty was relatively uncommitted as to type of organization.

An analysis of variance procedure produced a significant F value, among the groups, on the question of the perceived effectiveness of nine influence groups and the effect of these groups on six selected policy-making categories in the area schools. The influence groups were: (1) board of directors, (2) superintendents, (3) administra-

tive staff, (4) department chairmen, (5) faculty senates or councils, (6) faculty committees, (7) advisory committees, (8) student representatives, (9) student body. The policy-making categories were: (1) curriculum, (2) instruction, (3) salary and benefits, (4) personnel policies, (5) financial planning, (6) student activities.

The post hoc t tests found that the board significantly differed from the administrators and faculty because they consistently believed the influence groups were more effective in producing change in the six categories. Further testing of the interactions was not completed due to economic and computer program restrictions.

The three groups indicated the types of activities in which they had participated in the past twelve months. They were: (1) discussed at area school, (2) written to a legislator, (3) casually read, (4) well informed, (5) discussed at other area schools, (6) attended meeting, (7) visited legislator, (8) visited legislature. There were significant chi-square values for six of the eight activities. Further tests found that the directors were more actively involved than the administrators. However, the directors and administrators did differ significantly from the faculty on most activities.

The faculty evaluated the importance of nine personal values. They were: (1) professional growth, (2) salary and benefits, (3) community, family and home, (4) personal

satisfaction with work, (5) working conditions, (6) geographic work location, (7) job security, (8) use of personal time, (9) work with students. There was little difference between the arts and sciences and vocational-technical faculty in their evaluation of these values. There was a significant difference in only one category; community, family and home.

The second objective of the study was to determine differences in the perceptions of the three groups as to thirteen contractual issues. They were: (1) academic freedom, (2) due process, (3) faculty performance, (4) working conditions, (5) salary and benefits, (6) curriculum development, (7) faculty decision-making, (8) work loads, (9) professional development, (10) student decision-making, (11) faculty services, (12) area philosophy, (13) grievance procedure. Significant differences were found among the groups on all issues except salary, benefits and grievance procedures. However, there was general agreement among the groups as to the issues that should be included and excluded from a contract. Post hoc chi-square tests found on a majority of the issues that there were significant differences between the faculty group and the board and administrator groups. In most cases, the faculty preferred inclusion of more issues, while the board and administrators tended to favor fewer in a contract.

The third objective of the study was to determine dif-

ferences in the perceptions of the groups as to the importance of thirteen selected influences on the development of collective bargaining in Iowa area schools. They were: (1) action of the Federal government, (2) legislative attitudes on financing higher education, (3) passing an Iowa public employee negotiations law, (4) militance of faculty, (5) local faculty organization leadership, (6) leadership of local administrators, (7) leadership of local directors, (8) leadership of the Department of Public Instruction, (9) leadership of state and national faculty organizations, (10) extent of faculty participation in decision-making. All of the influences were considered important in varying degrees by the three groups. An analysis of variance procedures found significant F values among the groups for six of the influences. Though there was little difference between the board and administrators, there were a large number of differences between the faculty group and the board and administrator groups. Those differences primarily related to the degree of influence being exerted by several groups i.e., local directors, local administrators and the Iowa legislature.

The fourth objective of the study was to identify, through factor analysis, those factors perceived by the groups that represent common dimensions in the thirty selected faculty involvement issues. The factor analysis was

completed for the: (1) board group, (2) administrator group, (3) arts and sciences faculty subgroup, (4) vocational-technical faculty subgroup.

The six factors identified for the board group accounted for 51.86 per cent of the total variance. They were: (1) an influence factor, (2) an involvement factor, (3) a change factor, (4) an improvement factor, (5) a constraint factor, (6) a productivity factor.

The six factors identified for the administrator group accounted for 57.83 per cent of the total variance. They were: (1) an evaluative factor, (2) a decision-making factor, (3) a monetary factor, (4) an involvement factor, (5) a faculty performance factor, (6) a performance factor.

The three factors identified for the arts and sciences faculty subgroup accounted for 48.96 per cent of the total variance. They were: (1) an evaluative factor, (2) a power shift factor, (3) a professional factor.

The three factors identified for the vocational-technical faculty subgroup accounted for 47.44 per cent of the total variance. They were: (1) an evaluative factor, (2) a philosophy factor, (3) a power shift factor.

