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ABSTRACT

A study was conducted to ascertain the perceptions of mid-level administrators concerning collective bargaining at El Camino Community College, the first California community college to engage in collective bargaining pursuant to recently accepted enabling legislation. A survey instrument was administered to 28 administrators (deans and associate deans) with 24 (86%) responding. On 18 of the survey items which allowed for negative reactions to the impact of collective bargaining on the college environment, respondents registered negative concurrence on 15 items. Comparative analysis of deans' and associate deans' responses showed significant differences on only three of the twenty-seven survey items, indicating a congruence in perceptions independent of role. Respondents indicated no certainty or unanimity that they were sufficiently knowledgeable about or comfortable with their new roles in the bargaining process, although they did not feel that the authority associated with their administrative roles would be greatly affected by the bargaining process. It was recommended that mid-level managers form a sub-group which could focus on the concerns specific to its members and articulate with other such groups in other institutions. The survey instrument and tabulated data are appended. (JDS)

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ATTITUDES OF MIDDLE-MANAGEMENT
ADMINISTRATORS CONCERNING
COLLECTIVE BARGAINING IN A
COMMUNITY COLLEGE

by

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DC 770 222

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A PRACTICUM PRESENTED TO NOVA UNIVERSITY
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ABSTRACT

A study was conducted to learn of middle-management administrators' perceptions and concerns relative to collective bargaining in the first California community college to engage in this process which was recently effected by enabling legislation. A twenty-seven item survey instrument designed to yield these perceptions was developed and administered to twenty-eight administrators (deans and associate deans), twenty-four or eighty-six percent responding. The primary objective of the study was to employ these perceptions in order to facilitate the directions for and energies of middle-management on this campus and other campuses as these institutions undergo the inevitable and likely critical changes in governance that attend the shift occasioned by the bargaining process.

The study yielded three principal findings. (1) On eighteen items allowing for negative reactions to the impact of collective bargaining, respondents registered negative concurrence on fifteen items. (2) Chi-square comparison of deans' and associate deans' responses proved to be significant on only three of the twenty-seven survey items, indicating that the nature and level of their positions did not appreciably affect their attitudes; therefore their roles appear to be essentially congruent or equally challenged. (3) Finally, this sample indicated that deans and associate deans registered no sureness or unanimity that they were sufficiently knowledgeable about or comfortable with their new roles in the bargaining process and also that the authority associated

ABSTRACT (continued)

with their administrative roles would diminish or increase under the bargaining process.

The over-all implication for middle-management positions under collective bargaining is that their positions are conflicted and that their holders are anxious about the new roles imposed by the polity governance arena.

Recommendations concerning this condition include the institution of a special middle-management sub-group association at the local level, and the redirection of emphases in the activities of the Association of California Community College Administrators at the State level.

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INTRODUCTION

Statement of the Problem

On January 1, 1976, enabling legislation that made it possible for faculties of California community colleges to choose an exclusive bargaining agent and then engage in collective bargaining became partially operative. This legislation, called the Rodda Bill or SB 160, spelled out the procedures and processes through which collective bargaining could be accomplished and established an Educational Employer-Employee Relations Board (EERB) that, essentially, would manage, control, and interpret these negotiating procedures and processes as they were applied in and implemented by community colleges.

On July 1, 1976, the Rodda Bill became fully operational, and therefore its stated purpose could be exerted

...to promote the improvement of personnel management and employer-employee relations within the public school systems of the State of California by providing a uniform basis for recognizing the right of public school employees to join organizations of their own choice, to be represented by such organizations in their professional and employment relationships with public school employees, to select one employee organization as the exclusive representative of the employees in an appropriate unit, and to afford certificated employees a voice in the formulation of educational policy. (AB 160, Article 1, sec. 3540)

On October 26 and 27, 1976, the faculty of El Camino College were the first in California to participate in an election supervised by the EERB and in which they chose the American Federation of Teachers as

their exclusive representative. Of the 767 part-time and full-time faculty eligible to vote, 596 voted: 319 for AFT; 200 for CTA (the NEA affiliate); and 77 for no representation. That this election and its outcome constituted a "first" naturally led to intra and extramural speculation concerning faculty motivation for their choice. Research concerning El Camino College faculty sentiments that may have affected their decision to choose an exclusive representative as well as faculty perceptions concerning their expectations of conditions that will obtain under collective bargaining has been reported by Ortell (1976). These findings are fairly consistent with the research and observations of other writers studying these dynamics at other community colleges (see Ernst, 1976; Hankin, 1976; Mortimer and Johnson, 1976; Murton, 1976; Schultz, 1976, Staller, 1976; Summer, 1976). Further, the attitudes of 101 California community college Presidents and Academic Senate Presidents toward collective bargaining have been studied and compared by Garlock (1975) to learn that their perceptions are, and perhaps predictably, essentially different and usually opposed. Thus, the attitudes of higher-management administrators and faculty-employees appear to reflect and represent their adversarial roles.

However, the perceptions of El Camino middle-management administrators concerning the outcome of the EERB election and its possible consequences have never been studied in any formal fashion. Inasmuch as the negotiating process will (1) affect their relations with both higher-level administrators and faculty and (2) to the extent that middle-management administrators can be construed as constituting a group with decidedly divided loyalties and interests, this study is

designed to learn middle-management perceptions concerning the EERB election as well as the policy making and governance conditions that may obtain under the negotiating process.

The Significance of this Study

The descriptive, prescriptive, and research oriented literature on collective bargaining at the community college level is harlequin in nature and is represented by reports, studies, and proclamations that range from the dispassionate to the incendiary. Recommendations for solving problems, in fact, are often voiced by members of a particular interest group desiring an advantage. The net effect is increased confusion and a heightened emotional atmosphere. Nor have two recent research reviews (see Mortimer and Johnson, 1976; Rinnander, 1976) been successful at gathering and sorting the published input in order to indicate trends that are other than biased or obvious. In fact Borus and Wisner (1975) suggest that literature on collective bargaining reflects a "paranoic" attitude on the part of educators who fear that research findings might prove disturbing or threatening to their role concept.

