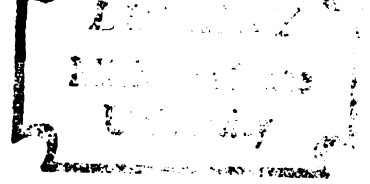


THE EFFECTS OF COLLECTIVE BARGAINING
REPRESENTATION ON POLICE SUPERVISOR
IDENTIFICATION WITH POLICE MANAGEMENT

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ABSTRACT

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ON POLICE SUPERVISOR IDENTIFICATION
WITH POLICE MANAGEMENT

BY

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Purpose of the Study

Policy discussions regarding the issue of whether or not public sector supervisors should be permitted to receive collective bargaining representation have been concerned with the potential effects of representation on supervisor identification with management. Opponents of supervisor collective bargaining representation assert that supervisor identification with management will be reduced as a result of representation. Certain states prohibit supervisor representation because of this apprehension. Related issues are whether or not supervisors should be represented in the same bargaining unit with rank and file personnel and, if represented in a separate unit, by the same labor organization that represents rank and file personnel. Opposition to such joint representation is supported with the assertion that it will cause a reduction in supervisor identification with management.

The purpose of this study is to empirically

investigate the effects of supervisor representation on identification with management, and to determine if there is a difference in identification between supervisors represented jointly with rank and file personnel and supervisors represented separately. The study focuses on police supervisors employed in the state of Michigan because this group contains large numbers of both those represented and those unrepresented. This group also contains substantial numbers of those represented jointly with rank and file personnel and those represented separately.

Method

utilizing the summated ratings procedure, an attitude scale was developed and pretested. The attitude scale measures identification with management in terms of agreement with the anticipated management position on selected collective bargaining issues. Also, several biographical questions that served to classify respondents in terms of representation status and several control variables were developed. The resulting questionnaire was administered on a voluntary basis to a sample of police supervisors that was assembled to participate in a supervisor training program. Two hundred ninety-one of the 293 enrollees agreed to complete the questionnaire. Seventy-three of the 291 questionnaires administered were excluded from the analysis because of failures to respond to one or more questionnaire items. Multivariate regression analysis was used to assess the effects of representation status on identification with management.

Major Findings and Conclusions

1. The attitude scale demonstrated satisfactory reliability as evidenced by a Brown-Spearman reliability coefficient of .715. Evidence of the scale's validity is provided by the finding of a significant and substantial positive relationship between attitude score and rank.
2. A finding of a significant relationship between rank and representation status resulted in a decision to limit the main analysis to the relatively large sample of sergeants ($n = 173$), while conducting a separate analysis on the smaller sample of lieutenants ($n = 25$). The numbers of respondents available in other ranks were too few to permit an analysis of their responses.
3. The analysis among sergeants resulted in no evidence of a relationship between representation status and identification with management. Sergeants receiving representation did not score differently on identification with management from those not receiving representation, and those receiving joint representation did not score differently from those receiving separate representation.
4. Among lieutenants representation status was significantly related to identification with management. Those lieutenants receiving representation scored significantly lower on identification with management than those not receiving representation.

5. These findings constitute evidence that the Michigan police, including all levels of sampling representation, and police supervisors in separate units may have no effect on the identification of police sergeants with management, but that there may result a substantial reduction in identification with management among police lieutenants.
6. These findings are regarded as tentative because the sample was not collected with the use of random procedures, and the number of lieutenants included in the analysis was small.
7. In order to verify these findings it is recommended that the study be replicated in a large, randomly determined sample of police sergeants, lieutenants, and captains. The general applicability of the findings should be verified through replication in a sample containing supervisors from other public sector occupations.

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BY

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to

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INTRODUCTION AND THE PROBLEM

In discussions of legislative policy, the issue of whether or not supervisors should receive the protection of law in the exercise of collective bargaining rights has involved a conflict between the employer's interest in retaining supervisors within the sphere of identification and personal alignment with the interests of management and the supervisor's interest in participating in the determination of his working conditions.¹

Prior to its appearance in the public sector, the issue of supervisor collective bargaining representation was resolved in the private sector under the administration of the National Labor Relations Act (NLRA). Initially, the United States Supreme Court upheld a National Labor Relations Board (NLRB) decision providing NLRA protection to supervisor collective bargaining rights.²

¹The term "supervisor" is defined in the text of the National Labor Relations Act, as amended, as "any individual having authority, in the interest of the employer, to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward, or discipline other employees, or responsibly direct them, or to adjust their grievances, or effectively to recommend such action if in connection with the foregoing the exercise of such authority is not of a merely routine or clerical nature, but requires the use of independent judgment." Substantially similar definitions appear in several state labor relations laws and in decisions of state labor relations boards.

²Fackard Motor Car v. NLRB (1947), 19LRRM2399.

This decision was based on the conclusion that supervisors were a class of employees, and as such should have the same protection of law to collectively influence their employment conditions as other employees.³ This decision also determined that supervisors should be represented only in separate units on the basis of the reasoning that their inclusion in bargaining units with rank and file employees would subject the supervisor to influence from rank and file interests that would reduce the supervisor's commitment to manage the work of rank and file subordinates in accord with the interests of management.⁴ The issue was ultimately resolved in the private sector by a provision of the Labor Management Relations Act (1947) that, by definition, specifically excluded supervisors from the protection of the NLRA.⁵ This exclusion was based on the congressional reasoning that the supervisor possessed managerial discretion in the use of the employer's resources, and therefore should be aligned with the employer rather than being allowed to enter the sphere of collective security and influence inherent in bargaining unit membership.⁶

³Ibid., 19 LRRM 2400.

⁴Packard Motor Car Company and Foremans Association of America (1945), 16LRRM48.

⁵Section 2(3) of the Labor Management Relations Act states: "The term 'employee' . . . shall not include . . . any individual employed as a supervisor . . ."

⁶H. R. Rep. No. 245, 80th Cong., 1st session (1947), Legislative History of the LMRA, 1947, Washington, D.C., G.P.O., 1948, 1:304, 307.

In the public sector no legislation has been enacted on a national scale for the purpose of governing labor relations. However, numerous public sector labor relations laws have been enacted on the state level. Examination of the 39 state public sector labor relations statutes reported in the Reference Reports of the Government Employees Relations Report indicates there is denial in 5 states and protection of supervisor bargaining rights in 27 states.⁷ The statutes of 7 other states either are unclear or do not make specific reference to supervisor rights. States with statutory provisions that protect supervisor bargaining rights in all or some public sector occupations are:

Alabama	Minnesota	Utah
Alaska	Nevada	Washington
California	New Hampshire	Wyoming
Georgia	New Jersey	Connecticut
Hawaii	North Dakota	Indiana
Idaho	Oklahoma	Kansas
Kentucky	Pennsylvania	Rhode Island
Maine	South Dakota	Vermont
Massachusetts	Texas	Wisconsin

States with statutory provisions that deny bargaining rights to public sector supervisors are:

Iowa	Oregon
Montana	South Carolina
North Carolina	

States with statutes that are unclear about or do not make reference to supervisory rights are:

Delaware	Nebraska
Florida	New York
Maryland	Michigan

⁷Bureau of National Affairs, Government Employee Relations Report Reference File, 51:1011 to 51:6115.