The factors tended to support the dichotomy of perceptions among the three groups. The factor analysis also indicated that there was little perceptual difference between the arts and sciences and vocational-technical subgroup on the

influence of collective bargaining on faculty involvement in the area schools.

Conclusions

In general, it can be concluded that there was a consistent dichotomy in the perceptions of the three groups. The directors and the administrators generally express one position on the influence of collective bargaining, while the faculty tended to take a different position. Often the faculty position was somewhat opposed to that of the other two groups.

It appears as if the board is more active in trying to influence the course of collective bargaining in Iowa area schools, than either the administrator or faculty groups.

There is little difference among the groups over the issues of salary, benefits and grievance procedures. The largest significant differences between the faculty and the other two groups is on the non-economic issues of academic freedom and work loads.

As a result of the factor analysis on the thirty selected variables, it can be concluded that there are common dimensions in the perceptions of the three groups. The perceptions relate to the influence of collective bargaining on faculty involvement in the area schools. The factor analysis indicates that a power shift may be expected by the

directors, administrators and faculty, as a result of a collective bargaining law.

Recommendations for Further Study

There are several recommendations for further study that can be suggested. Each section of this study exposes many interesting research opportunities.

The relationship between the factors determined by this study and certain demographic variables i.e., age, sex, personal values, non-teaching experience, and mobility should be investigated. The factors also can be studied introducing other variables that pertain to faculty involvement in the area schools of Iowa.

Collective bargaining is only one of the faculty participation models that can be studied. There is a need for a choice of models. The utilization of other models, particularly the shared authority concept, should be studied, so that it can be better utilized in community college local governance systems.

The AAUP, AFT and NEA are pursuing collective bargaining as a means of faculty representation. An independent evaluative study, of the goals and aspirations of these organizations and their programs for community college

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faculty members, is an immediate need both in Iowa and nationally.

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Recognition is given to the many people who have contributed to the successful completion of this study, particularly, Dr. Ray Bryan, Dr. Harold B. Ellis and Dr. W. H. Thompson, members of my committee.

Finally, there are no words that can express my appreciation to my wife, Kathryn, and my five sons, Steven, Brent, Jon, Peter and Matthew who sacrificed more than I so that this study could be completed.

APPENDIX A: TABLES

Table 25. Questionnaire return percentages

Group	Number in Sample	Number Returned	Per Cent Returned	Number Usable	Per cent of Sample
Board	123	87	70.73	79	64.23
Administrator	123	111	90.24	107	86.99
Faculty	400	311	77.75	291	72.75
Total	646	509	78.79	477	73.83

Table 26. Board group returns by area school

Area	Number Returned	Number in Sample	Per cent of Sample
1	8	8	100
2	6	9	67
3	6	7	86
4	6	7	86
5	7	9	78
6	5	7	71
7	6	9	67
9	6	9	67
10	4	9	44
11	7	9	78
12	5	9	56
13	6	9	67
14	8	8	100
15	7	9	78
16 ^a	0	5	0
Total	87	123	70.73

^aFirst, second and third mailings were completed with no resulting returns.

Table 27. Administrator group returns by area school

Area	Number Returned	Number in Sample	Per cent of Sample
1	5	5	100
2	6	6	100
3	4	5	80
4	4	5	80
5	9	10	90
6	11	15	73
7	5	6	83
9	10	11	91
10	9	10	90
11	9	9	100
12	4	5	80
13	9	9	100
14	11	12	92
15	7	7	100
16	8	8	100
Total	111	123	90.24

Table 28. Arts and sciences faculty subgroup returns by attendance centers

Area	Number Returned	Number in Sample	Per cent of Sample
I <u>Northeast Iowa Area</u> Vocational-Technical School	0	0	0
II <u>North Iowa Area</u> Community College	10	14	71
III <u>Iowa Lakes</u> Community College	11	12	92
IV <u>Northwest Iowa</u> Vocational School	0	0	0
V <u>Iowa Central Community College</u> Fort Dodge Campus	12	14	86
Webster City Campus	6	6	100
Eagle Grove Campus	4	5	80
VI <u>Merged Area VI</u> Marshalltown Community College	10	12	83
Ellsworth Community College	6	12	50
VII <u>Hawkeye Institute of Technology</u>	0	0	0
IX <u>Eastern Iowa Community College District</u> Clinton Campus	4	8	50
Muscatine Campus	5	9	56
Davenport Campus	0	0	0
X <u>Kirkwood Community College</u>	12	18	67
XI <u>Des Moines Area Community College</u> Ankeny Campus	8	10	80
Boone Campus	5	6	83
XII <u>Western Iowa Tech</u>	0	0	0
XIII <u>Iowa-Western Community College</u> Council Bluffs Campus	4	4	100
Clarinda Campus	3	8	37

