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August 4, 1975
Date

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ATTITUDES TOWARDS HIRING PROFESSIONAL NEGOTIATORS

by

HARRY KENNETH BERG

A professional paper submitted in partial fulfillment
of the requirements for the degree

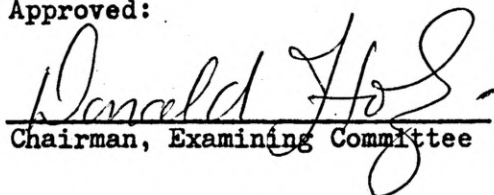
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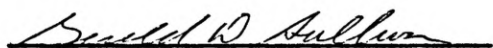
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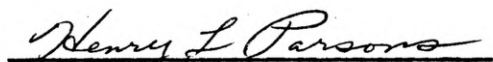
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ABSTRACT

The problem of this study was to compare and describe the attitudes of 99 representatives from the trustees, administrators, and teachers of Montana's eleven class "AA" school districts towards hiring professional negotiators. The sample consisted of three members of each category of personnel selected primarily for their present or past negotiation experiences.

The data were collected by mailed questionnaire. The survey instruments were hand scored and the results tabulated by the writer.

The general conclusions of this study were: (1) Teachers believe the negotiation process does improve the quality of education, but the trustees do not. (2) A professional negotiator would not improve the negotiations process. (3) A professional negotiator would not improve the quality of education. (4) It would be a problem if one side hired a professional negotiator, but the other side did not. (5) The trustees and administrators believe it is feasible to hire a professional negotiator at this time, but the teachers do not. (6) It would not be practical at this time to hire a professional negotiator. (7) The disadvantages outweigh the advantages of hiring a professional negotiator at this time.

Recommendations of this study were: (1) A concentrated effort should be made by both sides to determine how collective bargaining could be improved to provide improvement in the quality of education. (2) Negotiators from both sides should meet and discuss their views regarding negotiations as a process. (3) The integrative model of collective bargaining should be studied to determine its applicability.

CHAPTER I

INTRODUCTION

Confronted with higher taxes to support the ever-increasing costs of education, boards of education, administrators, and teacher's organizations throughout the United States are hearing concerned taxpayers' cries for more accountability in our schools. Although inflation, rising enrollments, new advanced equipment and supplies, and a host of other things enter into a school district's budget, the largest share of any district's budget is consumed by salaries and benefits for employees.

The 1961-62 average instructional salary was \$5,515 compared to \$10,114 in 1971-72. (Lieberman, 1973) These dramatic increases in instructional staff salaries during the past decade or so have focused the public's attention on the school's budget in general and teacher's salaries specifically. While a number of other factors could be considered for these increases, collective bargaining for teachers is recognized as an important factor.

Perhaps it is not a mere coincidence that these 100% increases in instructional salaries have appeared since the early 1960's. The New York City teacher's strikes from 1960-62 were really the beginning of collective bargaining for teachers. Since that time some 29 states have enacted legislation authorizing

teacher negotiations and it has proved most successful in rectifying the teachers' economic plights.

However, the collective bargaining process has provided some new problems for the educational world. It has become a highly sophisticated, time-consuming, expensive process. It has also provided approaches that could answer those cries for accountability. One of these approaches is the subject of this study.

This chapter will be the foundation for an investigation into the trends in collective bargaining for teachers in Montana.

Statement of the Problem. The problem of this study will be to determine the attitudes of boards of education, administrators, and teachers in Montana's class "AA" school districts, towards hiring professional negotiators.

Need or Purpose of this Study. Collective bargaining for teachers in Montana is relatively new. However, since the passage of the professional negotiations law in 1969 there have been several conflicts between boards of education, administrators, and teachers. There have been three teacher strikes, at least 19 impasses, and a continuing battle in the courts and the legislature over the law and proposed changes. Also, some educators feel the educational process and atmosphere has deteriorated as a result of collective bargaining. The collective bargaining process utilizes an abundance of money, training, time, and people. Because of this, the total

efficiency of the school district's operation is decreased. All of these reasons, along with the increased costs of education, make this study valuable to education in Montana.

The primary goals of collective bargaining are to improve salaries and working conditions of employees along with the improvement of education in general. In part, the Professional Negotiations Act for Teachers in Montana Code 75-6116, says:

...It is, therefore, the policy of this state to recognize the rights of professional school employees to form, join, or assist professional employee's organizations to negotiate with their governing boards regarding matters for the purpose of establishing, maintaining, protecting and improving educational standards and to establish procedures which will facilitate and encourage amicable settlement of disputes. (School Laws, State of Montana, 1972)

Some people feel that this policy is not being carried out in Montana at the present time. If this is so, it could be that professional negotiators are the answer.

Some large school districts in the United States are utilizing professional negotiators now and have used them for several years with varying degrees of success. The school board of one school district in Montana has hired a professional negotiator for this year (1974-75) but that district's negotiations are not complete. Consequently, the effectiveness of that particular professional negotiator has not been determined. It is

the far reaching implications of this trend in collective bargaining which merits study.