Both those favoring and those opposing legislative protection of supervisor bargaining rights view the public sector supervisor as possessing less authority and a greater community of interest with rank and file employees than does his private sector counterpart. It is contended that civil service regulations in many jurisdictions have acted to reduce the authority of the public sector supervisor by reducing his discretion over the determination of working conditions and disciplinary actions. Also it is said such civil service regulations have acted to increase the supervisor's community of interest with rank and file employees by applying the same fringe benefits, salary schedule and administrative procedures to each group.⁸

Another public sector phenomenon that is cited as a factor that contributes to a greater community of interest between supervisors and rank and file employees is the practice of conferring supervisory titles on personnel, such as lead persons, that may possess only minimal supervisory authority.⁹ To the extent this practice exists it results in the creation of two classes of personnel with supervisory titles, i.e., those with and those without significant managerial responsibility and authority. It may be expected that those possessing a supervisory title but lacking significant authority will possess a greater community

⁸Edwards, H. T., "The Impact of Private Sector Principles in the Public Sector", Union Power and Policy, David B. Lipsky, Ed., 1975, P. 57.

⁹Spero, S., and Capozzola, J.M., The Urban Community and Its Unionized Bureaucracies, 1973, P. 145.

of interest with rank and file employees than those who do possess such authority.

Another phenomenon that may increase the community of interest between supervisor and rank and file employees is the practice in some public sector occupations, such as police work and firefighting, of recruiting supervisors from among rank and file employees and filling nearly all supervisory positions throughout the hierarchy by promotion from within.¹⁰ As a result it is contended that such supervisors share many occupational experiences and interests with rank and file employees and possess a corresponding community of interest and identification with them.¹¹

Those opposing legislative protection of supervisory bargaining rights reiterate the private sector arguments outlined above and contend that the public sector supervisor's weakened authority and strengthened community of interest with rank and file employees may be remedied by requiring the supervisor to depend on the employer for economic security.¹² It is argued that isolation from the bargaining unit and the resulting economic dependence on the employer would have the effect of reinforcing the supervisor's community of interest and identification with the employer.¹³

¹⁰Kienast, P.K., Doctoral Dissertation, 1972, P. 208.

¹¹Ibid., P. 209.

¹²Advisory Committee on Intergovernmental Relations, Labor Management Policies for State and Local Governments, 1969, P. 155-156.

¹³Spero, S., and Capozzola, J.M., Op. Cit., 1973, P. 148.

Those favoring legislative protection of supervisor's bargaining rights contend that the fact of the public sector supervisor's weakened authority and strengthened community of interest with rank and file employees should qualify him for categorization as a special class of employee, entitled to receive the same protection of law as other classes of employees.¹⁴

As noted above the legislative treatment of supervisor representation rights varies among state jurisdictions. An examination of the rationale pertaining to supervisor identification in certain states indicates differing treatment accorded supervisors. The state jurisdictions to be discussed, Michigan, New York, and Wisconsin, are chosen because they are among the states possessing the most comprehensive legislation, and they present a comparison of alternative treatments.¹⁵

The Wisconsin Employment Relations Commission (WERC) administers two bodies of law, one having jurisdiction over state employees and the other over municipal employees. Under both the WERC has identified supervisors with a definition substantially similar to that provided in the LMRA and has excluded all such supervisors from legislative protection.¹⁶

¹⁴Bers, M.K., The Status of Managerial, Supervisory, and Confidential Employees in Government Relations, 1970, P. 169.

¹⁵Bureau of National Affairs, Op. Cit., 51:3311, 51:4111, 51:5811

¹⁶Ibid., 51:5811

A significant factor considered by the WERC in excluding supervisors from legislative protection was the expectation that the loyalty of managerial and supervisory employees would be weakened through the exercise of collective bargaining rights.¹⁷ Though the terms loyalty and identification are not synonymous, they have a substantially similar connotation in the context of the Wisconsin board's rationale. Thus, in Wisconsin supervisory bargaining rights are denied so that supervisor loyalty and/or identification with management be maintained.

In administration of the New York Public Employment Relations Act (PERA) the New York Public Employment Relations Board (PERB) has ruled that supervisors should be allowed to exercise collective bargaining rights either in separate supervisor bargaining units with rank and file employees.¹⁸ The PERA contains no express provision for the treatment of supervisors, and in providing coverage to supervisors the PERB referred to the Taylor Committee Report which reasoned that the treatment of supervisors should not be resolved hastily

¹⁷ Bers, Op. Cit., pp. 69-70.

¹⁸ Crowley, J.R., "The Resolution of Representation Status Disputes Under the Taylor Law", Fordham Law Review, May 1969, pp. 523-524.

and should depend on the magnitude and direction of the supervisor's "community of interest".¹⁹

With regard to unit placement the PERB has ruled that in the event a supervisor possesses sufficient authority to effectively initiate evaluative and disciplinary procedures the resulting community of interest between supervisor and rank and file employees is insufficient to justify inclusion of both in the same unit.²⁰ Supervisors who do not possess such authority are placed in units with rank and file employees. In applying the "community of interest" criterion, the PERB noted that "it is the degree and nature of supervision" and not the "mere existence of supervisory responsibilities" that is conclusive in determining the strength of the community of interest.²¹ For instance, in a case involving police personnel the PERB found that lieutenants and sergeants "are mere assignors and overseers of work, whose supervisory responsibilities over patrolmen do not dictate . . . a conflict of interest . . ." in determining a unit comprise of patrolmen, sergeants and lieutenants.²²

¹⁹Ibid., P. 523.

²⁰Ibid., P. 524.

²¹Ibid., P. 523.

²²Shimaoka, H.R., and Najita, J.M., "Collective Bargaining in the Public Sector: Unit Determination for Policemen", Industrial Relations Center Reports, University of Hawaii July-August, 1971, P. 3.

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A significant aspect of the rationale applied in New York is that supervisory employees are obliged to act in the interests of the employer in the exercise of their supervisory functions, and thus become identified with the employer in any conflict of interest between the employer and rank and file employees.²³ The greater the supervisor's authority and responsibility, the greater becomes his identification with the employer.²⁴ When such identification with the employer outweighs identification with rank and file employees, representation in separate units is required.²⁵ Thus, though the existence of supervisory identification is a determinant of bargaining unit placement, no mention is found of any PERB concern over the effect of unit placement on the direction of identification.

The Michigan Public Employment Relations Act (PERA) contains no express treatment of supervisor representation. However, through rulings in the Saginaw County Road Commission and Hillsdale Community Schools cases the Michigan Employment Relations Commission (MERC) has provided protection to supervisor collective bargaining rights.²⁶ In the Detroit Library Commission case the MERC determined that supervisors who

²³Bers, Op. Cit., P. 123.

²⁴Ibid., P. 123.

²⁵Ibid., P. 123.

²⁶Saginaw County Road Commission, 1967 MERC Labor OP196.
Hillsdale Community Schools, 1968 MERC Labor OP859.

responsibly and non-routinely direct the work of their subordinates with the use of independent judgment should be represented in units separate from rank and file employees.²⁷

With respect to the issue of supervisor representation as a whole the MERC found in its Hillsdale Community Schools case as follows:

"Supervisors in public employment are for the most part different than supervisors in the private sector, not only in the concept of employer loyalty but also in the performance of identifiable supervisory functions. Under a civil service system, the authority supervisors might have with regard to the hire, transfer, suspension, layoff, recall and promotion is subject to more stringent review than in private employment. Further, in civil service, employees performing normal supervisory duties have the same rights and protections as do rank and file employees with respect to tenure, job security and civil service grievance procedures, and normally their salary increments and increases have a distinct relationship to increases granted to non-supervisory personnel. These factors tend to create a community of interest with employees supervised rather than with management."²⁸

Apparently in accord with the above reasoning the MERC has further decided that supervisory status may be judged on how "the positions identify or align themselves with management".²⁹

Therefore, in Michigan as in New York, the direction of supervisor identification is a determinant of unit placement and no evidence is found of concern on the part of the board that placement may have an influence on the direction of identification. Both the New York and Michigan boards

²⁷Detroit Library Commission, 1966 MERC Labor OF511.

²⁸Hillsdale Community Schools, 1968 MERC Labor OF64.