Writers do tend to take positions that reflect, defend, and protect the often polarized roles or attitudes of management and employees. For instance, in terms of management's position, Lombardi (1974), Matthews (1976), and Potter (1974) explore and expound the trustee's role; Ernst (1976), Garlock (1975), and Murton (1976) focus on the role of the college president. In terms of the faculty-employee's position, Borus and Wisner (1975), Mortimer and Johnson (1976) and Schultz (1975) have studied faculty postures in general, while Garlock (1975) and Hankin

(1976) have concentrated on the roles of faculty senates. Therefore, it is apparent that at least these disparate positions have been reflected in the literature--if not often "studied."

But apparently only Freimuth (1976) and Williams (1977) have deliberated on the problems posed by collective bargaining to middle-management administrators, who are viewed as operationally conflicted in the academic structure. Some of the reasons for these conflicts have been explored and qualified by Brawer (1976), who perceived department chairmen as measurably different from faculty in terms of functional potential, and Willits (1976) whose study places the department chairman clearly in the management category because of his job description. However, the observations and research efforts have not taken into account the measured perceptions and opinions of middle-management personnel concerning collective bargaining. Therefore, this study was designed to develop and then administer an appropriate survey instrument for the purpose of gathering middle-management perceptions concerning (1) events and situations that occasioned collective bargaining at El Camino College and (2) conditions that may obtain now that the collective bargaining process has been established. To the degree that these findings help "define" the roles of these administrators, their participation in the negotiating process may become more effective at the local level. To the extent that such findings are generalizable, administrators at similar administrative levels on other campuses may enjoy insight into or direction for their own capacities and energies.

The Objectives of the Study

The objectives of the study were

- (1) to gather the perceptions of middle-management administrators at El Camino College concerning the conditions that led to collective bargaining and to conditions that may flourish now that collective bargaining is an established fact on campus,
- (2) to consider the implications of the data derived from administration of the survey in an effort to improve employer-employee relations on this campus and, to the extent that the study is generalizable, to improve negotiating conditions on other campuses.

Hypotheses

One hypothesis was tested. There is a significant difference at the .05 level of confidence and as measured by the chi-square statistical technique between the perceptions of deans and associate deans serving at El Camino College. Rationale for this hypothesis is based upon the assumption that associate deans' positions are sufficiently different in terms of level of administrative responsibility and in terms of intimacy with faculty and other employee staff so that, when compared to the deans' positions, the perceptions of these two groups and categories will be measurably different.

Assumptions

The following assumptions were made concerning the validity and reliability of this study.

- (1) Since the survey was anonymous, deans and associate deans registered their frank perceptions.
- (2) Since deans' and associate deans' positions are roughly

equivalent to the positions of division/department chairmen or lower-level staff administrators on most community college campuses, the results of this study are reasonably generalizable so that any substantive findings are applicable to middle-management administrative positions at the national level.

(See Administrative Organizational Chart, Appendix A.)

Definition of Terms

AFT = American Federation of Teachers, the AFL/CIO affiliate in the academic industry and also the local faculty bargaining unit.

Associate Dean = roughly equivalent to the position of department chairman or lowest administrative office in Student Personnel or Business Office at most community colleges.

CTA = California Teachers Association, the state and local affiliate of NEA, National Education Association.

Dean = roughly equivalent to (1) the position of division chairman or division head or (2) secondary administrative post in Student Personnel or Business Office at most community colleges.

EERB = Educational Employer-Employee Relations Board, effected through SB 160 and empowered to manage, control, and interpret negotiating procedures and processes in California; analogous to the NLRB at the national level.

Rodda Bill = California legislation (Senate Bill 160) enabling faculties of California community colleges to choose an exclusive bargaining agent and to engage in collective bargaining.

Winton Act = California legislation, now superseded by SB 160,

that allowed only for meet-and-confer conditions of faculty and management relations.

PROCEDURES

The Study Design

The study was designed to reflect the perceptions of El Camino College deans and associate deans concerning the faculty election that established collective bargaining on campus and also the possible ramifications of this condition as collective bargaining situations evolve.

Therefore, a survey instrument designed to gather these perceptions was developed (see Appendix B) according to the following procedures.

- (1) After a research review of pertinent literature on collective bargaining had been accomplished, certain typical and seminal concerns, issues, and conflicts were identified and were framed in terms of survey items.
- (2) After consultation with the College President and the local AFT President, this writer identified and qualified local concerns, issues and conflicts that relate to the EERB election; to present and possible future conditions under the negotiating process, and then attempted to reflect these concerns and issues in appropriately framed survey items.
- (3) The initial draft of the survey was submitted to the Vice President of Instruction, the Associate Dean of Research, and to six faculty members, who responded to the survey and made editorial comments, which process was followed by scheduled meetings to determine whether the survey items

elicited consistency of interpretation and appropriateness of content and phrasing.

- (4) In an attempt to further the objectivity of the survey, a revised second draft of the survey was mailed to six off-campus community college middle-management administrators, who responded to the survey and who made comments and asked questions calculated to improve the instrument (see cover letter, Appendix C).
- (5) The instrument was then edited and revised to achieve its final form as evidenced in Appendix B.

After the instrument was administered, responses and percentage of responses were recorded, and the data were treated appropriately in order to obtain chi-square measures.

The Samples

The population being surveyed consisted of deans (N=19) and associate deans (N=9). This body constituted all middle-management administrators at El Camino College with exception of the Associate Dean of Research, who served as consultant, and the Associate Dean, Instruction, Learning Assistance Center, who developed the survey and conducted this study (N=28). A total of twenty-four surveys were completed and returned (18 deans and 6 associate deans), occasioning an eighty-six percent response. These twenty-four surveys, then, represent the sample in this study.

Data Collection Procedures

The survey instrument (see Appendix B) was distributed via College

mail and all responses were returned in like manner. To this first mailing, twenty, or seventy-one percent, of those queried responded. Therefore, a second request for reply was made to the entire population being surveyed, which process yielded four more responses (Total N=24) to produce an eighty-six percent response.

Procedure for Treating Data

Responses derived from this survey were tabulated to produce the table representing the number and percentage of responses for each perception category (see Appendix D). Survey responses for deans and associate deans were then separated, and the data were arranged in cells. In order to facilitate chi-square comparison of these two sub-groups, cells were coalesced and/or compressed in items that required such treatment and as indicated in Appendix E. These data were then key-punched and submitted for chi-square computer comparison in order to determine any significance of difference, which results are also listed in Appendix E. Finally, and in order to facilitate referencing to items that are designed to measure certain collective bargaining aspects and concerns, items were grouped into five tables, which comprise Appendix F. In these tables, each item is repeated together with number and percentage of responses and also a listing of the level of response concurrence.