The information generated by this study could be used by all of Montana's class "AA" school districts to determine the acceptance, feasibility, and practicality of implementing such a program in their districts.

General Questions to be Answered. This study will be conducted to obtain opinions about the following general questions concerning the attitudes toward collective bargaining and professional negotiators:

1. Is the quality of education improved by the negotiation process?
2. Would a professional negotiator improve the quality of education?
3. What is the attitude of boards of education toward hiring a professional negotiator?
4. What is the attitude of administrators toward hiring a professional negotiator?
5. What is the attitude of teachers toward hiring a professional negotiator?
6. What possible advantages and/or disadvantages do boards of education, administrators, and teachers perceive in hiring a professional negotiator?

General Procedure. This study will include the attitudes of three persons from each of the boards of education, administrators, and teacher's organizations of Montana's class "AA" school districts. The people will be surveyed by means of a mailed questionnaire. This questionnaire will be tested for reliability and validity on a smaller but comparable sample before being mailed to the participants.

The results of this survey will be analyzed and reproduced to show any similarities and/or differences which may occur. Comparisons will be made regarding the attitudes of the three different parties, and a general summary of the findings will be included in the final study.

Limitations and/or Delimitations. This survey will be limited to all class "AA" school districts in Montana as classified by the Montana High School Association's 1973-74 Handbook. Also, only three persons from each of the three levels of personnel involved in collective bargaining will be surveyed.

Definition of Terms. The terms listed below are defined with respect to their use in this study.

1. Collective Bargaining: Attempts of employee-employer representatives to reach agreement on wages and working conditions. (Note: The terms collective bargaining and professional negotiation will be used interchangeably in this paper.)

2. Professional Negotiator: A person employed by boards of education, administrators, and/or teachers to negotiate for them on matters of mutual concern.
3. Class "AA" School Districts: The largest school districts in Montana. They are: Anaconda, Billings, Bozeman, Butte, Great Falls, Havre, Helena, Kalispell, Libby, and Missoula.
4. Boards of Education: A corporate body legally constituted and authorized to direct the program of education within the specified territorial limits of the school district.
5. Administrators: An employed member of an educational staff with responsibilities for the direction, control, or management of a school or schools in an educational system.
6. Teachers: A person employed in an official capacity for the purpose of guiding and directing the learning experiences of pupils or students in an educational institution.

Summary. This chapter presented a brief introduction to the subject of this study. The subject of the study concerns the attitudes towards hiring professional negotiators in school districts. Background information which points to the need for the investigation and the general questions to be answered were outlined. A mailed questionnaire will be used to gather the data needed by this investigator to suggest some feasible and practical solutions to some common and important problems of collective bargaining in education today in Montana.

CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction. The literature reviewed in this chapter will be organized to provide first a brief background to collective bargaining in public education and the reasons for its beginnings in general. A comparison will be drawn between collective bargaining in the public sector to collective bargaining in the private sector. A description of the collective bargaining process in its most prevalent form, its advantages and disadvantages, and an alternative procedure suggested by some authorities for improvement to the process will be presented. Finally, a description of the impasse procedures in the collective bargaining process will be given.

The literature reviewed in this chapter is pertinent to this study in that the articles and books researched are directly related to the collective bargaining process. The research submitted is mostly opinions of people who are recognized as authorities in this field of study.

Comparisons between the review of literature and the results obtained in the research for this study will be made in Chapter V of this paper.

A Brief History of Collective Bargaining in Public Education.

Many people believe that the struggles between the New York City Board of Education and the United Federation of Teachers (1960-62)

constituted the origin of the demands of teachers for participation in policy-making. This is not the case.

In 1938, the Educational Policies Commission spelled out a philosophy for involvement of the total school staff in developing the school program. In part it says:

...It is sound procedure to provide for the active participation of teachers in the development of administrative policy. (Stinnett 1966 p. 7)

Note, however, this was not a directive, but merely a philosophical statement.

The Norwalk, Connecticut teachers, in 1946, were apparently the first group to enter into any type of formal agreement between them and their board of education. The contract resulted from a bitter teachers' strike. In 1951, the Connecticut Supreme Court of Errors held that teachers were entitled to organize and that boards of education could negotiate with them.

The Norwalk teachers were first again when in 1957 they negotiated an agreement that provided an appeals procedure.

Between 1946 and 1962 many agreements were entered into by boards and school staffs which were, in effect, what are now termed professional negotiation agreements. Most of these were in Connecticut and nearly all, except Norwalk, were informal in nature. (Stinnett 1966)

When Executive Order 10988 was signed by President John F. Kennedy on January 17, 1962, it opened the door to employee organizations and collective bargaining in the public sector. This order coupled with the situation in New York City at that time provided the impetus for demands on school boards by teachers for the future. (Moskow 1970)

Prior to 1962, no board of education in the United States was required by law to negotiate with its teachers and only a handful of them had signed written agreements. By 1967, however, the NEA reported 389 negotiations agreements covering 208,000 teachers. By 1973, the number had increased to approximately 4,200 agreements covering 1.4 million teachers. This number is likely to continue to rise throughout the 1970's. One reason for the increase is the growing number of states that have authorized teacher negotiations. By 1973, 29 states had enacted such statutes and 26 states had legislation to amend or introduce negotiations related bills. (Lieberman 1973)

To find reasons for this sudden surge of teachers demanding participation in policy-making, one doesn't have to look far. Each author has their own opinions of the causes, but most list the same basic factors. According to Michael H. Moskow (1970), organizational rivalry (NEA vs. AFT), larger school districts,

Executive Order 10988, compensation, and changes in teacher attitudes are the major factors contributing to teacher militancy.

