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the form of organization desired by employees is out of step with the times.

Should one or several organizations in a Department be recognized?

An important question presents itself to an administrator when several groups of employees within his unit believe themselves to be occupationally differentiated from the rest and therefore wish to deal separately from the prevalent organization of employees in the unit. If the wrong precedent is set, the administrator may find himself regularly dealing with a dozen groups when perhaps one might suffice. The issue, in private industry, is the familiar one of the vertical, or plant-wide organization, as compared with the horizontal, or craft-limited organization, although this is not always the line of difference. Separate representation and officers for small, scattered, special groups or workers may involve excessive complications and difficulties and may make substantial parity of conditions of employment hard to attain.

Should a government unit make a formal contract with an employee organization?

In privately owned industry the employer who sincerely negotiates with an organization and comes to terms with it must, under prevailing practice confirmed by a Supreme Court decision, embody this agreement in a formal

written contract. Presumably this is binding upon both parties, but the degree to which the contract is legally enforceable depends on circumstances.

In a government operation such a contract is circumscribed. As President Franklin D. Roosevelt stated in 1937, in a letter to the President of the National Federation of Federal Employees:

Meticulous attention should be paid to the special relationships and obligations of public servants to the public itself and to the Government. All government employees should realize that the process of collective bargaining, as usually understood, cannot be transplanted into the public service. It has its distinct and insurmountable limitations when applied to public personnel management. The very nature and purpose of Government make it impossible for administrative officials to represent fully or to bind the employer in mutual discussions with Government employee organizations. The employer is the whole people, who speak by means of laws enacted by their representatives in Congress. Accordingly, administrative officials and employees alike are governed and guided, and in many instances restricted, by laws which establish policies, procedures, or rules in personnel matters.

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