Table 28 (Continued)

Area	Number Returned	Number in Sample	Per cent of Sample
XIV <u>Southwestern Community College</u>	4	5	80
XV <u>Indian Hills Community College</u>			
Ottumwa Campus	0	0	0
Centerville Campus	5	6	83
XVI <u>Burlington Community College</u>			
Burlington Campus	6	10	60
Keokuk Campus	6	6	100
Total	121	165	73.33

Table 29. Vocational-technical faculty subgroup returns by attendance centers

Area	Number Returned	Number in Sample	Per cent of Sample
I <u>Northeast Iowa Area</u>			
Vocational-Technical School	9	14	64
II <u>North Iowa Area</u>			
Community College	8	8	100
III <u>Iowa Lakes</u>			
Community College	5	6	83
IV <u>Northwest Iowa</u>			
Vocational School	8	8	100
V <u>Iowa Central Community College</u>			
Fort Dodge Campus	13	13	100
Webster City Campus	0	1	0
Eagle Grove Campus	0	1	0
VI <u>Merged Area VI</u>			
Marshalltown Community College	3	4	75
Ellsworth Community College	3	3	100
VII <u>Hawkeye Institute of Technology</u>	20	23	87
IX <u>Eastern Iowa Community College District</u>			
Clinton Campus	2	3	67
Muscatine Campus	3	3	100
Davenport Campus	10	13	77
X <u>Kirkwood Community College</u>	24	36	67
XI <u>Des Moines Area Community College</u>			
Ankeny Campus	24	27	89
Boone Campus	2	2	100
XII <u>Western Iowa Tech</u>	16	17	94
XIII <u>Iowa Western Community College</u>			
Council Bluffs Campus	15	20	75
Clarinda Campus	2	2	100

Table 29 (Continued)

Area	Number Returned	Number in Sample	Per cent of Sample
XIV <u>Southwestern Community College</u>	4	4	100
XV <u>Indian Hills Community College</u>			
Ottumwa Campus	10	15	67
Centerville Campus	1	2	50
XIV <u>Burlington Community College</u>			
Burlington Campus	7	9	78
Keokuk Campus	1	1	100
Total	190	235	80.85

APPENDIX B: QUESTIONNAIRE

IOWA STATE UNIVERSITY
OF SCIENCE & TECHNOLOGY
Room 392, Carver Hall
Ames, Iowa 50010

Professional Studies
College of Education

January 10, 1972

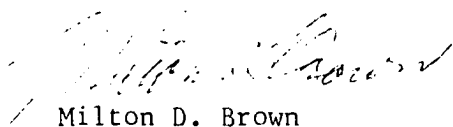
Dear Area School Director:

I am collecting data from Iowa area school personnel which will be used for completion of my dissertation for a Ph.D. in Higher Education at Iowa State University. The study involves the investigation of those factors that influence the views of directors, administrators and faculty toward collective bargaining in the area schools of Iowa.

This questionnaire has been distributed to all area school directors as well as selected administrators and faculty. It will only take you a few minutes to complete the questionnaire. Please return it to me in the enclosed envelope as soon as possible.

Your opinion, as a director, is necessary so that meaningful results can be obtained from this research. The results should be of value to everyone who has an interest in Iowa area schools. Thank you for your prompt response.

Sincerely,



Milton D. Brown
Associate Professor
Higher Education

Sincerely,



Gary L. Aitchison
Graduate Student

IOWA STATE UNIVERSITY
OF SCIENCE & TECHNOLOGY
Room 392, Carver Hall
Ames, Iowa 50010

Professional Studies
College of Education

January 10, 1972

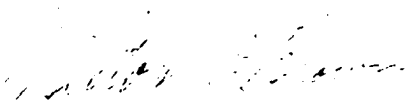
Dear Area School Administrator:

I am collecting data from Iowa area school personnel which will be used for the completion of my dissertation for a Ph.D. in Higher Education at Iowa State University. The study involves the investigation of those factors that influence the views of directors, administrators and faculty toward collective bargaining in the area schools of Iowa.