Collective Bargaining in the Public Sector Compared to Collective Bargaining in the Private Sector. The National Labor Relations Act of 1935 and subsequent state labor laws gave the workers in the private sector the basic rights of organizing and bargaining which did not belong to the public sector until 1962. (Shils 1968) By virtue of this time lapse, the private sector has experienced the incubation and formidable struggles that the public sector is now experiencing. While disputes over money and participation in policy-making have caused strikes in both the private and public sectors, the analogies seem to end there.

Most authorities agree that there are vast differences between a school district and a corporation. Charles Cogen (1969), former president of the American Federation of Teachers, contends the major difference is politics. The public sector involves political bodies as well as the educational system, while the private sector is a management-employee relationship only.

For one thing, it is illegal in most states (except Pennsylvania and Hawaii) for teachers to strike. One author, Robert Y. Dubel (1973), goes one step further. He suggests that strikes in the public sector are no longer a viable weapon because the union or association cannot put the employer out of business.

He also states that teacher strikes have started to decline in numbers (down 28% in 1970-71) indicating bargaining in public education has peaked or matured with an entirely new employer-employee relationship in schools.

The Collective Bargaining Process -- Advantages and Disadvantages. A brief and rather general history of collective bargaining for teachers has been presented in order to give some background information leading to present day status. Before the specifics of the process itself are presented, a definition of that process is in order. According to Stinnett (1966 p. 2),

Professional negotiations is a set of procedures, written and officially adopted by the local staff organization and the school board, which provides an orderly method for the school board and staff organization to negotiate on matters of mutual concern, to reach agreement on these matters, and to establish educational channels for mediation and appeal in the event of an impasse.

This means more than the simple right to be heard. It means, specifically, that boards of education must be prepared to engage in give-and-take bargaining over policy matters with staff organizations. This procedure involves the presentation of some carefully considered and researched proposals by the staff organization affecting the quality of the educational program and/or the organization's own welfare. These proposals are followed by an exchange of specific counterproposals from the board and by counter-counterproposals

from the staff organization. Through this process of give-and-take, areas of agreement are defined, areas of disagreement are narrowed and finally eliminated, and the board and organization reach final, bilateral agreement on policy. Or, alternatively, despite many meetings and good faith and earnest efforts to reconcile differences, areas of disagreement remain, and the parties may come to an impasse with neither side willing to make an additional concession, at which time an impartial, educationally oriented mediator or fact-finder are brought into play. This procedure is justified by, and on the surface, at least, gives the appearance of having advantages in that the added power of participation as equals stimulates teachers into wanting to improve productivity and striving harder to make the policies, which they help formulate, work satisfactorily. Instead of unilateral decisions by the board, a jointly planned venture with the teachers makes it exciting and acceptable. (Stinnett 1966)

The procedure described above is called a distributive model for negotiations, which is by far and away the most common type of labor negotiations used today in both the private and public sectors. It involves a carefully designed series of tactics and strategies. These are utilized in an attempt to attain one party's goals when they are in basic conflict with those of the other party.

Generally, the issues involved are economic and/or the rights and obligations of the parties. (Walton 1965)

According to some authorities, it is this conflict that is the major disadvantage or criticism of distributive bargaining. Richard Wynn (1970) feels that conflict of this nature causes an adversary mood which perpetuates qualities like hostility, distrust, deception, and dishonesty between the negotiating parties. He also feels, as do many others, that too many important decisions concerning all people involved are made by just the two party's negotiators.

It should be noted here, that some authorities believe that honest conflict is beneficial to everyone. Charles Cogen (1969 p. 10) says,

There is really nothing subversive or immoral about this conflict of interest. In fact, this is the whole theory of our constitutional form of government.

Another author, Anatol Rapoport (1967 p. 2), puts it this way:

Many of the patterns and processes which characterize conflict in one area also characterize it in others. Negotiations and mediation go on in labor disputes as well as in international relations. Price wars and domestic quarrels have much the pattern of an arms race. Frustration breeds aggression both in the individual and in the state. The jurisdictional problems of labor unions and the territorial disputes of states are not dissimilar. It is not too much to claim that out of the contributions of many fields a general theory of conflict is emerging. It is clear as we look over the human experience that there are

some conflicts which are fruitful and some which are not--some conflict processes which lead to resolution and integration, some which lead to disintegration and disaster.