²⁹Shimaoka, H.R., and Majita, J.M., Cp. Cit., P. 2.

apparently discount the opposing view which is aptly reiterated as follows:

"Public employers are frequently not well organized for collective bargaining and never will be if they cannot create positions with effective responsibility for the administration of collective agreements. Such positions must necessarily be filled by persons who identify with, and are part of, management, not by those who are unionized, whether or not the union is exclusively supervisory."³⁰ Allowing supervisors to organize and to present proposals perpetuates the vocational ambivalence that this group has long exhibited. The need at the present time is for management to identify members and to develop a healthy community of interest.³¹

Thus, while it is recognized in certain jurisdictions by statute or administrative determination that supervisors as a class of employees should share collectively in the determination of their working conditions, those opposed to such collective activity on the part of supervisors contend that it will undermine the supervisor's sense of identification with management. Concern over this relationship between supervisor collective bargaining representation and identification with management has entered into numerous discussions of legislative policy, but, to the writer's knowledge, no empirical evidence concerning its existence has been published to date. The object of this study is to empirically investigate this relationship with respect to a particular

³⁰Wellington, H., and Winter, R., The Unions and the Cities, 1971, P. 114.

³¹Advisory Committee on Intergovernmental Relations, Op. Cit., PP. 55-56.

group of public sector supervisors, police supervisors. The issue is significant with respect to all groups of public sector supervisors but the currently available resources will not permit involvement in the study of more than one group. Police supervisors are chosen because preliminary data indicates this group contains substantial numbers of both those who receive collective bargaining representation and those who do not.³²

³²An examination of a collection of police collective bargaining agreements assembled by the Michigan Municipal League reveals that in numerous instances supervisors are not represented while in many other instances they are.

METHODOLOGY

Definition of Hypotheses

The principal question raised in the general area of controversy outlined above is: Do supervisors who receive collective bargaining representation identify less with management than supervisors who do not receive collective bargaining representation? A subsidiary question is: Do supervisors who are associated with rank and file employees through bargaining unit and/or labor organization membership identify less with management than do those who are in different bargaining units and belong to different organizations? With regard to these two questions an examination of a collection of police collective bargaining agreements in effect in the state of Michigan provides evidence that the representation of police supervisors, officers of the rank of sergeant or higher, can be categorized as follows:¹

1. Supervisors and rank and file police officers represented in the same unit by the same organization.
2. Supervisors and rank and file police officers represented in separate units by the same organization.

¹Reference is made to a collection of collective bargaining agreements assembled by the Michigan Municipal League.

3. Supervisors represented separately by an organization that represents rank and file personnel only in other jurisdictions.
4. Supervisors represented separately by an organization that does not represent rank and file personnel in any jurisdiction.
5. Supervisors receiving no representation.

This categorization provides a breakdown between supervisors' who do and do not receive representation, and between supervisors who are more and less closely associated with rank and file police officers, and therefore is a convenient framework for the definition of hypotheses. In terms of these five categories the primary objective is to determine if a difference in identification with management exists between those in category (5) and those in categories (1), (2), (3) and (4), under the hypothesis:

There is no difference in identification with management between supervisors who receive collective bargaining representation and those who do not receive collective bargaining representation.

The subsidiary objective is to determine if a difference in identification with management exists among supervisors in categories (1), (2), (3) and (4) under the hypothesis:

There is no difference in identification with management among those supervisors in categories (1), (2), (3) and (4).

Accordingly, the study will focus on the relationship between the dependent variable, identification with management, and the independent variables, collective bargaining experience and structure of the bargaining unit.

Additional independent variables to be considered for control purposes are size of police department, police rank, length of time served as a police supervisor, length of time served as a rank and file officer, total time served, age, and education. Size of police department in terms of number of sworn police officers is included because supervisors in larger departments may have more subordinates, and more supervisory functions, and more authority to exercise which may be related to greater identification with management. Police rank and length of time as a police supervisor may be positively related to identification with management because higher police rank and more experience as a police supervisor may increase the supervisor's familiarity with and involvement with the concerns and interests of management. Length of time as a rank and file police officer may be negatively related to identification with management because greater experience as a rank and file officer may increase sympathy to rank and file interests. Age and education also may have a positive relationship with identification with management because additional experience (age) and education may increase the supervisor's appreciation of the need for responsible management. Also additional education may

increase the expectancy of promotion into management. These independent variables are not intended to be exhaustive in their explanation of the dependent variable but are chosen because they are directly measurable and it is plausible they are correlated with the independent variables of principal concern.

It should be noted that the authorities who control access to the group of respondents used in the study placed certain restrictions on the scope of biographical and personal questions that could be asked. Included among these restrictions is information concerning income for all respondents, and information concerning age and education for those respondents above the rank of sergeant.

Definition and Measurement
The Dependent Variable
"Identification with Management"

The term "identification" as used here is defined broadly as acceptance as one's own of the values and interests of a reference group. In the context of this study a significant aspect of identification with management entails agreement with management on major issues of how the police department should be operated; because manpower comprises a large factor in the provision of police services a preponderance of the issues pertaining to the operation of the department involve matters of personnel employment and super-

vision. Accordingly, measurement of the relevant dimensions of supervisor identification with management is accomplished with the use of Likert-type attitude statements based on the conflicting interests of police management and rank and file police officers existing in the context of the police department. This involves identifying matters at issue between management and rank and file officers concerning wages, hours, and other conditions of employment, stating a resolution of each issue in normative terms, and receiving responses from members of the respondent sample in terms of agreement or disagreement. Thus, identification with management is operationally defined and measured in terms of the respondent's agreement or disagreement with the anticipated management position on selected collective bargaining issues.

An assumption implicit in this definition of identification is that there are conflicts of interest between police management and employees involving working conditions. In the general case, it has been recognized that the management of an organization has an interest in retaining discretion over the use of organizational resources in order to effectively accomplish the organization's goals, whether the goals are output oriented or are directed toward maintaining stability and harmony in the organization. Also, it has been recognized that employees have an interest in limiting management's discretion to change working conditions, and that the effect of collective bargaining in many organizations has been to reduce management's discretion. Thus, the extent and nature

of discretion, or limits on discretion, have been recognized as a major focal point of conflict between management and employee interests. That this type of conflict is present in the context of the police department is evident in the activity of police unions, the content of police collective bargaining agreements and arbitration decisions, and the nature of police supervisory responsibilities. Thus the operational definition and use of identification here is in accord with the actual conditions found in the organizations of interest.

The Pretest Questionnaire

In order to produce a scaled instrument based on the above definition of identification the summated ratings procedure outlined in A. L. Edwards, Techniques of Attitude Scale Construction, was used.² Approximately fifty issues existing in the context of police working conditions were identified through an examination of (1) police collective bargaining contracts, (2) police arbitration decisions, (3) publications on police supervision, (4) theory pertaining to collective bargaining behavior, and (5) available research findings on police labor relations. The list of references contains the sources consulted for this purpose. Appendix A lists the issues as originally assembled. Forty of these issues were used as the basis for constructing forty normative issue resolutions in the form of Likert-type attitude

²Edwards, A. L., "Techniques of Attitude Scale Construction, 1957, P. 149.

statements. These forty issue resolutions, hereafter referred to as attitude statements, were then compiled as they appear on the second, third, and fourth pages of the pretest questionnaire, attached as Appendix B.

The pretest questionnaire also contained questions pertaining to the independent variables. These biographical questions appear on the fifth, sixth and seventh pages of the pretest questionnaire in Appendix C. The first page of the pretest questionnaire contains an introduction to the questionnaire; also instructions appear before the attitude statements and the biographical questions on the second and fifth pages respectively. No information that would enable the researcher to identify the respondent was sought in the questionnaire because of the need to preserve the anonymity needed to secure cooperation.