DISCUSSION, IMPLICATIONS, AND RECOMMENDATIONS

Discussion

As has been previously stated, the immediate purpose of this study was to reveal middle-management's attitudes toward the events and

conditions that led to the outcome of the College's EERB election as well as some general and specific conditions that may result now that collective bargaining is a reality. Therefore, it would appear effective to discuss findings that relate to these objectives and in six categories that are integral to the design of the survey.

1. Items 10 and 18 were included in the survey as validation items designed to establish the attitudinal posture of the middle-management population (see Appendix F, Table 1). For instance, item 10 was framed with the intention of discovering whether those surveyed would agree to the notion that three essential elements in the College's instructional/administrative system inevitably would have legitimate reason for conflict on certain issues. And all fifteen individuals involved in the survey's formulation and revision speculated that a very high percentage of agreement (probably ninety percent) should be yielded by this item. Inasmuch as ninety-one percent of respondents did indeed register agreement concerning item 10, according to the criterion thus proposed, the respondents indicated an attitude of "fairmindedness" that lends some credence to their responses on other survey items. Secondly, item 18 was devised to learn the level of respondents' confidence in the collective bargaining process as an effective mechanism. That is, if it is assumed that the collective bargaining process has some basic worth, then the calibre, dedication, and fairness of the constituents directly involved in the process would seem to determine the net effectiveness of negotiations. However, only eighty percent of the population responded affirmatively to this item, indicating (1) a lower response concurrence than that enjoyed on item 10 and

and (2) less confidence in the process than in the notion that there is need for a system to solve conflicts. Therefore, these findings seem to bear out Zoglin's (1976) observations that middle-management is very cautious or uncertain about collective bargaining's potential effectiveness as a problem solving instrument. And this consideration should be taken into account as interpretations are made concerning responses to all other items in this survey. Thus, it would appear that the population in this survey is reasonably representative and results of the survey are reasonable generalizable.

2. Items in table 2, Appendix F, were designed to measure attitudes concerning faculty motivation for choosing an exclusive bargaining agent. On items 6 and 7, respondents concurred at a high level on the following: that faculty concern over salaries and working conditions and especially that faculty perception of decision making by administrators as unilateral and arbitrary were factors responsible for unionization. Both of these attitudes are consistent with research. For instance, the position that higher remuneration and better working conditions is a motive for faculty's opting for collective bargaining is common and is treated in depth by Staller (1976). Also, the position that when faculty perceive their roles in governance as superficial they will favor a stronger adversarial relationship with management is consistent with Ernst's (1976) and Schultz's (1976) findings. Therefore the weight of local middle-management's perceptions on this issue is enhanced by and congruent with national studies involving other populations. Finally, middle-management's somewhat lower level of concurrence (58%) in item 3 and to the effect that faculty's concern over participation in

decision-making at the College influenced the outcome of the EERB election further strengthens middle-management's very strong position taken on item 7.

It is obvious that respondents do not construe rivalry between competing employee organizations as contributing to the outcome of the EERB election (see item 2). Nor do they perceive any faculty concern over their own leadership functions as a contributing factor (see item 11). Interestingly, in this (79%) disagreement response deans and associate deans absolve themselves--or their positions--of any involvement in the election's outcome and indicate opinions dissimilar from Murton's (1976) contention that faculty concern over administrative leadership can be influential in such elections. And finally, respondents are of the opinion that any non-adversarial role assumed by the Academic Senate was not a condition that affected election results (see item 13).

3. The eight items together with results listed in table 3, Appendix F, are indicative of perceptions concerning the overall climatic effect of collective bargaining upon relationships among the principals involved--at various levels.

It can be noticed, first of all and in item 1, that 71% of those responding did agree that collective bargaining was the primary issue on campus during the year of the EERB election. At least this level of concurrence was expected, especially as both management and faculty began to organize and otherwise prepare to engage in the negotiating arena immediately after the election and during the last three months of 1976. But perhaps it is more interesting to observe that 25% of

those surveyed were in disagreement, giving rise to this question: what other issue(s) could have taken precedence, in their opinion? However, the survey was not designed to collect this information, and at this point this question is unanswerable.

More interesting is the evidence that on six items (numbers 5, 8, 19, 22, 23, and 25) respondents registered their negative attitudes concerning (1) the emotional climate generated by negotiations, (2) the anticipation that the process might eventually improve conditions and (3) the effect of negotiations on faculty (see items 19 and 23). In fact, the strongest negative indication in this table occurs in item 23, in which 84% of respondents view faculty as functioning in a less suitable--and perhaps less productive and enjoyable--academic environment as a consequence of the negotiating process. Therefore, and as negotiations on this campus are initiated and ensue, middle-management administrators can be construed as pessimistic concerning beneficial effects on the general climate of the campus and on problem-solving behaviors of principals involved.

On item 12, however, respondents indicated that if both faculty and management employ experienced professionals to manage negotiations the outcomes would be more promising than if non-professionals carried on negotiations. This view is consonant with the observations of Rhodes (1976), who contends that specialized skills, wanting in most in-house negotiators, are needed to keep negotiations relatively smooth.

4. In Table 4, Appendix F, respondents registered a very low level (zero level) of concurrence on two items (see items 9 and 21) which deal with the role of the College President and also the

condition that standardization of instruction will be a consequence of collective bargaining. It is interesting to note that in their response to item 9, middle-management administrators reflect an uncertainty about the nature of the role of the College President, which, according to Mortimer and Johnson (1976) and Murton (1976), exists on a national level and proliferates the community college educational industry. Local middle-management's lack of concurrence on this issue or condition, then, appears to indicate their typicality and is congruent with other findings. On item 21, however, respondents did not reflect the thrust of Boyd's (1973) and Ernst's (1976) studies, which view standardization of instructional procedures as an inevitable outcome as contracts are tightened and as legalistic language is necessarily employed in these contracts.