Regardless of its disadvantages, Robert J. Thornton (1972) is certain of one thing--positive results for teachers. According to the conclusions of his study, salary benefits have been pronounced and substantial. These benefits ranged from a low of 2% to a high of 28% increase depending on the particular salary level studied for the year 1970-71. He accredited collective bargaining for largest portion of the big increases.

The results of collective bargaining are also evident by Myron Lieberman's (1973) standards. There were about 2,442 comprehensive agreements covering approximately 750,000 teachers in 1971-72. These agreements cover terms and conditions of employment, not just negotiating procedures, which is remarkable growth by any standards, and a definite teacher benefit.

An Alternative to the Distributive Model. Walton (1965) presents an integrative model to collective bargaining. Without going into a great deal of detail, the basic philosophy of this model is selecting issues which are not conflicting to the parties involved or, in other words, "problems" of common concern. Both the distributive and integrative processes are

joint decision-making processes, but the integrative potential exists when the nature of the problem permits solutions which benefit both parties, or at least the gains of one party do not represent equal sacrifices by the other.

Richard Wynn (1970) calls the integrative method collective gaining rather than collective bargaining. He characterizes this process with words such as considerate, friendly, empathetic, creative, and jointly solving problems of mutual concern for school improvement.

The integrative model has not been used enough to effectively analyze any results.

Description of Impasse Procedures in Collective Bargaining.

As was stated earlier in this paper, an impasse is the part of the collective bargaining process which is used only when the two parties can't agree after earnest efforts, good faith, and many meetings.

The impasse procedure, provided for by law, can take many different forms, but the most common form in public education is called advisory arbitration or fact-finding. Paul D. Staudohar, (1970) describes fact-finding as:

A procedure which attempts to provide an acceptable alternative to the use of economic and political force in resolving disputes between employers and employees. It involves a statement of issues in dispute to a neutral third party or parties. The impartial body investigates the issues and recommends a solution to the negotiating parties for further bargaining. The recommendations are

not binding but can often be used successfully to solve an impasse. (Staudohar 1970 p. 422)

This procedure has proven effective. In some 50 to 70 percent of the cases where it has gone this far, fact-finding awards have served as a basis for settlement. To find possible causes of breakdown in this procedure and to suggest possible solutions to other negotiation problems are the objectives of this study.

Summary. In this chapter, some of the abundance of literature on this topic has been submitted to give an overall picture of the scope and magnitude this study will undertake.

In some instances, authors disagree on some basic principles of the collective bargaining process, but the majority of investigators tend to agree that the process is reasonably sufficient and it serves a worthwhile and important purpose.

Although collective bargaining is now well established in public education in many areas, the research points to difficulties in the process and warrants further study and research.

CHAPTER III

PROCEDURES

Introduction. The problem that will be investigated in this study is that of surveying the attitudes of school officers and personnel regarding the employment of professional negotiators.

This chapter provides a description of the procedures that will be used for the completion of this study. Included will be a detailed description of the population to be used. Data collection and the manner in which it will be organized will be discussed. Finally, a description of the methods used to analyze the collected data will be presented.

Population Description. The population for this study will include three members from each of the three categories of school officers and personnel. These are the boards of education, administrations, and teacher's organizations in Montana's class "AA" school districts as defined in the Montana High School Association's 1973-74 Handbook. These districts were listed in the DEFINITION OF TERMS section of Chapter I.

The three people from the boards of education will be the chairman of the entire board and the chairman and a member of the board's personnel committee. The three people from the administrative level will be the superintendent, the personnel director, and a member of the negotiating team. The teacher's organizations will

be represented by the president and the chairman and a member of their local organization's negotiating team.

Since the entire population will be surveyed, no sampling procedures will be undertaken in this study.

The primary justification for selecting class "AA" school districts only is the cost of hiring a professional negotiator. This investigator feels that the class "AA" school districts in Montana are the only ones large enough to absorb the cost of a professional negotiator. More money, time and people are allocated and used for the negotiating process in these districts. Perhaps the greatest unrest and most of the major problems concerning the negotiating process or its outcomes occur in these districts.

The criteria for selecting people to be a part of this study was based on their interest, awareness, and involvement. These people are interested in collective bargaining because they are participating in the process. This also makes them aware of the implications suggested by this study so they can give more meaningful responses to the questionnaire.

Method of Collecting Data. A questionnaire will be developed to obtain information for this study and will be mailed to each of the participants. The questions will be designed to answer the six general questions listed in Chapter I. Accompanying each

questionnaire will be a cover letter explaining the nature and purposes of this survey.

The questionnaire will be administered to a test group similar to the actual respondents prior to mailing it to the participants. Any recommendations for change will be considered. This should help clarify ambiguities in the directions or questions and give it more validity.

A copy of the survey instrument may be found in Appendix A, page 44.

Method of Organizing Data. The results of this study will be shown in tabular form. The survey instrument is designed to elicit responses that will be reflective of the opinions of trustees, administrators, and teachers concerning their attitudes towards hiring a professional negotiator.