The Pretest and Pretest Results

The pretest questionnaire was administered to two groups of police personnel on March 27 and March 28, 1975, respectively. The first group was comprised of nineteen rank and file police officers. The second group was comprised of twenty supervisory police officers. This group included two chiefs, four captains, ten lieutenants, and four sergeants. The use of two groups was determined by a desire to obtain a composite group representative of all ranks. The pretest was administered by the instructor in charge of the training seminar in which the police officers were enrolled at the time they completed the questionnaire.

The responses to the attitude statements were scored in accord with the summated ratings procedure outlined by Edwards. Statements favorable to management were scored "+4" to "0" for strongly agree to strongly disagree. Statements unfavorable to management were scored "0" to "+4" for strongly agree to strongly disagree. From among the total pretest group, numbering thirty-nine, the twenty-six respondents producing the thirteen high and thirteen low total scores for all forty statements were identified. The mean score for each statement for the high group and the low group was calculated and the difference between group means for each statement was determined. Next, t , the ratio of the difference in mean score between the groups to the square root of the sum of the standard errors of the mean for each group was calculated for each statement. " t " is a measure of the extent to which a statement differentiates between the two groups and is reported adjacent to the statements in Appendix B. Edwards suggests using a value of $t > 1.75$ at $\alpha < .10$ in order to select statements that sufficiently discriminate between the high and low group, when each group numbers about twenty-five or more. In this case the groups numbered only thirteen each. Therefore a more restrictive selection rule, $t > 1.85$ at $\alpha < .10$ was used. This resulted in the selection of twenty-two statements which are designated with a single asterisk in Appendix B. This group of twenty-two statements included fourteen

items pertaining to scope of collective bargaining, four items pertaining to compensation, and four items pertaining to discipline.

The decision was made to reduce the decision rule value from $t = 1.85$ to $t = 1.50$ in order to enable inclusion in the scale of three statements pertaining to management discretion and control over rank and file officers, and thus to produce a more representative and plausible scale. These additional three statements are designated with a double asterisk in Appendix B. This step in the procedure of producing the scale was based on the judgment of the researcher that the additional three items selected at $t = 1.50$ would prove to possess the ability to discriminate in unison with the twenty-two items selected at $t = 1.85$. Selection of the twenty-five items composing the scale was thus completed. Seven additional attitude statements indicated with a triple asterisk were included in the questionnaire for use in separate research. Thus the final form of the questionnaire contained thirty-two attitude statements of which twenty-five comprised the attitude scale to be used in the measurement of identification. Hereafter use of the term "attitude scale" will be in reference to the twenty-five scale items only.

With regard to the biographical items, modifications were made in items (1), (2), (3) and (4) in order to remove vagueness and ambiguity. The final form of the questionnaire is presented in Appendix C.

The Population and the Sample

The necessity of identifying supervisors through a detailed investigation of each potential respondent's job content is avoided by the use of two available indicators of supervisory status. First, in police departments, supervisory authority is signified by graded ranks. The first line of police supervision is ordinarily comprised of sergeants.³ The ranks of lieutenant, captain assistant chief, and chief comprise an ascending hierarchy of authority above sergeants. Therefore, through the identification of a respondent's rank an assessment of supervisory status is obtained. An additional indication of supervisory status is obtained by the fact that each respondent to this study was concurrently a participant in a supervisor development seminar offered by the Personnel Management Program Service of the Michigan State University School of Labor and Industrial Relations to police departments throughout the state of Michigan for the purpose of improving supervisory skills. Presumably participants in the study are viewed by respective departments as possessing supervisory status. Thus, the fact that a respondent possesses the rank of sergeant or higher and is a participant in a supervisor development seminar may be taken as evidence that the respondent possesses supervisory status. However, it is true that the amount of supervisory authority accorded the individual within a rank may vary from department to department, and therefore this procedure has the shortcoming not enabling a determination of how much authority

³Gocke, B.W., and Stallings, H.L., Police Sergeants Manual, 1960. P. 33.

a respondent possesses in terms of functions performed. However, because of the procedural difficulty of obtaining reliable knowledge of the actual supervisory functions performed, identification of supervisory status will be limited to use of the readily available information discussed above.

The population of ultimate concern is all police supervisors within the jurisdiction of the Michigan Public Employment Relations Act, which comprises all police supervisors in the state of Michigan. This population is relevant because it falls within the confines of a single legislative policy with respect to supervisor representation rights and the findings of this and any related studies may contribute to the determination of such policies. In order to obtain a random sample of this population it would be necessary to secure the cooperation of a large number of police departments. Such cooperation is difficult to obtain unless the researcher has established a high level of credibility with the respondent organizations. Therefore, the conclusion was reached that a sufficient level of cooperation from police departments was improbable, and resort was made to non-random sampling methods. The non-random selection of a large number of police supervisors was made possible by the accessibility of the police supervisor development seminars. The resulting sample consisted of all supervisors enrolled in the seminars who were willing to complete a questionnaire. In the absence of a random sample precise statistical inferences about the population cannot be established. Furthermore, because the basis for selection into

the police supervisor development seminar cannot be known without endangering respondent anonymity, the composition of the sample with respect to its representativeness cannot be properly determined. Therefore, general non-statistical conclusions about the population can be made only with caution. However, conclusions with respect to the sample should provide a meaningful basis for the design of subsequent related investigations.

Administration of the Questionnaire

The supervisor development seminars were conducted with groups of between twenty and thirty-five police supervisors. The questionnaire was administered to eleven such classes between April 7, 1975, and June 23, 1975, by the class instructor, who in each case was the same person. The seminars were two days in length. The questionnaire was administered at the end of the morning session of the second day. In each case the instructor (1) introduced the researcher to the class, (2) briefly stated that the questionnaire was part of a Masters Thesis project being conducted by the researcher, and (3) stated that completion of the questionnaire was entirely voluntary. The questionnaires were then distributed to the class by the researcher, and directly completed and returned to the researcher by the respondents. Completion of the questionnaire required an average of eight or ten minutes. From among all the participants in the eleven classes only two refused to complete the questionnaire. A total of 291 questionnaires were completed of which 218 contained usable responses, and 73

contained some degree of nonresponse. Six of the 73 questionnaires were less than one-half completed. Twenty-two questionnaires involved one or two instances of nonresponse on attitude scale items only. The remaining forty-five questionnaires involved nonresponse on questions pertaining to time served, collective bargaining category, and rank. The bulk of the nonresponse occurred at the end of the questionnaire, and thus may have resulted from a lack of interest in completing the questionnaire rather than from a refusal to complete or an inability to understand certain items. An examination of the distribution of nonresponse yielded no evidence that it is systematic with respect to particular variables such as rank or collective bargaining category, or with respect to any particular attitude scale items, and therefore it is probable that no bias resulted from the nonresponse.

Another area requiring consideration is the effect the training seminar may have had on responses to the attitude scale. The material covered during the three one-half day sessions attended prior to completing the questionnaire comprised a comprehensive discussion of specific management functions and skills the enrollees should understand and master in performing as supervisors. Specific areas covered were planning the work of subordinates in accord with departmental objectives, organization of work, development of team work, the selection, development, and appraisal of subordinates, directing and being responsible for the work of subordinates, controlling and monitoring the work of subordinates,

decision-making, communicating with subordinates, and leadership styles. This subject matter was not detailed in terms of specific operating procedures, disciplinary and control mechanisms, or various aspects of wages, hours, and other conditions of employment, and thus none of the specific issues contained in the attitude scale were discussed in the seminar. However, the material emphasized that the supervisor is a responsible member of management with certain important functions to perform, and that a consistent open, accessible supervisor can be an effective leader. This material may have increased the respondents' agreement with the importance of management functions and styles, and thereby may have reduced the variability in the level of agreement with management on the attitude scale items involving discipline and management discretion. This reduction in variability could reduce the magnitude and significance of regression coefficients associated with the independent variables.