In their strong response concurrence in items 4, 15, 20, and 24, respondents reflect other attitudes that have been observed and measured by writers who are represented in the review of research. For instance, in item 4, deans and associate deans indicated their opinion that faculty's representation in the policy decision process will not be facilitated through collective bargaining (also see Boris and Weisner, 1975). Again, and in confirmation of Hankin's (1976) position, they perceive that the Academic Senate will become less influential in the policy-making process as collective bargaining becomes the medium--or metaphor--through which faculty will be represented (see item 15). Also, the very strong (92%) disagreement response to item 20 indicates that the Board of Trustees will most likely take a firm line and will tighten attempts to induce instructional accountability as negotiations ensue, a

condition that has been predicted by Earnst (1976). Finally, middle-management administrators do not perceive that collective bargaining will produce a more salutary instructional situation for students, a position that, while it may not substantiate the dire fears of some writers (see Borus and Weiner, 1975; Mortimer and Johnson, 1975), suggests that students will not enjoy improved instruction or ancillary services.

5. Inasmuch as the items and results yielded in Table 5, Appendix F, are those most closely related to the middle-management function, these results can be considered most critical in this study. Items 14 and 15, which received the highest level of concurrence, appear to be closely related. Which is to say that if collective bargaining does have the effect of making middle-management's relationship with faculty more formal and legalistic (see item 14), then it might well follow that administrative committees would be more inclined to entertain management problems that obtain as the new relationship becomes established (see item 16). However, if this shift indeed occurs, responses to item 17 indicate that it is evident that a majority (62%) of these administrators feel neither sufficiently knowledgeable about or reasonably comfortable with their roles. Therefore, deans and associate deans on this campus appear to share a guardedness or insecurity about the collective bargaining process that is reflected in much of the professional literature on the topic. But finally it is evident that these middle-management administrators were not in concurrence concerning their own influence upon policy decisions before collective bargaining began on campus (see item 26). Nor does

their low response concurrence on item 27 show that they perceive their influence as diminishing appreciably. Comparing the responses to items 26 and 27, then, seems to indicate that deans and associate deans, and with no unanimity, do not perceive that their roles in policy-making will change appreciably under collective bargaining.

6. As shown in Appendix E, chi-square comparison of deans' and associate deans' responses to the survey indicated statistical significance on only three items: item 2 at the .01 level; item 15 at the .05 level; and item 22 at the .01 level. Thus, the one hypothesis stated for this study was rejected except for these three items, indicating that deans' and associate deans' perceptions were not significantly different on twenty-four of the twenty-seven survey items or on eighty-nine percent of the items submitted. Although the total population in the study ($N=24$) is sufficiently small so as to make chi-square parameters inhibiting and therefore more difficult to achieve significance even at the .05 level than if a larger population were surveyed, there is enough evidence to suggest that the perceptions of this subgroup do not differ appreciably at the local level.

Further, none of the items on which measures of statistical significance was reached involved perceptions concerning issues or conditions that would directly affect the roles of administrative postures of middle-management (see Table 5, Appendix F). Rather, these three items elicit responses involving faculty organizational rivalry's affect on the EERB election; the importance of the Academic Senate's role under collective bargaining; and the possible climatic effects of collective bargaining upon the settlement of issues. The

difference in the responses of these sub-groups, then, cannot be clearly construed as dissimilar perceptions that point to essential factors affecting attitudes at these two middle-management levels.

Implications

The underlying implication emanating from this study is that the middle-management administrators surveyed can be considered fairly typical of those flourishing in the many community colleges. In their responses to items 10 and 18 (see Appendix F), they exhibited qualities of fairmindedness and also trepidation that is consistent with the expectations of the sixteen principals involved in the survey's formulation. Further, their responses to other items in Table 2, 3, and 4, Appendix F, are generally congruent with reported research reflecting like issues or considerations.

The primary implication of this study is that middle-management perception of collective bargaining's impact on various aspects of and principals in this college community is chiefly negative. In the survey, eighteen items were framed so that negative opinions could be elicited, and on fifteen of these (namely, items 3, 5, 6, 7, 8, 14, 15, 16, 17, 19, 20, 22, 23, 24, 25) respondents registered opinions of negative concurrence. Nor is this posture necessarily indicative of any hostility they harbor for the negotiating process. These inclinations might well be regarded as attitudes of guardedness that flow from anxiety. Such anxiousness might be expected, especially on the campus of the first community college in the state to engage in formal bargaining processes for which there is no state-level precedence from

which to draw upon.

A corollary implication that supports the primary implication stated above is that deans and associate deans neither feel they are sufficiently knowledgeable about or comfortable with their middle-management roles under collective bargaining (see item 17, Table 5, Appendix F). This feeling of inexperience or ineptitude appears to be further reinforced by middle-management responses to item 12, Table 3, Appendix F, on which they indicated that if "professionals" manage negotiations the climate of collective bargaining will be more effective or harmonious. By allowing "trained outsiders" to intervene, then, these lower-level administrators apparently find a way to avoid any direct negotiating involvement that is uncomfortable.

Specific implications for deans and associate deans at the local level involve their leadership and management roles. First of all, only 50 percent of these middle-management administrators felt that their ability to influence policy was appropriately effective under the essentially bureaucratic governance model that obtained before collective bargaining. Therefore, they operated in a governance system in which at least 29 percent of them (see item 26, Appendix D) perceived that the locus of authority resided disproportionately at the higher administrative levels, namely, the Cabinet, composed of the President and three vice presidents (see Administrative Organizational Chart, Appendix A). To the extent, then, that the middle-management administrators desired to exert their influence on the directions for and objectives of the College, a significant number of them were dissatisfied and 17 percent were unsure of the

appropriateness of their influence. Secondly, these administrators perceive that their leadership roles will not change appreciably under collective bargaining (see item 27, Appendix D). The implication here seems to be clear: as the governance model of the College necessarily shifts from bureaucracy to polity, a substantial number of middle-management administrators perceive that their leadership roles will neither suffer nor be enhanced. This points to a continuing condition in which these administrators view themselves as having been operationally limited and as having been the instruments through which higher-level management decisions have been carried out. Nor, as the governance arena changes under collective bargaining and as policy promises to be formulated principally through upper-level administrative and faculty-employee negotiations, does this influence or participation appear to be enhanced. In fact, middle-management administrators would seem to be placed in the position of interpreting and then regulating the formal written document that eventuates from the bargaining table at which the two principals--upper-level administrators and faculty--sit. Thus middle-management positions will be inclined to assume roles consistent with mediation rather than leadership.

To the extent that other large community colleges engaging in collective bargaining in the state share (1) administrative structures similar to that which abides on this campus and (2) a governance model that has been essentially bureaucratic, middle-management administrators at these colleges might be expected to flourish under like conditions.