Presentation of the results of the survey are included in Chapter IV of this paper. There are a total of six tables displaying the results of the first six items on the questionnaire. The responses of all three categories of personnel surveyed are shown on the same table to allow for easy and accurate comparisons. Samples of comments made on each of the eight items are presented in the separate categories to make it easier to ascertain the thinking involved in the positions taken on the items of the survey

instrument. Interpretations of the responses are also included in Chapter IV.

Analysis of Data. Analyzing the collected data will involve a careful examination and interpretation of the responses to each question. The information received from the questionnaires and the comparisons drawn in the tables, should enable the investigator to identify and report the attitudes toward the hiring of professional negotiators in Montana's class "AA" school districts.

Precautions Taken for Accuracy. The data will be checked twice in an effort to eliminate as much error as possible in recording responses to questions on the questionnaires. Also, a digital computer will be used to make the necessary calculations.

Summary. This chapter further developed the statement of the research problem and outlined the procedures that will be used in its completion. A complete description of the population was included and the rationale for its selection was given. The methods of collecting, organizing, and analyzing the data have been described briefly.

This investigator is hopeful that the information gathered for this study will be substantial enough to predict some of the trends in collective bargaining for Montana's class "AA" school districts.

CHAPTER IV

FINDINGS AND INTERPRETATIONS

Introduction. This chapter reports the findings of a study of opinions of trustees, administrators, and teachers of Montana's class "AA" school districts towards hiring professional negotiators for school board/teacher negotiations. In collecting the data for this study, questionnaires were mailed to three members from each of the categories described above in the eleven class "AA" school districts.

Of the 99 questionnaires distributed, 54 were returned, representing 54.55 percent. There were 15 trustees, 19 administrators, and 20 teachers responding, which represents 27.78 percent, 35.18 percent, and 37.04 percent of the total respectively. Four persons returned the questionnaire but chose not to answer any of the items. These will not be considered in the item analysis.

Nineteen of the respondents indicated they take the trustees position in negotiations, 20 indicated that they favored the teacher's position, and 9 indicated neutrality in school board/teacher negotiations. Six chose not to respond to this item. Of the 54 respondents, 36 indicated a direct involvement in the negotiations process, 10 indicated they acted as observers, and four indicated no involvement in the negotiations process.

In this chapter, each question will be considered separately. The data are shown in table form with interpretations of the responses. Also, a sample of the comments made on each question will be presented.

ATTITUDES OF TRUSTEES, ADMINISTRATORS, AND TEACHERS
OF MONTANA'S CLASS "AA" SCHOOL DISTRICTS TOWARDS
HIRING PROFESSIONAL NEGOTIATORS FOR
SCHOOL BOARD/TEACHER NEGOTIATIONS

Question: Does the negotiations process improve the quality of education in your district?

Table 1

Responses	YES	NO	UNDECIDED	NO RESPONSE	TOTAL
Trustees	4	7	1	1	13
Administrators	8	8	0	1	17
Teachers	18	1	1	0	20
Total	30	16	2	2	50
Percentage of Total	60%	32%	4%	4%	100%

The total response on this question would indicate that the negotiations process does improve the quality of education. However, there is a marked difference of opinions here between the teachers' views and the school boards' views. There was only one teacher

holding the opinion that the negotiations process did not improve the quality of education while 18 teachers indicated it did improve education. The majority of the school boards' respondents, however, did not hold the opinion that the negotiations process improves the quality of education. The responding administrators were evenly divided on this question.

Comments:

Trustees

A sample of the comments made by trustees responding to this question is as follows:

"The main subjects of negotiations are salaries and working conditions not an exchange of how to improve the quality of education, unfortunately."

"Strictly a union situation and basic concerns are not related to quality education."

"Draws attention away from other issues facing a school board."

"Makes us as a board more aware of personnel's rights."

"It provides both sides the opportunity to meet and work out their problems, thereby providing a better atmosphere for improving education."

Administrators

A sample of comments from administrators responding to this question is as follows:

"Tends to divide the total educational team."

"Negotiations deals with teacher welfare rather than improvements in education."

"Teachers are probably happier having a voice and a part in the action."

"Better communication among board, teachers, and administrators. Many positive things come out of negotiations."

Teachers

A sample of comments from teachers responding to this question is as follows:

"Many proposals which we present to negotiations are in the interest of the students."

"It makes the board aware of the needs as professional educators see them, resulting in revised budgeting and better, more necessary programs."

"Happy teachers make for better education, and giving the teachers a voice in their own affairs makes them happier. This is done in negotiations."

"Teacher morale and attitudes are high--the best teachers are attracted and kept in the district."

Question: Would the addition of a professional negotiator improve the negotiations process in your district?

Table 2

Responses	YES	NO	UNDECIDED	NO RESPONSE	TOTAL
Trustees	4	9	0	0	13
Administrators	7	6	4	0	17
Teachers	5	15	0	0	20
Total	16	30	4	0	50
Percentage of Total	32%	60%	8%	0%	100%

The total response to this question would indicate that the addition of a professional negotiator would not improve the negotiations process. The trustees' and teachers' opinions are consistent with the tabulation of this item. By a narrow margin the administrators indicate the addition of a professional negotiator would improve the negotiations process.