You have been selected as one of 127 top level administrators in the Iowa area schools. It will take you only a few minutes to complete this questionnaire. The information you give will be kept confidential.

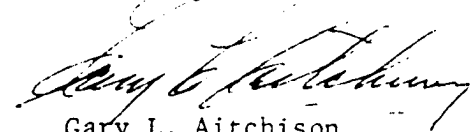
Please return your completed questionnaire in the enclosed envelope as soon as possible. Your opinion, as an administrator, is necessary so that meaningful results can be obtained from this research. The results should be of value to everyone who has an interest in Iowa area schools. Thank you for your prompt response.

Sincerely,



Milton D. Brown
Associate Professor
Higher Education

Sincerely,



Gary L. Aitchison
Graduate Student

IOWA STATE UNIVERSITY
OF SCIENCE & TECHNOLOGY
Room 392, Carver Hall
Ames, Iowa 50010

Professional Studies
College of Education

January 10, 1972

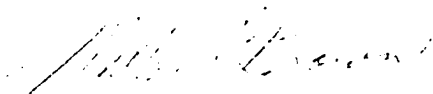
Dear Area School Faculty Member:

I am collecting data from Iowa area school personnel which will be used for the completion of my dissertation for a Ph.D. in Higher Education at Iowa State University. The study involves the investigation of those factors that influence the views of directors, administrators and faculty toward collective bargaining in the area schools of Iowa.

You have been selected as one of 400 area school faculty from whom I am seeking data. It will take you only a few minutes to complete this questionnaire. The information you give will be kept confidential. A master sample list has been prepared so that a follow up can be made to insure required return percentages. After the sample check is made, the list will be destroyed.

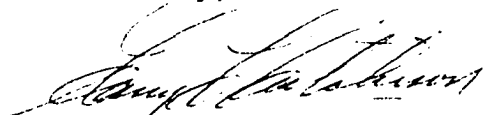
Please return your completed questionnaire in the enclosed envelope as soon as possible. Your opinion, as a faculty member, is necessary so that meaningful results can be obtained from this research. The results should be of value to everyone who has an interest in Iowa area schools.

Sincerely,



Milton D. Brown
Associate Professor
Higher Education

Sincerely,



Gary L. Aitchison
Graduate Student

IOWA STATE UNIVERSITY
OF SCIENCE & TECHNOLOGY
Room 392, Carver Hall
Ames, Iowa 50010

Professional Studies
College of Education

March 1, 1972

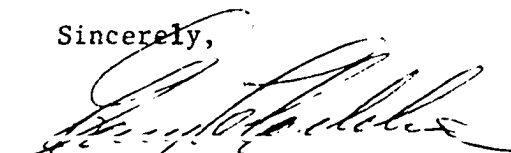
Dear

Some time ago, you received a questionnaire that was distributed to you by your Area Superintendent. As you remember, it was concerned with your feelings about collective bargaining in the area schools of Iowa.

Collective bargaining is a matter of concern to many area school people. Many feel a good job of faculty relations has been developed and there is no need for a collective bargaining law in Iowa. Others feel that a law is necessary to improve faculty relationships. The legislature appears to be cautious on the question for this session.

The purpose of my study is to learn about how area school personnel feel about faculty and administrative relationships and how they would be influenced by collective bargaining. Your opinions are necessary so that all can benefit from the insights that can be derived from this research.

Sincerely,



Gary L. Aitchison
Graduate Student



I'M REALLY IN TROUBLE WITH MY GRADUATE COMMITTEE CHAIRMAN!!

I told him yesterday that I had not received your completed questionnaire. He immediately began to tell me that you were most dedicated and concerned about Iowa area schools. I just couldn't convey to him my problem.

It could be that I did make a serious mistake and deserve to be reprimanded. I really have searched through all 400+ of the returned questionnaires and I can't find yours.

If you have mailed yours and I have erred, please write to me so that I can get the message to him quickly. I have enclosed an extra copy of the questionnaire and a return envelope, if you need them.

Your opinion is really very important. I know that you want area school people to better understand how collective bargaining will affect them.