RESULTS

Performance of the Attitude Scale

In order to determine the ability of any attitude scale to perform reliably in its measurement function, it is recommended that the instrument be produced in two equivalent forms, and that the two forms be administered sequentially to one group of respondents and compared through a correlation of the scores resulting from each administration.¹ If the two forms of the scale produce sufficiently correlated scores, the assessment that the scale is reliable can be made.

In this instance two full length forms of the scale are not available and therefore resort is made to the split-half procedure of assessing reliability; the split-half procedure involves correlating the scores produced by randomly determined halves of the scale and applying the Brown-Spearman formula to determine the reliability of the entire scale.² Use of this procedure produces a correlation coefficient of .621 and a Brown-Spearman reliability coefficient of .765 which, though not remarkably high, is acceptable in that it

¹ McNemar, Quinn, Psychological Statistics, 1969, P. 156.

² Ibid., P. 156.

falls within the general range discussed by Allan L. Edwards as being typically produced by scales developed with the summated ratings method.³

Another property of the scale that provides an assessment of its performance is a "t" test of the significance of the difference between the mean scores on each attitude statement produced by those respondents producing the highest and lowest total scores on the scale. The t value for each scale item is reported in Table 1. These statistics are based on the item responses of the 120 respondents that produced the sixty highest and the sixty lowest total scores on the twenty-five item scale.

TABLE 1. Analysis of Scale Items
(n = 120)

Statement Number*	t Value	Statement Number	t Value
3	5.22	20	7.26
4	5.76	21	7.47
5	3.05	22	5.67
6	4.02	23	2.11
7	1.53	24	8.17
8	4.66	25	4.81
9	3.22	26	6.27
12	3.61	28	8.12
13	3.06	29	9.88
15	2.92	30	8.18
17	7.40	31	11.72
18	5.48	32	3.35
19	7.37		

* As numbered in Appendix C.

³Edwards, A.L., Techniques of Attitude Scale Construction, Op. Cit., P.161.

The only attitude statement failing to produce a t value of at least 1.75, the minimum acceptable value suggested by Edwards, is item number seven. Also, all items except numbers seven, fifteen, and twenty-three produce t values in excess of 3.00. It should be noted that the three statements selected by relaxing the decision rule from $t > 1.75$ to $t > 1.50$ are the three items number five, six and seven respectively, in Table 1. Items five and six performed well producing t values in excess of 3.00 and 4.00 respectively. The data presented in Table 1 demonstrate that, except for item number seven, the scale is comprised of items that effectively discriminate between the highest and lowest scoring respondents. Thus the scale is essentially comprised of a collection of attitude statements that work together in their task of discrimination as evidenced by the reliability coefficient and the t values. Furthermore, analysis reported hereafter demonstrating a positive relationship between rank and attitude score supports the conclusion that the scale has validity; it is reasonable to expect measurements of a respondent's agreement with the usual management position on collective bargaining issues to increase with rank.

The Analysis

The analysis performed focuses on determining whether or not a relationship exists between attitude score, produced for each individual by summing his responses to each attitude statement, and placement in the five collective bargaining categories. Analysis of the remaining independent

variables has the purpose of isolating and controlling effects extraneous to the objectives of this study that may interfere with an assessment of the relationship between attitude score and collective bargaining category.

Prior to the analysis the data was edited, coded, and transferred from the questionnaire forms to data processing cards. In particular, it should be noted that no apparent difficulty on the part of the respondents in answering questions eleven and twelve concerned with collective bargaining category placement was detected during the editing phase or the questionnaire administration phase of the research.

For purposes of reference definition of the collective bargaining categories is reiterated as follows:

- Category 1. Supervisors and rank and file police officers represented in the same unit by the same organization.
- Category 2. Supervisors and rank and file police officers represented in separate units by the same organization.
- Category 3. Supervisors represented separately by an organization that represents rank and file personnel only in other jurisdictions.
- Category 4. Supervisors represented separately by an organization that does not represent rank and file personnel in any jurisdiction.
- Category 5. Supervisors receiving no representation.

Analysis of Rank

The relationship between rank and collective bargaining category is presented in Table 2 in terms of a chi square analysis.

TABLE 2. Chi Square matrix, Category v. Rank

	<u>Sergeants</u> <u>Frequencies</u>		<u>All Other Ranks</u> <u>Frequencies</u>		<u>Totals</u>
	<u>Actual</u>	<u>expected</u>	<u>Actual</u>	<u>Expected</u>	
Category 1	43	34.12	0	8.88	43
Category 2	26	21.43	1	5.57	27
Category 3	31	29.36	6	7.64	37
Category 4	17	22.22	10	5.78	28
Category 5	<u>55</u>	<u>65.87</u>	<u>28</u>	<u>12.13</u>	<u>83</u>
Total	173	173.00	45*	45.00	218

Degrees of Freedom = 4 $\chi^2 = 29.06$ significant at $\alpha < .005$
 *Comprised of 26 Lieutenants, 4 Captains, 6 Assistant Chiefs, and 9 Chiefs.

As demonstrated by the data in Table 2, the relationship between rank and collective bargaining category is substantial. The frequency breakdown indicates that supervisors above the rank of sergeant have a strong tendency for placement in categories four and five and that sergeants have a strong tendency for placement in categories one and two. Each achieves approximate comparability between actual and expected frequencies in category three.

In view of this evidence of association between rank and collective bargaining category, the effects of rank are controlled in the analysis of the relationship between attitude score and collective bargaining category by limiting the principal analysis to the responses of sergeants. This reduction in scope will not materially reduce the value of the research because sergeants comprise the first line of supervision which in any organization is an especially critical factor in the management of personnel.

The finding of a relationship between rank and attitude score is of value as a demonstration of the scale's validity. Police rank is correlated with attitude score as presented in Table 3.

TABLE 3. Correlations Between Rank and Attitude Score
(n = 218)

Rank	r
Sergeant	-.34
Lieutenant	.19
Captain	.14
Assistant Chief	.09
Chief	.17

The values in Table 3 suggest there is some moderate positive correlation with all ranks above sergeant and a negative correlation with the rank of sergeant.

A t test of the significance of the difference between the mean score for sergeants and the mean score for

all those above the rank of sergeant produces a t value of 5.16 significant at $\alpha < .0005$. A simple regression equation using attitude score as the dependent variable and rank as the independent variable defined as a binary between sergeant and the higher ranks, produces an R^2 of .113 and an F ratio of 27.5 significant at $\alpha < .0005$. Augmenting this equation with the control variables available for all ranks and with binary specifications for categories (1), (2), (3) and (4) produced the results contained in Table 4. The highly significant coefficient on rank is evidence that the attitude scale is measuring differences associated with rank.

TABLE 4. Regression Analysis of the Effects of Rank on Attitude Score for All Ranks
(n = 216)

Variable	Regression Coefficient	Standard Error	Significance Level
Sergeant	-5.00	2.15	.0005
Category 1	-3.32	2.29	.050
Category 2	-1.41	2.59	.506
Category 3	-1.21	2.28	.596
Category 4	-.32	2.56	.902
Lept. Size (No. of sworn off.)	.0004	.0006	.540
Months served			
As supervisor	-.010	.02	.516
As rank and file	-.007	.01	.573

$$R^2 = .133 \quad F = 4.03, \alpha < .0005$$

Analysis of the Control Variables Other Than Rank

The control variables that remain to be examined are age, education, department size and time served in supervisory and rank and file capacities. Examination of these variables will be restricted to the responses of sergeants. Table 5 contains the simple correlations for these variables and collective bargaining category.