Recommendations

In order that deans and associate deans may function more

effectively at the local level and within the political governance model that is evolving, two recommendations are made. (1) Although these administrators are classified as "management" and therefore owe allegiance to the greater management team, it is possible for them to form a middle-management sub-group that is supportive rather than divisive. Such a group or committee could focus on special middle-management concerns and could articulate with middle-management administrators at other California community colleges that are engaging in the collective bargaining process. Thus, with this collective knowledge and experience at their disposal, they can, and without as much trepidation, better exercise their positions to achieve the new kind of leadership--or mandate--that has been imposed on them. (2) Given this kind of communication and cohesion, these middle-management administrators will be in a better position to carry out a second recommendation: to articulate with and provide specific input to the management negotiating team involved in drafting a contract. Awareness that their views and concerns are more directly represented in the conflict/resolution process can produce salutary affective results, and such voice may also effect material contributions to improve the workability of a contract.

Related to the local recommendations are four recommendations that involve the organization and emphases of the ACCCA, the Association of California Community College Administrators, which was recently formed to give voice and direction to administrative/management concerns at the State level. It is recommended that this Association, which is comprised of a substantial number of middle-management administrators,

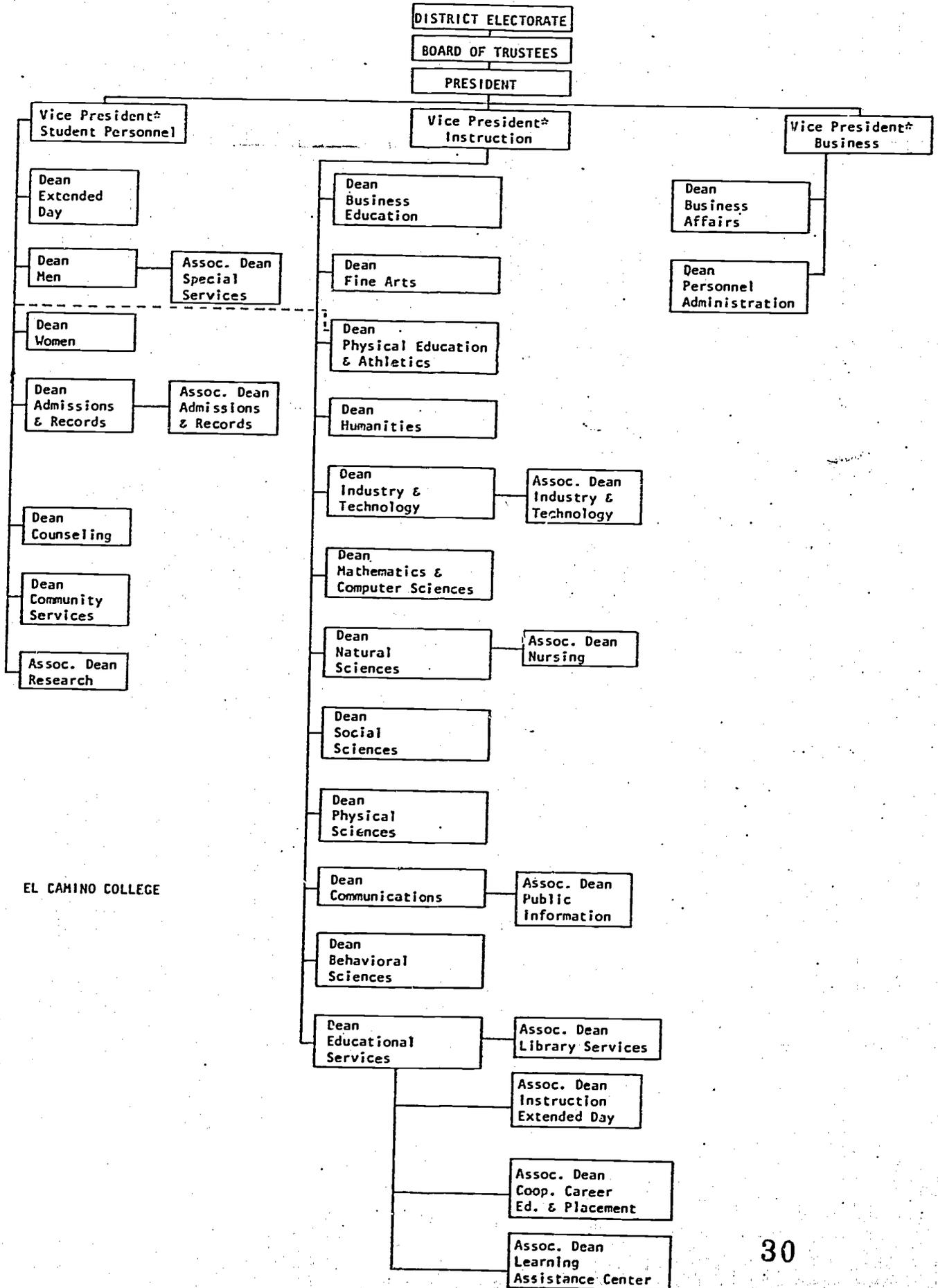
- (1) *devote more attention and space in its newsletter to the specific concerns of middle-management administrators;*
- (2) *initiate workshops and conference sessions that emphasize the needs of middle-management;*
- (3) *research and disseminate effective and applicable middle-management strategies that (a) have evolved in community colleges in other states that have more extensive experience in collective bargaining and (b) have thus far evolved in other California community colleges;*
- (4) *encourage the formation of a special interest group within its organization to effect the three recommendations stated above.*

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ADMINISTRATIVE ORGANIZATIONAL CHART



EL CAMINO COLLEGE



TO: All Deans and Associate Deans

FROM: G. Kerstiens

DATE: January 10, 1977

The attached survey is designed to learn the perceptions of Deans and Associate Deans concerning the recent EERB election as well as the policy making and governance conditions that may obtain as a consequence of that election. The President is knowledgeable that the survey is being administered, and a summary of survey results will be available to all administrative staff when the data are tabulated.

Please complete the survey and return it to me at your earliest.

Thank you.