Comments:

Trustees

A sample of comments from trustees responding to this question is as follows:

"Loss of direct contact between sides and greater possibility of misunderstandings."

"It would save time but cause greater separation."

"Negotiations are partly a gripe session. I think it is important that the board hears these complaints."

Administrators

A sample of comments from administrators responding to this question is as follows:

"I think the administration and board are overworked."

"Would avoid the conflict of personalities that always carry over outside of negotiations."

"Someone with expert training is needed."

"We know our needs, our staff, and don't need outside agitators."

Teachers

A sample of comments from teachers responding to this question is as follows:

"The individual would have no interest in the local community."

"The final decision rests with the board anyway, therefore, they should be involved."

"It would expedite the procedure and provide the expertise desired and needed."

Question: Would the addition of a professional negotiator improve the quality of education in your district?

Table 3

Responses	YES	NO	UNDECIDED	NO RESPONSE	TOTAL
Trustees	1	12	0	0	13
Administrators	4	9	4	0	17
Teachers	4	15	0	1	20
Total	9	36	4	1	50
Percentage of Total	18%	72%	8%	2%	100%

The total and individual category responses to this question strongly indicates that the addition of a professional negotiator would not improve the quality of education. This is one point where it seems a clear majority of respondents seem to agree regardless of position.

Comments:

Trustees

A sample of comments from trustees responding to this question is as follows:

"Negotiator would not be aware of local issues and problems."

"Money spent for a professional negotiator could be used more wisely to improve our educational standards."

"Very little relationship when teachers are primarily interested in personal benefits."

Administrators

A sample of comments from administrators responding to this question is as follows:

"Quality education is not a negotiable item."

"Only stir up more problems as they have in Billings, Great Falls, and others."

"They would only negotiate wages and fringe benefits-- other items of importance would be between the board and teachers."

"Positive things would come from it."

Teachers

A sample of comments from teachers responding to this question is as follows:

"Teachers must promote quality education."

"At best, he would have nothing more than a selfish interest in the negotiations process."

"At this point we are capable."

"They really don't know the issues and problems."

Question: Would it be a problem if one side hired a professional negotiator but the other side did not?

Table 4

Responses	YES	NO	UNDECIDED	NO RESPONSE	TOTAL
Trustees	9	1	2	1	13
Administrators	11	5	0	1	17
Teachers	10	8	2	0	20
Total	30	14	4	2	50
Percentage of Total	60%	28%	8%	4%	100%

The total and individual category responses to this question seem to indicate that it would be a problem if one side hired a professional negotiator but the other side did not. A total of 60% of the respondents answered affirmatively while 28% gave negative responses. The teacher category is much closer than this indicating some question of their opinions.

Comments:

Trustees

A sample of comments from trustees responding to this question is as follows:

"A professional can outdo an amateur at any time, and negotiations shouldn't be unfair or unequal. Neither side should be at a disadvantage."

Administrators

Only one comment came from the responding administrators on this question.

"It's all a big game no matter who the players are."

Teachers

A sample of the comments from teachers responding to this question is as follows:

"It would create an uncomfortable atmosphere in an already somewhat difficult situation."

"The administration usually has a semi-professional negotiator anyway, and we have used attorneys in the past to no real advantage."

Question: Considering the present conditions in your district's school board/teacher negotiations, is it feasible to hire a professional negotiator for your side?

Table 5

<u>Responses</u>	<u>YES</u>	<u>NO</u>	<u>UNDECIDED</u>	<u>NO RESPONSE</u>	<u>TOTAL</u>
<u>Trustees</u>	7	5	1	0	13
<u>Administrators</u>	10	7	0	0	17
<u>Teachers</u>	5	15	0	0	20
<u>Total</u>	22	27	1	0	50
<u>Percentage of Total</u>	44%	54%	2%	0%	100%

It would seem that the total percentages of responses to this question do not indicate a clear-cut decision although the majority indicated that it would not be feasible to hire a professional negotiator for their side. Both the trustees' and the administrators' opinions would suggest, but only by a slight majority, that it would be feasible for them to hire a professional negotiator, while the teachers' opinions would strongly suggest the opposite point of view.

Comments:

Trustees

A sample of comments from trustees responding to this question is as follows:

"We can always hire people, but the final outcome must be weighed very carefully before any action is taken."

"It is imperative--we can't contend with teachers backed by MEA."

"Negotiations have been satisfactory for both sides and we have a good relationship, so it isn't necessary at this time."

Administrators

A sample of comments from administrators responding to this question is as follows:

"It is feasible but not advisable or probable."

"It is being considered."

"We have one."

"Negotiations are amiable and relatively effective now."

Teachers

A sample of comments from teachers responding to this question is as follows:

"Not necessary with Uniserv."

"It is our responsibility."

"Teachers tend to support a fellow teacher who negotiates for them--he has as much to lose or gain as they do. Such support would not be present for a professional negotiator, yet."