TABLE 5. Correlations Between Category and Control Variables
For Sergeants
(n = 173)

Collective Bargaining Category	Age	Edu- cation	Dept. Size	Super- visory Time	Nonsuper- visory Time
Category 1	.24	-.14	-.29	.09	.13
Category 2	-.09	-.09	-.22	-.08	-.07
Category 3	.04	-.04	-.12	.22	.02
Category 4	-.21	-.09	.35	-.16	-.12
Category 5	-.06	.04	.31	-.10	-.01

Overall, the largest coefficients observed are moderate in magnitude. There is a moderate correlation between age and Category 1 and 4, with those in category 1 tending to be older and those in category 4 tending to be younger. There are no noteworthy correlations between education and category except for the slight tendency for those in category 1 to have fewer months of education. There are moderate

correlations between department size and all categories except category 3. Categories 4 and 5 tend to be correlated with larger departments and categories 1 and 2 with smaller departments. The correlation for time served as a supervisor suggest a slight tendency for supervisors to have served a relatively shorter period of time for category 4, and a relatively greater period for category 3. About the same correlations are observed for total time served which in addition, shows a slight tendency for greater magnitude in category 1. No notable correlations are observed for nonsupervisory time served. Overall, there is modest evidence that in category 4 there is a tendency for the departments to be larger and staffed by younger officers who have served less time. Category 1 tends to be comprised of smaller departments staffed by older officers with relatively less education who have served longer periods of time. Category 2 also tends to be comprised of smaller departments while category 5 tends to be made up of larger departments. It should be noted however, that these correlations are modest.

Examination of the mean, range and standard deviation for each variable should provide an indication of the representativeness of the sample on these variables. Table 6 contains such descriptive statistics for each variable. The values suggest fairly normal distributions for age and education. Department size is distributed with a large number of observations below the mean and a small number of very large departments.

TABLE 6. Descriptive Statistics for Control Variables
Other Than Rank for Sergeants

(n = 173)

Variable	Range		mean	Standard Deviation
	Min.	Max.		
Age (years)	18	58	30.90	7.33
Education (years)	9	18	13.3	1.61
Dept. Size (No. Employed)	9.0	5000.0	801.32	1297.70
Months served as a supervisor	2.0	300.0	61.23	45.72
Months served as a rank and file officer	12.0	324.0	113.23	60.0

Overall the distributions for all the variables are broad which is evidence that a failure to detect an association between attitude score and any of the control variables could not result from insufficient variation in these variables in the sample.

Analysis of Attitude Score
and Collective Bargaining Category

Attitude score was distributed among sergeants as described in Table 7.

TABLE 7. Distribution of Attitude Score Among Sergeants
(n = 173)

Range		Mean	Standard Deviation
Minimum	Maximum		
4	77	36.0	10.8

The observed distribution is sufficiently broad to enable detection of associations that may exist between attitude score and any of the independent variables.

Regression analysis was used to assess the presence of a relationship between collective bargaining category and attitude score. The equation specified attitude score as a function of category and the several control variables. The results contained in Table 8 indicate that the equation and the constituent independent variables have virtually no explanatory value. Neither the overall equation nor any of the coefficients demonstrated satisfactory statistical significance, though several exhibited the expected sign. The low significance level for the equation is evidence that the equation as a whole has no explanatory value. The low significance level attained for each of the coefficients is evidence that none of the independent variables individually possesses any explanatory value. Thus with regard to sergeants the sample provides no evidence that collective bargaining category is related to differences in attitude score. Note that category 5 is excluded from the equation, and thus automatically has a coefficient of 0. A further test of the

hypothesis that there is no difference in attitude score among sergeants in the different categories can be based on a direct comparison between the two categories with the most divergent coefficients. An F test of the significance of the difference between the coefficients for categories 1 and 4 produced an F ratio of 3.18 significant at $\alpha < .076$. This difference does not attain a satisfactory level of significance and thus fails to provide evidence that collective bargaining category is related to differences in attitude score.

TABLE 8. Regression Analysis of the Effects of Category on Attitude Score Among Sergeants
(n = 173)

Variable	Regression Coefficient	Standard Error	Significance Level
Category 1	-3.84	2.43	.12
Category 2	-2.18	2.77	.43
Category 3	-.15	2.60	.95
Category 4	2.39	3.03	.43
Age (months)	-.0005	.02	.97
Education (months)	-.03	.05	.59
Dept. Size (No. of sworn off.)	-.0007	.0008	.39
Months served			
as supervisor	-.02	.03	.49
as rank and file	-.007	.02	.74

$$R^2 = .035 \quad F = .65, \alpha < .75$$

A separate regression analysis was conducted on the responses of the sample of lieutenants. This sample included 25, with none in categories 1 and 2, 4 in category 3, 10 in category 4, and 11 in category 5. The equation specified

attitude score as a function of category, department size, months served as a supervisor, and months served as a rank and file officer. The results are presented in Table 9.

TABLE 9. Regression Analysis of the Effects of Category on Attitude Score Among Lieutenants.
(n = 25)

Variable	Regression Coefficient	Standard Error	Significance Level
Category 3	-23.8	8.18	.009
Category 4	-14.9	5.71	.017
Dept. Size (No. sworn off.)	.005	.001	.001
Months served as supervisor	.02	.07	.754
as rank and file	-.14	.06	.029

$$R^2 = .527 \quad F = 4.23, \alpha < .009$$

The F ratio attained was highly significant, and the equation was able to account for about 53% of the variation in attitude score in the sample. Each coefficient, except that for months served as a supervisor, attained a high level of significance. Category 5 is excluded from the equation and therefore has a coefficient of zero. Relative to category 5 placement in categories 3 and 4 result in a sharp drop in attitude score. An increase in department size of 100 officers results in an increase in score of one-half point. Finally, an increase of 10 months in time served as a rank and file officer results in a decrease in score of 1.4 points. These results are evidence that collective bargaining category and certain of the other independent variables specified in the equation are significantly related to differences in attitude score among lieutenants.

CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to assess the relationship between police supervisor identification with management and police supervisor representation. The dependent variable "identification with management" was defined in terms of an attitude score based on a measure of agreement with the anticipated management position on selected collective bargaining issues. The independent variable, "representation of police supervisors", was defined in terms of collective bargaining category placement.

Prior to stating conclusions about the results recognition should be made of the limitations imposed by the use in this study of non-random sampling techniques. Precise statistical inferences to the population cannot be made. Also, the making of non-statistical generalizations about the population is limited by the fact that the basis for respondent participation in the supervisor development seminars cannot be known. Thus it cannot be determined if the sample is composed of a representative cross-section of the departments involved, or if its composition was determined by a biased selection procedure. Apart from these limitations it is worthy of note that the broad distribution of attitude score in the sample should permit detection of any existing association between attitude score

and collective bargaining category.

Concerning the validity of the attitude scale, the positive relationship between rank and attitude score encourages the conclusion that the scale is effectively measuring identification with management, because, as defined and measured, identification with management should be positively correlated with rank. This conclusion is further encouraged when viewed in combination with the actual composition of the scale items and the reliability coefficient. Also, the scale was developed with the use of a pretest group separate from the study group, and thus it has demonstrated discriminatory ability in two separate groups.

The major conclusions of this research are twofold. First, on the basis of the data provided by the sample of sergeants there is no evidence that the receipt of collective bargaining representation by sergeants results in a reduction in their agreement with the anticipated management position on selected collective bargaining issues. Second, there is no evidence of a difference in agreement with the anticipated management position among sergeants who receive different types of representation. This finding of no effects among sergeants attributable to representation is supported by the reliability and validity of the scale, because, though the scale fails to detect representation effects it does detect the effects of rank. Thus, there is evidence that a failure to detect representation effects is not attributable to lack of competency in the scale. The findings with regard to sergeants should be viewed as tentative because the sample,

not being randomly determined, may not be representative of the population.