Please respond to each of the following items by circling the number that best represents your opinion:

- 1 = Strongly Agree
- 2 = Agree
- 3 = No Opinion
- 4 = Disagree
- 5 = Strongly Disagree

Please check to indicate your title:

Dean

Associate Dean

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1. Collective bargaining was the most important issue on this campus during 1976.	1	2	3	4	5
2. The long time rivalry between AFT and CTA at El Camino College was a primary underlying factor that influenced the outcome of the EERB election.	1	2	3	4	5
3. Faculty concern over participation in decision-making at the College influenced the outcome of the EERB election.	1	2	3	4	5
4. Faculty participation in the decision-making process can best be accomplished through an exclusive bargaining agent.	1	2	3	4	5
5. Collective bargaining on this campus can provide a matrix for promise and consensus, and negotiation should reduce rather than create conflicts.	1	2	3	4	5
6. Faculty perceive collective bargaining primarily as a condition that will result in better salaries and working conditions.	1	2	3	4	5
7. Faculty perception of decision-making by administrators as unilateral and arbitrary affected the outcome of the EERB election.	1	2	3	4	5
8. More effective problem solving behaviors on the part of both faculty and administration are likely to emerge under collective bargaining.	1	2	3	4	5
9. Under collective bargaining, the chief role of the College President is to minimize the emotional content of the situation while maximizing the rational elements.	1	2	3	4	5

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
10. There are legitimate differences of opinion that act as forces to create disagreement between the Board, Administration, and Faculty.	1	2	3	4	5
11. Faculty concern over leadership at the middle-management (dean and associate dean) levels was a key factor involved in the outcome of the EERB election.	1	2	3	4	5
12. A more harmonious relationship between interested parties would result if both faculty and management employ professionals who are experienced in community college bargaining to manage negotiations.	1	2	3	4	5
13. That the Academic Senate did not assume an essentially adversarial role in its relationship with the Board affected the outcome of the EERB election.	1	2	3	4	5
14. Under collective bargaining, deans' and associate deans' management relationship with faculty will become more legalistic and less collegial.	1	2	3	4	5
15. Under collective bargaining, the Academic Senate's role in policy-making will become less important.	1	2	3	4	5
16. Under collective bargaining, administrative committees (Instruction Department and Leadership Council meetings) will become more concerned with management issues and problems.	1	2	3	4	5
17. Under collective bargaining, deans and associate deans are knowledgeable about and reasonably comfortable with their roles as middle-management administrators.	1	2	3	4	5
18. The people who handle negotiations and the premises and procedures they use, on the part of both faculty and management, will determine the effectiveness of collective bargaining.	1	2	3	4	5
19. The compromises and trade-offs involved in contract negotiations will probably result in a net loss for faculty seeking meaningful participation in policy decisions.	1	2	3	4	5

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
20. In the negotiating process, the Board will not expect or demand greater educational productivity in return for increases in basic items of welfare.	1	2	3	4	5
21. Standardization of teaching methodology, course objectives, and testing will become one of the logical outcomes of contract negotiations.	1	2	3	4	5
22. Collective bargaining amounts to settlement of issues by trading and compromise rather than on principles of merit.	1	2	3	4	5
23. Under the negotiating process, relationships are replaced by encounters, and the employee-instructor may turn out to be a better paid individual in a spiritually poorer environment.	1	2	3	4	5
24. The negotiating process will produce a more effective instructional environment for students.	1	2	3	4	5
25. The first year or two of the collective bargaining process will create conflicts that later will be resolved to produce a more effective climate for faculty/management relationships.	1	2	3	4	5
26. Formerly, and under the conditions of the Winton Act, the influence of middle-management administrators (deans and associate deans) upon policy decisions was appropriately effective.	1	2	3	4	5
27. Under collective bargaining, the roles of middle-management administrators (deans and associate deans) will change so that their influence upon policy decisions will diminish.	1	2	3	4	5



EL CAMINO COLLEGE

(213) 532-3670

16007 CRENSHAW BOULEVARD • VIA TORRANCE, CALIFORNIA 90506

December 16, 1976

Dear _____:

This fall the El Camino College faculty was the first in California to hold an EERB election. Somewhat surprisingly, they voted rather heavily for AFT representation.

The enclosed is a draft of a memo and a survey designed to gather the opinions of twenty-eight El Camino deans and associate deans (roughly equivalent to department chairmen and coordinators on most campuses) concerning events and situations that may have affected the outcome of the election as well as the ramifications of collective negotiations.

I would appreciate criticism of this survey by you, first of all, actually completing it per directions and then pointing out any ambiguities, fuzziness, or need for adjustment in individual items. Any editing you care to do is welcomed.

Enclosed find an envelope for return.

Thank you,



Gene Kerstiens
Associate Dean, Instruction
Learning Assistance Center

GK:pl

Enc.

NUMBER AND PERCENT OF RESPONSES
OF DEANS AND ASSOCIATE DEANS:
COLLECTIVE BARGAINING SURVEY (N=24)

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1. Collective bargaining was the most important issue on this campus during 1976.	4 (17)	13 54	0 0	4 17	2 8)
2. The long time rivalry between AFT and CTA at El Camino College was a primary underlying factor that influenced the outcome of the EERB election.	1 (4)	4 17	2 8	13 54	4 17)
3. Faculty concern over participation in decision-making at the College influenced the outcome of the EERB election.	5 (21)	9 37	2 8	7 29	1 4)
4. Faculty participation in the decision-making process can best be accomplished through an exclusive bargaining agent.	2 (8)	2 8	1 4	12 50	8 33)
5. Collective bargaining on this campus can provide a matrix for promise and consensus, and negotiation should reduce rather than create conflicts.	1 (4)	4 17	1 4	9 37	9 37)
6. Faculty perceive collective bargaining primarily as a condition that will result in better salaries and working conditions.	8 (33)	12 50	3 12	0 0	1 4)
7. Faculty perception of decision-making by administrators as unilateral and arbitrary affected the outcome of the EERB election.	5 (21)	17 71	0 0	1 4	1 4)
8. More effective problem solving behaviors on the part of both faculty and administration are likely to emerge under collective bargaining.	0 (0)	3 12	3 12	12 50	6 25)
9. Under collective bargaining, the chief role of the College President is to minimize the emotional content of the situation while maximizing the rational elements.	3 (12)	7 29	3 12	8 33	3 12)
10. There are legitimate differences of opinion that act as forces to create disagreement between the Board, Administration, and Faculty.	7 (29)	15 62	1 4	1 4	0 0)
11. Faculty concern over leadership at the middle-management (dean and associate dean) levels was a key factor involved in the outcome of the EERB election.	1 (4)	0 0	4 17	12 50	7 29)
12. A more harmonious relationship between interested parties would result if both faculty and management employ professionals who are experienced in community college bargaining to manage negotiations.	3 (12)	11 46	3 12	6 25	1 4)