Sincerely,

A handwritten signature in cursive script, appearing to read "Gary L. Aitchison".

Gary L. Aitchison
392 Carver Hall
Iowa State University
Ames, Iowa 50010

Please Check:

Male ()

Female ()

1. What was your age on your last birthday? _____
2. Please check the appropriate occupation category that applies to you.
 - () Professional
 - () Manager or Executive
 - () Business owner
 - () Farmer
 - () Government employee
 - () Sales or Clerical
 - () Housewife
 - () Retired: Occupation was _____
 - () Other, please specify: _____
3. How many years have you lived in the county in which you now live? _____
4. How many years have you lived in Iowa? _____
5. How many months have you served on your area board of directors? _____
6. Have you served on other public school boards? Yes () No (). If YES, for how many years? _____
7. Please check the highest educational level that you have completed.
 - () High school or less
 - () Associate
 - () Bachelor
 - () Master
 - () Professional or Doctorate
8. Is the institution or business in which you work unionized? Yes () No ()
9. During your childhood years, what was the attitude of your parents toward unions? (check one)
 - () Strongly opposed
 - () Mildly opposed
 - () No opinion
 - () Mildly for unions
 - () Strongly for unions
10. Did you grow up on a farm? Yes () No ()
11. Please check below the size of the largest town with which you commonly associated as you were growing up.
 - () 999 or less
 - () 1,000 - 1,999
 - () 2,000 - 14,999
 - () 15,000 - 29,999
 - () 30,000 - 49,999
 - () 50,000 - 99,999
 - () 100,000 and over

Male ()

Female ()

1. What was your age on your last birthday? _____
2. Please state your primary position title? _____
3. Please check the decision-making level of your administrative position, assuming that the Board of Directors are 1st level, Superintendent is 2nd level, etc.
 - () 2nd level
 - () 3rd level
 - () 4th level
 - () 5th level
4. How many years of administrative experience do you have? (If less than one year, please state as one year)
 - _____ at my present area school
 - _____ at other colleges and area schools
 - _____ at the elementary and secondary school level
 - _____ at non-educational institutions
5. How many academic months of classroom teaching experience have you had? _____
6. Do you have non-teaching work experience? Yes () No (). If YES, please check below the number of years.
 - () 0 - 3 years
 - () 4 - 6 years
 - () 7 or more years
7. During your career, in how many different institutions (educational and/or business) have you worked? _____
8. Are you presently working toward a degree? Yes () No ()
9. Have you ever worked at an institution or business that was under a union contract? Yes () No (). If YES, what type was it? (check those that apply)
 - () an educational institution
 - () a business or industrial firm
 - () Other, please specify: _____
10. During your childhood years, what was the attitude of your parents toward unions? (check one)
 - () Strongly opposed
 - () Mildly opposed
 - () No opinion
 - () Mildly for unions
 - () Strongly for unions
11. Did you grow up on a farm? Yes () No ()
12. Please check below the size of the largest town with which you commonly associated as you were growing up.
 - () 999 or less
 - () 1,000 - 1,999
 - () 2,000 - 14,999
 - () 15,000 - 29,999
 - () 30,000 - 49,999
 - () 50,000 - 99,999
 - () 100,000 and over

PART A: PERSONAL DATA

Please Check:

Male ()

Female ()

1. What was your age on your last birthday? 199
2. Please check the division in which you have primary teaching responsibility.
 Arts and Sciences
 Vocational-Technical
 Adult Education
3. Please indicate in the appropriate spaces below the number of academic teaching months you have completed to date:
 in your area school?
 in elementary and secondary schools?
 in other community colleges, colleges and universities?
4. Do you have non-teaching work experience? Yes () No (). If YES, please check below the number of years.
 0 - 3 years
 4 - 6 years
 7 or more years
5. During your career, in how many different institutions (educational and/or business) have you worked?
6. Please check below the highest educational level you have completed.
 High school or less
 Associate or two-year equivalent
 Bachelor
 Master
 Specialist
 Doctorate
7. Are you presently working toward a degree? Yes () No ()
8. Please check the organizations of which you are presently a member.
 American Association for Higher Education (AAHE)
 American Association of University Professors (AAUP)
 American Federation of Teachers (AFT)
 National Education Association (NEA)
 Other, please specify: _____
9. Have you ever worked at an institution or business that was under a union contract? Yes () No (). If YES, what type was it? (check those that apply)
 an educational institution
 a business or industrial firm
 Other, please specify: _____
10. During your childhood years, what was the attitude of your parents toward unions? (check one)
 Strongly opposed
 Mildly opposed
 No opinion
 Mildly for unions
 Strongly for unions