The results attained for lieutenants provide significant evidence that a reduction in agreement with the anticipated management position on collective bargaining issues may occur among lieutenants as a result of receiving collective bargaining representation. However, at best this conclusion must be tentative because the sample of lieutenants was very small and was not determined with random sampling procedures. Also, there is the possibility that the attitude scores of the lieutenants in categories 3 and 4, rather than reflecting the effects of collective bargaining representation were based on attitudes that in the first place caused those lieutenants to seek collective bargaining representation.

With regard to sergeants the major conclusions of this research indicate the current Michigan policy of allowing representation of supervisors in separate bargaining units does not contribute to a reduction in identification with management. The observed differences in score must be attributable to other variables. With regard to lieutenants, the conclusions, though tentative, indicate the policy of allowing supervisor representation may result in substantial decrease in identification with management.

Because of the potential importance of these findings to legislative and administrative policy determinations, it is recommended that they be tested through a study based on a large randomly determined sample of police supervisors. The sample should include large numbers from all ranks of

supervisors so that evidence of differences between higher and lower ranks may be adduced. Furthermore, general applicability of these findings should be verified through a study including supervisors from several public sector occupations other than police.

Finally, it should be noted that this study was concerned only with the possible effects of representation on supervisors' attitudes. However, the ultimate concern is with how representation may affect supervisory performance. Therefore, future studies should investigate the relationship between supervisor collective bargaining representation and supervisor behavior.

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APPENDICES

APPENDIX A

ISSUES USED FOR CONSTRUCTION OF ATTITUDE STATEMENTS

APPENDIX A

ISSUES USED FOR CONSTRUCTION OF ATTITUDE STATEMENTS

Salary level
Salary steps
Salary differentials
Shift differentials
Pensions
Paid lunch period
Paid roll call
Paid court duty
Paid standby duty
Paid overtime
Pay for uniform costs
Pay for weapon costs
Outside employment
Probationary period
Use of seniority
Order of layoffs
Work scheduling
Requiring notice for changes
Use of a fourth shift
Length of work day
Length of work week

APPENDIX B

PRETEST QUESTIONNAIRE AND PRETEST RESULTS

APPENDIX B

RESEARCH SURVEY

A research group in the School of Labor and Industrial Relations at Michigan State University is in the process of studying the attitudes of police officers toward working conditions and employment relations in police departments.

Several hundred questionnaires will be completed by police officers from a large number of police departments. No questionnaire will be studied individually; all will be combined into aggregate tables for analysis.

Neither the police management nor anyone else in your department will ever see your completed questionnaire or have access in any way to the answers you as an individual give.

Your cooperation in answering all of the questions will be very much appreciated.

With many thanks,

Kent Murrmann
Research Assistant

Below are some statements which describe how police officers might feel about their working conditions and other employment matters. Some of the statements will request you to indicate your agreement or disagreement. For each such statement please put a check () in the space showing whether you:

SA = strongly agree
 A = agree somewhat
 N = neither agree or disagree
 D = disagree somewhat
 SD = strongly disagree

Check one and only one answer for each statement. Tell how you personally feel.

		t
The number of years required for a patrolman to reach top patrolman pay should be:	(1)	.75
☐ 1 yr. ☐ 2 yrs. ☐ 4 yrs. ☐ 6 yrs. ☐ 8 yrs. ☐ Other, please specify _____		
The maximum patrolman salary should be the following percentage of the minimum sergeant's salary:	(2) *	1.86
☐ 95% ☐ 90% ☐ 85% ☐ 80% ☐ 75% ☐ Other, please specify_____		
Changes in the work schedule should be made with at least the following number of days notice:	(3)	.75
☐ 1/2 day ☐ 1 day ☐ 2 days ☐ 4 days ☐ 6 days ☐ Other, please specify _____		
The progression of patrolmen from one pay step to the next should be based mostly on merit and performance, rather than being automatically related to length of service:	(4)	.50
SA A N D SD ☐ ☐ ☐ ☐ ☐		

	SA	A	N	E	SD	t
when layoffs of police personnel are required, supervisors should not be allowed to displace or bump patrolmen.	()	()	()	()	()	** 1.54 (5)
Length of service should be the most important consideration in deciding which of two patrolmen is promoted into a supervisor position.	()	()	()	()	()	*** 1.14 (6)
The police supervisor should be free to change his men's work schedule as needed.	()	()	()	()	()	** 1.55 (7)
Extra patrolmen should be scheduled to work during heavy crime hours.	()	()	()	()	()	*** .60 (8)
Patrol cars should be manned by only one patrolman unless special conditions require the use of two man teams.	()	()	()	()	()	* 1.94 (9)
Patrolmen should be entitled to receive pay or compensatory time off at an overtime rate for hours they are required to work in excess of the regular work day.	()	()	()	()	()	*** 1.36 (10)
Patrolmen should be entitled to receive pay or compensatory time off at an overtime rate whenever required to do court duty during their regular time off.	()	()	()	()	()	* 2.34 (11)
Patrolmen should be entitled to receive pay or compensatory time off at some fraction of the regular rate of pay whenever required to be on standby status.	()	()	()	()	()	* 2.03 (12)
In order to make more uniformed officers available for patrol duty, civilian employees should be employed to perform police department clerical work.	()	()	()	()	()	1.29 (13)
A police supervisor should be free to transfer patrolmen from one patrol area to another as conditions require.	()	()	()	()	()	*** .45 (14)
There should be a posted procedure for any police officer to use for filing complaints against his supervisor.	()	()	()	()	()	** 1.50 (15)

Police departments should take action on citizen complaints against police officers.	SA () A () R () D () SD () *** (16)	$\frac{t}{.93}$
to discourage the improper use of sick leave, the police department should arrange spot check home visits to police officers off on sick leave.	() () () () () () ** (17)	.80
Discipline of any police officer should always be accompanied by a written statement of the alleged violation.	() () () () () () (18)	.77
Discipline of any police officer should be subject to review by an appeal board that has authority to make a final and binding decision on the case.	() () () () () () (19)	1.26
Any police department regulation that can result in discipline should be posted.	() () () () () () * (20)	1.92
Police officers who engage in strikes or other job actions should be subject to discharge.	() () () () () () * (21)	2.18
The pay of suspended police officers should be withheld pending the outcome of an appeal board hearing.	() () () () () () * (22)	3.42
A police supervisor should place the interests of his men above the interests of the department.	() () () () () () * (23)	2.64
A police officer has more interests in common with police management than with the men under his command.	() () () () () () (24)	1.33

In a police department in which the officers are represented in collective bargaining by a union or other employee association, the following matters should be subject to collective bargaining:

Length of regular work week	() () () () () () * (25)	2.40
The scheduling of working hours	() () () () () () * (26)	12.26
Length of lunch period	() () () () () () * (27)	4.56

	SA	A	R	D	SD		t
Premium pay for overtime work	()	()	()	()	()	*** (28)	2.56
Pay for standby duty	()	()	()	()	()	* (29)	2.64
Pay for court duty during off time	()	()	()	()	()	* (30)	3.14
Gun allowance	()	()	()	()	()	* (31)	1.95
Clothing allowance	()	()	()	()	()	* (32)	1.37
Rules determining promotions	()	()	()	()	()	* (33)	5.09
Rules determining layoffs	()	()	()	()	()	* (34)	3.67
Rules determining discipline	()	()	()	()	()	* (35)	4.12
Rules determining grievance procedure	()	()	()	()	()	* (36)	2.62
Probationary period for new officers	()	()	()	()	()	* (37)	3.66
The requirement that police officers wear name tags	()	()	()	()	()	* (38)	3.21
Whether patrol should be- formed by individual patrol- men or by teams of two or more patrolmen	()	()	()	()	()	* (39)	2.96
The requirement that police officers reside within the jurisdiction of their em- ployment	()	()	()	()	()	* (40)	2.26

There were no right or wrong answers to the questions you answered on the previous pages; how you felt was the best answer. The remaining questions are factual and have to do with such things as your employment history, police rank, education, age, and the like.