"This would diminish board, administration, and teacher confrontation."

Question: Considering the present conditions in your district's school board/teacher negotiations, would it be practical at this time to hire a professional negotiator for your side.

Table 6

Responses	YES	NO	UNDECIDED	NO RESPONSE	TOTAL
Trustees	3	9	0	1	13
Administrators	8	8	1	0	17
Teachers	3	17	0	0	20
Total	14	34	1	1	50
Percentage of Total	28%	68%	2%	2%	100%

The total response to this question strongly suggests that it would not be practical at this time to hire a professional negotiator. The trustees and teachers agree on this item, while the administrators' opinions are evenly divided on this question.

Comments:

Trustees

Several trustees voiced essentially the same comment as the one below.

"Too expensive and it would take away the tie between the voters who elected us and the teachers and turn the negotiations over to an outsider."

Administrators

A sample of the comments from the administrators responding to this question is as follows:

"Lose the trust and confidence built up through the years."

"Why go through an expense not needed."

"Better use of resources."

"Must be budgeted for in the future."

Teachers

A sample of the comments from teachers responding to this question is as follows:

"Not enough money, and we like to 'do' for ourselves."

"Our board and teachers would be resentful. The general public would be hostile."

"Present agreement precludes this arrangement."

"Economically impractical."

"Both sides can afford it, but it would be unwise at this time."

"The need is here--help is available--get the job done."

Questions numbered 7 and 8 merely asked for opinions.

Therefore, there are no tables for these two questions, but samples of comments made concerning each question will be presented.

Question: What are some of the advantages you perceive in hiring a professional negotiator for your side?

Comments:

Two opinions were shared by many of the respondents in all three categories. They were:

"It would save a great deal of time."

"None."

Trustees

A sample of comments from trustees responding to this question is as follows:

"Would possess technical expertise."

"Negotiations would take much less time and the board and teachers would be free to do what they should be doing."

Administrators

A sample of comments from administrators responding to this question is as follows:

"It would take the amateurism out of the negotiations process and clear up the language in the contracts."

"May reduce conflict between teachers and administrators which affects other areas."

Teachers

A sample of comments from teachers responding to this question is as follows:

"Improved relations--better teaching profession and better results from negotiations process."

"Should prevent mistakes in the process and the outcome."

"Better planned and presented."

Question: What are some of the disadvantages you perceive in hiring a professional negotiator for your side?

Again, two opinions were shared by many of the respondents in all three categories. They were:

"Too expensive."

"It would cause a breakdown of relations."

Trustees

A sample of comments from trustees responding to this question is as follows:

"Communications breakdown would cause negative reactions."

"Depersonalize, be less responsive, and produce suspicion and alienation."

"Ultimately will decrease the quality of education."

Administrators

A sample of comments from administrators responding to this question is as follows:

"Their distance from education and local needs, issues, control, etc."

"Outsider determines the direction of school district which shouldn't be."

Teachers

A sample of comments from teachers responding to this question is as follows:

"Very poor public relations."

"People not keeping informed and involved if someone else is doing it for them, could create an undesirable situation and then they would use the professional negotiator as a scapegoat."

"It is unrealistic to expect a professional to get more than what we are willing to fight for ourselves."

Summary. The findings and interpretations of this study were reported in Chapter IV. The responses for six of the items on the survey instrument were presented in table form with

interpretations of the responses following each table. A sample of the comments from respondents were presented for each of the eight items on the survey instrument.

Respondents from the trustee, administrator, and teacher groups did not agree on all of the items. However, they did agree to the central question of this study. The respondents do not believe the hiring of a professional negotiator would be appropriate at this time. They do not believe that a professional negotiator would solve problems or that an improvement in the quality of education in Montana's class "AA" school districts would be evident.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary. The relationship among the school board, administration, and teachers groups is changing rapidly. One of the causes of this change is the negotiations process. Through this process, the teachers are demanding their employment and working conditions be specified in written contracts. The teachers are also using the negotiations process in an attempt to gain a proportionate share in policy-making. As a result of these attempts by teachers, several conflicts between teachers and school boards have surfaced. This study was presented as one possible solution to the existing and potential conflicts, which presumably would lead to an improvement in the quality of education.

A review of literature related to negotiations was included in this study. The literature reported trends and implications in the negotiations process including the one investigated in this study.

A complete description was given of the procedure used to collect, organize, and interpret the data obtained from the survey instrument.

The findings and interpretations of the data for this study were presented in both discussion and table form, and conclusions

and recommendations based on the data are presented in this chapter.

Conclusions. Based upon careful analysis and interpretation of the data from the questionnaires, the respective categories of personnel sampled for this study took these positions.

Trustees

1. The negotiation process does not improve the quality of education.
2. A professional negotiator would not improve the negotiation process.
3. A professional negotiator would not improve the quality of education.
4. It would be a problem if one side hired a professional negotiator, but the other side did not.
5. It is feasible to hire a professional negotiator for their side at this time.
6. It would not be practical at this time to hire a professional negotiator for their side.