() = percent

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13. That the Academic Senate did not assume an essentially adversarial role in its relationship with the Board affected the outcome of the EERB election.	1 (4	4 17	6 25	10 42	3 12)
14. Under collective bargaining, deans' and associate deans' management relationship with faculty will become more legalistic and less collegial.	10 (42	11 46	2 8	1 4	0 0)
15. Under collective bargaining, the Academic Senate's role in policy-making will become less important.	7 (29	11 46	3 12	3 12	0 0)
16. Under collective bargaining, administrative committees (Instruction Department and Leadership Council meetings) will become more concerned with management issues and problems.	8 (33	12 50	3 12	1 4	0 0)
17. Under collective bargaining, deans and associate deans are knowledgeable about and reasonably comfortable with their roles as middle-management administrators.	1 (4	6 25	2 8	14 58	1 4)
18. The people who handle negotiations and the premises and procedures they use, on the part of both faculty and management, will determine the effectiveness of collective bargaining.	2 (8	15 62	3 12	3 12	1 4)
19. The compromises and trade-offs involved in contract negotiations will probably result in a net loss for faculty seeking meaningful participation in policy decisions.	5 (21	11 46	4 17	4 17	0 0)
20. In the negotiating process, the Board will not expect or demand greater educational productivity in return for increases in basic items of welfare.	0 (0	2 8	0 0	13 54	9 37)
21. Standardization of teaching methodology, course objectives, and testing will become one of the logical outcomes of contract negotiations.	2 (8	9 37	6 25	7 29	0 0)
22. Collective bargaining amounts to settlement of issues by trading and compromise rather than on principles of merit.	6 (25	12 50	0 0	6 25	0 0)
23. Under the negotiating process, relationships are replaced by encounters, and the employee-instructor may turn out to be a better paid individual in a spiritually poorer environment.	4 (17	16 67	3 12	1 4	0 0)
24. The negotiating process will produce a more effective instructional environment for students.	0 (0	0 0	5 21	11 46	8 33)
25. The first year or two of the collective bargaining process will create conflicts that later will be resolved to produce a more effective climate for faculty/management relationships.	0 (0	7 29	4 17	9 37	4 17)

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
26. Formerly, and under the conditions of the Winton Act, the influence of middle-management administrators (deans and associate deans) upon policy decisions was appropriately effective.	1 (4	11 46	4 17	6 25	1 4)
27. Under collective bargaining, the roles of middle-management administrators (deans and associate deans) will change so that their influence upon policy decisions will diminish.	2 (8	10 42	4 17	5 21	3 12)

CHI-SQUARE COMPARISON
OF DEAN GROUP = 18
AND ASSOCIATE DEAN GROUP = 6

Significance

Item #1

1.	3	10	0	3	2
2.	1	3	0	1	0

↓

13	5
4	1

Not Significant

Item #2

1.	0	1	2	12	3
2.	1	3	0	1	1

↓

1	15
4	2

Significant at the .01 Level.

Item #3

1.	3	7	1	6	1
2.	2	2	1	1	0

↓

10	7
4	1

Not Significant

Significance

Item #4

1.	1	1	1	10	6
2.	1	1	0	2	2

↓

2	16
2	4

Not Significant

Item #5

1.	0	3	1	7	7
2.	1	1	0	2	2

↓

3	14
2	4

Not Significant.

Item #6

1.	6	8	3	0	1
2.	2	4	0	0	0

↓

6	8
2	4

Not Significant

Item #7

1.	3	13	0	1	1
2.	2	4	0	0	0

↓

3	13
2	4

Not Significant

Significance

Item #8

1.	0	2	2	8	6
2.	0	1	1	4	0



2	2	14
1	1	4

Not Significant

Item #9

1.	1	6	2	7	2
2.	2	1	1	1	1



7	2	9
3	1	2

Not Significant

Item #10

1.	6	10	1	1	0
2.	1	5	0	0	0



6	10
1	5

Not Significant

Item #11

1.	0	0	2	10	6
2.	1	0	2	2	1



2	16
2	3

Not Significant

Significance

Item #12

1.	2	8	3	4	1
2.	1	3	0	2	0



10	5
4	2

Not Significant

Item #13

1.	1	2	5	8	2
2.	0	2	1	2	1



3	5	10
2	1	3

Not Significant

Item #14

1.	9	8	1	0	0
2.	1	3	1	1	0



9	8	1
1	3	1

Not Significant

Item #15

1.	7	9	1	1	0
2.	0	2	2	2	0



16	1	1
2	2	2

Significant at the .05 Level

Significance

Item #16

1.	7	8	2	1	0
2.	1	4	1	0	0



7	8	2
1	4	1

Not Significant

Item #17

1.	1	4	1	11	1
2.	2	2	1	3	0



5	1	13
2	1	3

Not Significant

Item #18

1.	1	12	2	2	1
2.	1	3	1	1	0



13	2	3
4	1	1

Not Significant

Item #19

1.	5	7	3	3	0
2.	0	4	1	1	0



11	3	3
4	1	1

Not Significant

Significance

Item #20

1.	0	2	0	9	7
2.	0	0	0	4	2

↓

9	7
4	2

Not Significant

Item #21

1.	2	8	4	4	0
2.	0	1	2	3	0

↓

10	4	4
1	2	3

Not Significant

Item #22

1.	5	11	0	2	0
2.	1	1	0	4	0

↓

16	2
2	4

Significant at the .01 Level

Item #23

1.	4	11	3	0	0
2.	0	5	0	1	0

↓

14	3
5	1

Not Significant

Significance

Item #24

1.	0	0	3	9	6
2.	0	0	2	2	2



3	15
2	4

Not Significant

Item #25

1.	0	5	3	6	4
2.	0	2	1	3	0



5	3	10
2	1	3

Not Significant

Item #26

1.	1	9	3	5	0
2.	0	2	1	1	1



10	3	5
2	1	2

Not Significant

Item #27

1.	2	8	2	4	2
2.	0	2	2	1	1



10	2	6
2	2	2

NUMBER, PERCENT, AND LEVEL
OF CONCURRENCE, GROUPED ITEMS,
COLLECTIVE BARGAINING SURVEY

TABLES 1 - 5

TABLE 1
SURVEY/POPULATION VALIDATION ITEMS
ITEMS 10 AND 18

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Level of Concurrence*
10. There are legitimate differences of opinion that act as forces to create disagreement between the Board, Administration, and Faculty.	7 (29)	15 62	1 4	1 4	0 0)	++
18. The people who handle negotiations and the premises and procedures they use, on the part of both faculty and management, will determine the effectiveness of collective bargaining.	2 (3)	15 62	3 12	3 12	1 4)	+