11. Did you grow up on a farm? Yes () No ()
12. Please check below the size of the largest town with which you commonly associated as you were growing up.
- () 999 or less
 - () 1,000 - 1,999
 - () 2,000 - 14,999
 - () 15,000 - 29,999
 - () 30,000 - 49,999
 - () 50,000 - 99,999
 - () 100,000 and over
13. The following is a list of important personal values commonly identified by faculty members. Assign to each personal value one of the following responses:
- (1) Very important to me
 - (2) Somewhat important to me
 - (3) Not important to me
- () Professional growth
 - () Salary and benefits
 - () Community, family and home
 - () Personal satisfaction with my work
 - () Working conditions at work
 - () Geographic location of my work
 - () Job security
 - () Use of my personal time
 - () Work with students

The Iowa General Assembly may consider, in the 1972 session, a Public Employee Negotiation law for Iowa. If this type of legislation is passed, it would mean that some organization representing an area school faculty could be permitted to negotiate a contract with the area board of directors. The next two questions are concerned with the type of organization that might represent the faculty and the issues that might be negotiable.

1. What type of organization should represent area school faculties, if collective bargaining is allowed by Iowa law? (check one)
 - An AAUP local chapter
 - An AFT local chapter
 - An NEA affiliate
 - An independent local faculty organization
 - A faculty senate or council
 - Prefer representation, but undecided as to what particular organization
 - Prefer dual role: faculty senate or council and a bargaining organization
 - Other, please state type: _____

2. The following is a list of issues that may or may not be of sufficient importance, in your opinion, to be included in a contract. Assign a response number to each of the following issues by using:
 - (1) Should be included in a contract
 - (2) Undecided
 - (3) Should not be included in a contract
 - Academic freedom (freedom to teach in class what the teacher feels should be taught)
 - Due process procedures (getting a fair day in "court")
 - Methods of evaluating faculty performance
 - Working conditions, such as, a suitable office
 - Salaries and fringe benefits
 - Methods and procedures of curriculum development
 - Procedures for faculty participation in making decisions
 - Faculty work loads
 - Professional development programs, such as, released time and travel
 - Procedures for student participation in making decisions
 - Services for faculty, such as, secretarial help
 - Matters of area school philosophy
 - Procedures for handling grievances of faculty members.

3. This question is very important because it asks for your opinion about the current effectiveness of several groups that influence policy making in your area school. Take each group at the left and assign a response number to each policy making area at the right. Please place the response number that best expresses your opinion in the appropriate box, using:

- (1) Very effective in influencing policy making
- (2) Somewhat effective in influencing policy making
- (3) Undecided
- (4) Seldom effective in influencing policy making
- (5) Not effective in influencing policy making

(If you feel you are uninformed, please mark (3), Undecided)

GROUPS

POLICY MAKING AREAS

	Curriculum	Instruction	Salary & benefits	Personnel policies	Financial planning	Student activities
Board of Directors						
Superintendents						
Administrative staff						
Department Chairmen						
Faculty senates or councils						
Faculty committees						
Advisory committees						
Student representatives						
Student body (as a whole)						

The next two questions are concerned with your opinion of the factors that are influencing the development of collective bargaining for area schools in Iowa. Please check each item.

4. Have you participated in any of the following activities related to collective bargaining for area school faculty in the past twelve months?

(Please check YES or NO to each activity)

(YES) (NO)

- () () I have discussed the subject with others at my area school.
- () () I have written letters to legislators on the subject.
- () () I have casually read current publications and periodicals on the subject.
- () () I have gathered and studied material so that I am well-informed on the subject.
- () () I have discussed the subject with persons from other area school campuses.
- () () I have attended an area, state or regional meeting or workshop on collective bargaining.
- () () I visited with a legislator, privately, to express my opinion.
- () () I visited the legislature while in session to express my opinion.

