

promoting education. A well perfected body of rules, regulations, laws, traditions and policies has been developed to guide the unionized railroad employee in many of his activities. All this has been a spontaneous and sometimes awkward growth, not always sensitive to or considerate of requirements of polite society. But it has been very real.

Similarly, with respect to the machinery of collective bargaining. Here too, where the standard unions are properly recognized, a body of rules, regulations, decisions and interpretations has been built up by representatives of unions and management for guidance in the adjustment of labor questions and disputes. And what is perhaps of greater importance than the written word governing this relationship is the personnel with its faculty for compromise and adjustment which both management and unions have jointly perfected for the administration of collective bargaining.

So, in general, it follows that the full and cordial recognition of the standard railroad unions, their acceptance by management as necessary, helpful and constructive, together with agreements governing wages, working conditions and the prompt and orderly adjustment of disputes comprise the three requirements for real employee cooperation with management. In fact, genuine collective bargaining is really the beginning of union-management cooperation. For under collective bargaining management accepts the cooperation of the voluntary unions of its employees and their spokesmen as the proper and responsible agents of the employees in the creation of industrial law, and the adjustment of all questions arising under this law.

#### Limitations of Collective Bargaining

The ordinary functioning of collective bargaining, however, when regarded from the viewpoint of labor's cooperation with management, reveals certain limitations. Its purpose is almost entirely defensive or protective as far as both railroad employees and management are concerned. It concerns itself only indirectly or negatively with the major purpose of railroad transportation, namely, service to the public. Its machinery comes into play only when employees and management want concessions from one another or when grievances arise. Over long periods of time the machinery of collective bargaining is dormant despite its usefulness in settling disputes. This idleness might well be considered a serious loss; its elimination pro-

vides the best available opportunity for real effective cooperation between railroad employees and management.

This opportunity consists of the widening of the scope of collective bargaining from that of a mutually defensive arrangement between railroad worker and manager to one which is constructive as well. In other words, instead of simply safeguarding wage rates and conditions of employment and providing for the orderly adjustment of grievances, collective bargaining paves the way for employee and officer jointly to consider and dispose of matters within their respective provinces which affect the welfare of the industry as a whole, as, for example, quality of service, elimination of waste, increased production and stabilization of employment.

In addition to the necessity for union recognition and collective bargaining as elements in a successful cooperative program, cooperation must have certain definite objectives, as outlined in the fourth, fifth and sixth requirements already mentioned. The first one of these objectives is agreement between unions and management to cooperate for improved railroad service, the elimination of waste and better operating efficiency. This objective is the justification for railroad management's and the public's acceptance of the standard unions as constructive factors in railroad operation, and so utilizing their help. On the other hand, improving working conditions, stabilizing employment and sharing the gains of cooperation constitute the economic justification for the employee and his union taking part in the cooperative program. Even should a railroad provide better service to its patrons or operate more to the satisfaction of management as a result of cooperation, the employee's interest in cooperation would not long endure if he did not secure tangible benefits from the program.

#### Necessity for Organized Cooperation

The final requirement which must be met if union-management cooperation is to be effective is the establishment of joint machinery of cooperation. This really means doing something practical by way of enabling the unions to function as constructive factors in the conduct of the railroad. To describe how organization for cooperative effort is effected, the matters such organization deals with, and how it deals with them is to outline the technique of cooperation.

Before proceeding to the detailed exposition of this technique it should be clearly understood that the ma-

chinery of cooperation does not replace but amplifies the organization which, under collective bargaining, has already been devised for the adjustment of grievances and wages. These matters are handled as they always have been. In fact, it has been found expedient to perfect still further the ordinary machinery of grievance and wage adjustment so as to expedite the settlement of these matters.

There is a very definite relation between the major departments of a railroad and the unions to which the employees of these departments belong. For example, all maintenance of equipment employees are eligible to membership in one or the other of the seven standard A. F. of L. shop craft unions. Membership in the Brotherhood organizations is confined to the employees in the transportation service. The general relationship between unions and departments has, of course, grown directly out of the very nature and structure of the railroad industry and its system of administration. It is primarily upon this relationship as a foundation that the organization for union-management cooperation is built.

Just as the orderly and efficient administration of collective bargaining requires machinery, rules and special personnel for its proper functioning, so does union-management cooperation. The equipment of union-management cooperation, since it is a normal development of collective bargaining, is in many respects the same as that of collective bargaining. In fact, collective bargaining and cooperation are so closely related and interdependent that the union machinery and personnel, such as lodge meetings, delegate body conferences, district, federation, departmental and international conventions, shop committees, paid representatives and officers are as indispensable to an enlarged program of cooperation as to the simple program of collective bargaining. And, since union-management cooperation imposes new and greater responsibilities upon these agencies of the union worker, the necessity for the greater perfection of these agencies becomes of increasing importance.

#### Machinery of Cooperation

Perhaps the best way to present a clear picture of how the machinery of cooperation must be organized to function properly is to tell how this has actually been done in the maintenance of equipment departments of some of the railroads where cooperation is now in effect. This requires a detailed description of the structures of both the organization and man-

agement of a typical railroad shop, as well as the shopmen's standard unions. The railroad shop selected for this description is a locomotive repair plant. The major departments of such a plant are the following: erecting shop, machine shop, air and steam apparatus shop, boiler shop, blacksmith shop, pipe and sheet metal shop, tender shop, cab and paint shop, electrical shop, supply service, and administrative offices. In addition there are also several auxiliary departments or services: tool room, millwright or repair shop, general labor gang, and power house.

These various shops, departments and services in turn are composed of further subdivisions which finally are made up of definite unit organizations called either gangs, teams or groups. These unit organizations are in reality the basic production units of the shop. For example, the machine shop is divided into the rod and motion work shop, the wheel and box shop and the miscellaneous shop. The boiler shop is divided into the fire box shop, the laying out shop, the tank repair shop and the miscellaneous boiler work shop. Among the production units composing these sub-shops are the flue gang, the front end gang and the ash pan gang of the miscellaneous boiler work shop; the stay bolt gang of the fire box shop and the piston and crosshead gang and the link gang of the machine shop.

A production unit, as such, is organized around a specific job or a definite line of work on the same type of parts of each locomotive or car overhauled or manufactured. Thus, what really is found in a general locomotive repair shop is an aggregation of teams, each composed of one or more mechanics, apprentices and helpers turning out a specific portion of the aggregate shop output.

The management of such a shop is composed of foremen, general foremen of departments, assistant superintendents and a superintendent of shops. Auxiliary to the management is the general clerical force under the supervision of the chief clerk of the shop. Mention should also be made of the stores organization or supply service attached to every major locomotive and car repair shop which is under the jurisdiction of a local storekeeper and his staff of assistants.

Now the workers of a railroad shop fall into four classifications, substantially as follows: skilled mechanics, their apprentices, helpers, and laborers. There are also certain miscellaneous auxiliary workers such as clerks, storehouse attendants, crane operators, belt