() = Percent

* 0 = Less Than 51% Concurrence

* + = 51-75% Concurrence

* ++ = 76% or Greater Concurrence

TABLE 2
 FACULTY MOTIVATION FOR
 CHOOSING AN EXCLUSIVE BARGAINING AGENT

ITEMS 2, 3, 6, 7, 11, 13

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Level of Concurrence*
2. The long time rivalry between AFT and CTA at El Camino College was a primary underlying factor that influenced the outcome of the EERB election.	1 (4)	4 17	2 8	13 54	4 17	+
3. Faculty concern over participation in decision-making at the College influenced the outcome of the EERB election.	5 (21)	9 37	2 8	7 29	1 4	+
6. Faculty perceive collective bargaining primarily as a condition that will result in better salaries and working conditions.	8 (33)	12 50	3 12	0 0	1 4	++
7. Faculty perception of decision-making by administrators as unilateral and arbitrary affected the outcome of the EERB election.	5 (21)	17 71	0 0	1 4	1 4	++
11. Faculty concern over leadership at the middle-management (dean and associate dean) levels was a key factor involved in the outcome of the EERB election.	1 (4)	0 0	4 17	12 50	7 29	++
13. That the Academic Senate did not assume an essentially adversarial role in its relationship with the Board affected the outcome of the EERB election.	1 (4)	4 17	6 25	10 42	3 12	+

() = Percent

* 0 = Less Than 51% Concurrence

* + = 51-75% Concurrence

* ++ = 76% or Greater Concurrence

TABLE 3

CLIMATIC EFFECTS OF THE NEGOTIATING PROCESS

ITEMS 1, 5, 8, 12, 19, 22, 23, 25

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Level of Concurrence*
1. Collective bargaining was the most important issue on this campus during 1976.	4 (17)	13 54	0 0	4 17	2 8)	+
5. Collective bargaining on this campus can provide a matrix for promise and consensus, and negotiation should reduce rather than create conflicts.	1 (4)	4 17	1 4	9 37	9 37)	+
8. More effective problem solving behaviors on the part of both faculty and administration are likely to emerge under collective bargaining.	0 (0)	3 12	3 12	12 50	6 25)	+
12. A more harmonious relationship between interested parties would result if both faculty and management employ professionals who are experienced in community college bargaining to manage negotiations.	3 (12)	11 46	3 12	6 25	1 4)	+
19. The compromises and trade-offs involved in contract negotiations will probably result in a net loss for faculty seeking meaningful participation in policy decisions.	5 (21)	11 46	4 17	4 17	0 0)	+
22. Collective bargaining amounts to settlement of issues by trading and compromise rather than on principles of merit.	6 (25)	12 50	0 0	6 25	0 0)	+
23. Under the negotiating process, relationships are replaced by encounters, and the employee-instructor may turn out to be a better paid individual in a spiritually poorer environment.	4 (17)	16 67	3 12	1 4	0 0)	++
25. The first year or two of the collective bargaining process will create conflicts that later will be resolved to produce a more effective climate for faculty/management relationships.	0 (0)	7 29	4 17	9 37	4 17)	+

() = Percent

* 0 = Less Than 51% Concurrence

* + = 51-75% Concurrence

* ++ = 76% or Greater Concurrence

TABLE 4
 COLLECTIVE BARGAINING'S IMPLICATIONS FOR
 OTHER COLLEGE PERSONNEL, GROUPS, AND CONDITIONS
 ITEMS 4, 9, 15, 20, 21, 24

	Strongly Disagree	Agree	No Opinion	Disagree	Strongly Disagree	Level of Concurrence*
4. Faculty participation in the decision-making process can best be accomplished through an exclusive bargaining agent.	2 (8	2 8	1 4	12 50	8 33)	++
9. Under collective bargaining, the chief role of the College President is to minimize the emotional content of the situation while maximizing the rational elements.	3 (12	7 29	3 12	8 33	3 12)	0
15. Under collective bargaining, the Academic Senate's role in policy-making will become less important.	7 (29	11 46	3 12	3 12	0 0)	+
20. In the negotiating process, the Board will not expect or demand greater educational productivity in return for greater increases in basic items of welfare.	0 (0	2 8	0 0	13 54	9 37)	++
21. Standardization of teaching methodology, course objectives, and testing will become one of the logical outcomes of contract negotiations.	2 (8	9 37	6 25	7 29	0 0)	0
24. The negotiating process will produce a more effective instructional environment for students.	0 (0	0 0	5 21	11 46	8 33)	++

() = Percent

* 0 = Less Than 51% Concurrence

* + = 51-75% Concurrence

* ++ = 76% or Greater Concurrence

TABLE 5

COLLECTIVE BARGAINING'S DIRECT
IMPLICATIONS FOR MIDDLE-MANAGEMENT

ITEMS 14, 16, 17, 26, 27

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Level of Concurrence*
14. Under collective bargaining, deans' and associate deans' management relationship with faculty will become more legalistic and less collegial.	10 (42)	11 46	2 8	1 4	0 0)	++
16. Under collective bargaining, administrative committees (Instruction Department and Leadership Council meetings) will become more concerned with management issues and problems.	8 (33)	12 50	3 12	1 4	0 0)	++
17. Under collective bargaining, deans and associate deans are knowledgeable about and reasonably comfortable with their roles as middle-management administrators.	1 (4)	6 25	2 8	14 58	1 4)	+
26. Formerly, and under the conditions of the Winton Act, the influence of middle-management administrators (deans and associate deans) upon policy decisions was appropriately effective.	1 (4)	11 46	4 17	6 25	1 4)	0
27. Under collective bargaining, the roles of middle-management administrators (deans and associate deans) will change so that their influence upon policy decisions will diminish.	2 (8)	10 42	4 17	5 21	3 12)	0

() = Percent

* 0 = Less Than 51% Concurrence

* + = 51-75% Concurrence

* ++ = 76% or Greater Concurrence

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 13 1977

CLEARINGHOUSE FOR
JUNIOR COLLEGES