5. How important, in your opinion, are each of the following in influencing the development of collective bargaining in Iowa area schools? Assign response numbers to each of the influences as follows:

- (1) A very important influence
 (2) Somewhat important as an influence
 (3) Undecided
 (4) Seldom important as an influence
 (5) Not important as an influence

- () The action of the federal government, such as, the regulation of collective bargaining at private colleges.
- () The attitude of the Iowa legislature regarding financing higher education.
- () The passage of an Iowa public employee negotiations law.
- () The militance of faculty in Iowa area schools.
- () The leadership of local faculty organizations.
- () The leadership of local administrators.
- () The leadership of local boards of directors.
- () The leadership of the Iowa State Department of Public Instruction.
- () The leadership of state and national faculty organizations.
- () The extent of local faculty participation in making decisions.

The questions you have answered, to this point, were about the current status of faculty participation in decision-making. The following statements are concerned with the influence that collective bargaining will have on faculty participation in area schools. We are interested in YOUR FEELINGS or opinions about each statement. Some statements will express your own opinion or feeling about faculty participation, while others will express feelings opposite to yours.

After you have read each statement, indicate in the appropriate space at the left, the response number that best represents your opinion about the statement. Please assign to each statement one of the following responses:

- (1) Strongly agree
- (2) Agree
- (3) Undecided
- (4) Disagree
- (5) Strongly disagree

- () 1. The leadership of the area school faculty will be improved by collective bargaining.
- () 2. The effectiveness of faculty participation in making decisions will be increased by collective bargaining.
- () 3. The decision-making latitude of administrators in area schools will be decreased by collective bargaining.
- () 4. Communications within the area school will be improved as a result of collective bargaining.
- () 5. Collective bargaining will encourage more direct pressure on the Iowa General Assembly for financial responsibility to area schools.
- () 6. Collective bargaining will have a negative influence on the current philosophy of the area schools.
- () 7. The quality of educational programs for area school students will be improved by collective bargaining.
- () 8. The ability of the Board of Directors to set policy will decrease because of collective bargaining.
- () 9. Collective bargaining will break down the traditional ideal of faculty professionalism and service.
- () 10. The teaching productivity of faculty members will be increased by collective bargaining.
- () 11. Collective bargaining will encourage faculty to engage in more campus politics.
- () 12. The area school's capability to adapt to change will be restricted by collective bargaining.

- (1) Strongly agree
- (2) Agree
- (3) Undecided
- (4) Disagree
- (5) Strongly disagree

- () 13. Collective bargaining will heal the philosophical division between the arts and sciences and career education faculty.
- () 14. Faculty discontent will be generated by collective bargaining.
- () 15. Collective bargaining will create innovative processes for the solution of non-negotiable issues.
- () 16. Collective bargaining will encourage greater participation of faculty in curriculum and instruction processes.
- () 17. Collective bargaining will encourage more utilization of study committees consisting of faculty, administrators and directors to solve area school problems.
- () 18. The academic freedom of faculty in the classroom will be upheld by collective bargaining.
- () 19. Faculty professional development programs will be improved by collective bargaining.
- () 20. Faculty participation in the selection of administrators will be increased through collective bargaining.
- () 21. Collective bargaining will concentrate heavily on salary and fringe benefit policies for faculty.
- () 22. More area school services to faculty members will be provided through collective bargaining.
- () 23. Greater student involvement in policy making will be encouraged by collective bargaining.
- () 24. Collective bargaining will encourage faculty involvement in developing the rationale for promotions and other faculty performance evaluation programs.
- () 25. Faculty participation in determining the responsibilities and membership of faculty committees will be increased by collective bargaining.
- () 26. Collective bargaining will increase faculty participation in the development of operational budgets and financial plans for the area school.

- (1) Strongly agree
- (2) Agree
- (3) Undecided
- (4) Disagree
- (5) Strongly disagree

- () 27. New issues will be generated by collective bargaining.
- () 28. Collective bargaining will increase faculty participation in determining the campus calendar.
- () 29. Collective bargaining will make it easier for faculty to express their grievances.
- () 30. Faculty participation in establishing academic and graduation standards for students will be increased by collective bargaining.

COMMENTS: Although a great deal of thought has gone into the preparation of this questionnaire, some very important ideas may have been missed unintentionally. Please feel free to write any comments with respect to the questions, concepts or ideas not covered by this instrument. Your ideas will be most welcome.