Administrators

1. A professional negotiator would not improve the quality of education.
2. It would be a problem if one side hired a professional negotiator, but the other side did not.
3. It is feasible to hire a professional negotiator for their side at this time.

The administrators were undecided as to whether the negotiations process improved the quality of education, whether a

professional negotiator would improve the negotiation process, and whether it is practical to hire a professional negotiator at this time.

Teachers

1. The negotiations process does improve the quality of education.
2. A professional negotiator would not improve the negotiations process.
3. A professional negotiator would not improve the quality of education.
4. It would be a problem if one side hired a professional negotiator, but the other side did not.
5. It is not feasible to hire a professional negotiator for their side at this time.
6. It would not be practical at this time to hire a professional negotiator for their side.

Each of the three categories of personnel sampled for this study suggested some advantages of hiring a professional negotiator, but most agreed that the disadvantages outweighed the advantages at this time.

The following general conclusions resulted from careful analysis and interpretations of the collected data.

1. Teachers strongly believe the negotiations process does improve the quality of education, while the trustees do not believe it does.
2. The trustees and teachers agree that a professional negotiator would not improve the negotiations process.

3. All three categories of personnel sampled for this study strongly agree that a professional negotiator would not improve the quality of education.
4. All three categories of personnel sampled for this study agree that it would be a problem if one side hired a professional negotiator, but the other side did not.
5. The trustees and administrators agree that it is feasible to hire a professional negotiator for their side at this time. Teachers, however, strongly disagree with this statement.
6. The trustees and teachers agree that it would not be practical at this time to hire a professional negotiator for their sides.
7. All three categories of personnel sampled for this study agreed that the disadvantages outweigh the advantages of hiring a professional negotiator for their side at this time.

Recommendations. Based upon the findings and conclusions of this study, the investigator recommends that negotiators representing teachers and negotiators representing school boards in each class "AA" school district in Montana meet and discuss their views regarding negotiations as a process before securing the services of a professional negotiator.

The conclusions of this study suggest that a concentrated effort should be made by both parties to determine how collective bargaining could be improved to provide for an improvement in the quality of education.

Also, while it can be concluded from this study that the addition of a professional negotiator is not the answer to the

many problems in collective bargaining at this time, there are other alternatives which merit study. This investigator feels the collective gaining or integrative model of collective bargaining should be investigated by both parties to determine its applicability as a substitute to the industrial-based distributive collective bargaining model.

APPENDIX

APPENDIX A

ATTITUDES TOWARDS HIRING PROFESSIONAL NEGOTIATORS

The purpose of this questionnaire is to determine the attitudes of trustees, administrators, and teachers of Montana's Class "AA" school districts towards hiring professional negotiators for school board/teacher negotiations. This will be done by surveying a sampling of trustees, administrators, and teachers from each of the class "AA" districts.

This survey is being conducted as partial requirements of a masters degree program at Montana State University. Any information gathered by the researcher will be held in the strictest confidence. Only general conclusions will be made, and no person's name will be used nor will any district be evaluated in any way by this form or its results.

Your cooperation is requested by the researcher who hopes you will assist in this investigation by completing the statements on the following questionnaire. Feel free to add any comments you may have concerning professional negotiations.

Upon request, a copy of the conclusions of this study will be furnished. An envelope has been enclosed for your convenience in returning the questionnaire to the researcher by June 7, 1975.

Thank you for taking a few minutes of your valuable time to complete this survey.

Harry K. Berg

QUESTIONNAIRE

ATTITUDES OF TRUSTEES, ADMINISTRATORS, AND TEACHERS
OF MONTANA'S CLASS "AA" SCHOOL DISTRICTS TOWARDS
HIRING PROFESSIONAL NEGOTIATORS FOR
SCHOOL BOARD/TEACHER NEGOTIATIONS

Name of School District: _____

Position in district (Circle one): Trustee Administrator Teacher

Your position relating to negotiations in your district (Circle one):

Trustee's position Neutral Teacher's position

Present involvement in the Negotiating process (Circle one):

Direct (sitting in on negotiation sessions) Observer None

Circle your answer and make any comments you have regarding the question.

1. Does the negotiations process improve the quality of education in your district? YES NO

Why or why not? _____

2. Would the addition of a professional negotiator improve the negotiation process in your district? YES NO

Why or why not? _____

3. Would the addition of a professional negotiator improve the quality of education in your district? YES NO

Why or why not? _____

4. Would it be a problem if one side hired a professional negotiator but the other side did not? YES NO

Why or why not? _____

5. Considering the present conditions in your district's school board/teacher negotiations, is it feasible to hire a professional negotiator for your side? YES NO

Why or why not? _____

6. Considering the present conditions in your district's school board/teacher negotiations, would it be practical at this time to hire a professional negotiator for your side? YES NO

Why or why not? _____

7. What are some of the advantages you perceive in hiring a professional negotiator for your side? _____

8. What are some of the disadvantages you perceive in hiring a professional negotiator for your side? _____

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