Your answers to the factual questions are very important to the study. Please answer as fully and correctly as you can. Your replies, like all the rest of your answers, will be used confidentially in our research project.

Employment Information

1. What type of police department are you presently employed with?
 - () City Police Department
 - () County Sheriff's Department
 - () Township Department
 - () State Police
 - () Other, please specify _____
2. What is the total number of uniformed officers (all ranks) employed by your present employer? _____

3. What is your present assignment?
- () Patrol Bureau
 () Detective Bureau
 () Other, please specify _____
4. What is your present rank?
- () Patrolman () Corporal () Sergeant
 () Lieutenant () Major () Deputy Chief
 () Chief () Captain
 () Other, please specify _____
5. How long have you been in your present rank?
 _____ years _____ months
6. How long have you been employed in police supervisory ranks altogether? _____ years _____ months
7. How long have you been employed as a police officer altogether? _____ years _____ months (including all ranks)

Collective Bargaining Information

8. Are you a member of a union or other employee association that bargains or seeks to bargain for you?
- () No If no, please proceed to question 9
 () Yes If yes, what is the name of the organization? please check below.
- () Fraternal Order of Police, Lodge Number _____
 () Police Officers Association of Michigan, Local number _____
 () American Federation of State, County and Municipal Employees, Local number _____
 () Service Employees International Union of North America, Local number _____
 () Laborers International Union of North America, Local number _____
 () International Brotherhood of Teamsters, Local number _____
 () A local independent association not affiliated with any of the above, please specify _____
 () Other, please specify _____
 () Do not know

Does this organization represent you in collective bargaining?

- () Yes
 () No

If you are a supervisor, does this same organization represent patrolmen or other nonsupervisory officers in your department in collective bargaining?

- () Yes
 () No

If yes, does this organization represent patrolmen or other nonsupervisory officers in your department in the same bargaining unit (under the same contract) with you?

- ☐ Yes
☐ No

9. Does any organization you do not belong to represent you in collective bargaining?

- ☐ Yes
☐ No

If yes, what is the name of this organization? Please refer to the list of organizations in question 8.

Does this same organization represent patrolmen or other nonsupervisory officers in your department in collective bargaining?

- ☐ Yes
☐ No

If yes, does this organization represent patrolmen or other nonsupervisory officers in your department in the same bargaining unit (under the same contract) with you?

- ☐ Yes
☐ No

APPENDIX C

FINAL QUESTIONNAIRE

Research Survey

A research group in The School of Labor and Industrial Relations at Michigan State University is in the process of studying the attitudes of police officers toward working conditions and employment relations in police departments.

Several hundred questionnaires will be completed by police officers from a large number of police departments. No questionnaire will be studied individually; all will be combined into aggregate tables for analysis.

Neither the police management nor anyone else in your department will ever see your completed questionnaire or have access in any way to the answers you as an individual give.

Your cooperation in answering all of the questions will be very much appreciated.

With many thanks,

A handwritten signature in black ink that reads "Kent Murrmann". The signature is written in a cursive style with a large, stylized 'K' and 'M'.

Kent Murrmann
Research Assistant

Below are some statements which describe how police officers might feel about their working conditions and other employment matters. Some of the statements will request you to indicate your agreement or disagreement. For each such statement please put a check (✓) in the space showing whether you:

SA = strongly agree
 A = agree somewhat
 N = neither agree or disagree
 D = disagree somewhat
 SD = strongly disagree

Check one and only one answer for each statement. Tell how you personally feel.

	SA	A	N	D	SD	
When layoffs of police personnel are required, supervisors should not be allowed to displace or bump patrolmen.	()	()	()	()	()	(1)
Length of service should be the most important consideration in deciding which of two patrolmen is promoted into a supervisory position.	()	()	()	()	()	(2)
The police supervisor should be free to change his men's work schedule as needed.	()	()	()	()	()	(3)
Extra patrolmen should be scheduled to work during heavy crime hours.	()	()	()	()	()	(4)
Patrol cars should be manned by only one patrolman unless special conditions require the use of two man teams.	()	()	()	()	()	(5)
Patrolmen should be entitled to receive pay or compensatory time off at an overtime rate for hours they are required to work in excess of the regular work day.	()	()	()	()	()	(6)
Patrolmen should be entitled to receive pay or compensatory time off at an overtime rate whenever required to do court duty during their regular time off.	()	()	()	()	()	(7)
Patrolmen should be entitled to receive pay or compensatory time off at some fraction of the regular rate of pay whenever required to be on standby status.	()	()	()	()	()	(8)
A police supervisor should be free to transfer patrolmen from one patrol area to another as conditions require.	()	()	()	()	()	(9)

SA A N D SD

Police departments should take action on
citizen complaints against police officers. () () () () () (10)

To discourage the improper use of sick leave, the
police department should arrange spot check home
visits to police officers off on sick leave. () () () () () (11)

Police officers who engage in strikes or other
job actions should be subject to discharge. () () () () () (12)

The pay of suspended police officers should be
withheld pending the outcome of an appeal
board hearing. () () () () () (13)

A police supervisor should place the interests
of his men above the interests of the department. () () () () () (14)

In a police department in which the officers are
represented in collective bargaining by a union
or other employee association, the following
matters should be subject to collective bargaining:

The scheduling of working hours. () () () () () (15)

Length of lunch period. () () () () () (16)

Pay for standby duty. () () () () () (17)

Gun allowance. () () () () () (18)

Rules determining promotions. () () () () () (19)

Rules determining discipline. () () () () () (20)

Probationary period for new officers. () () () () () (21)

The requirement that police officers wear
name tags. () () () () () (22)

Whether patrol should be performed by individual
patrolmen or by teams of two or more patrolmen. () () () () () (23)

The requirement that police officers reside with-
in the jurisdiction of their employment. () () () () () (24)

The maximum patrolman salary should be the
following percentage of the minimum sergeant's
salary: (Please check (✓) one) (25)

() 95% () 90% () 85% () 80% () 75%
() other, please specify _____.

There were no right or wrong answers to the questions you answered on the previous pages; how you felt was the best answer. The remaining questions are factual and have to do with such things as your employment history, police rank, education, age, and the like.

Your answers to the factual questions are very important to the study. Please answer as fully and correctly as you can. Your replies, like all the rest of your answers, will be used confidentially in our research project.

Employment Information

1. With what type of police department are you presently employed?
 () City Police Department () County Sheriff Department
 () Township Department () State Police
 () other, please specify _____
2. What is the total number of officers employed by your present employer? (Include all ranks of uniformed and plain clothes officers and detectives.) _____
3. What is your present assignment?
 () Patrol Bureau () Detective Bureau () other, please specify _____
4. What is your present rank?
 () Corporal () Sergeant () Lieutenant () Captain () Major
 () Deputy Chief () Chief () other, please specify _____
5. How long have you held your present rank? _____ years _____ months
6. How long have you been employed as a police supervisor altogether?
 _____ years _____ months
7. How long have you been employed as a police officer altogether?
 (Include all ranks held.) _____ years _____ months
8. What is your age? _____ years
9. How many years of formal education have you completed? Please circle.
 7 8 9 10 11 12 13 14 15 16 17 18 19 20
10. What is your sex? () male () female

Collective Bargaining Information

11. Are you a member of a union or other employee association?

- () No If no, please proceed to question 12.
 () Yes If yes, what is the name of the organization? Please check below.
- () Fraternal Order of Police, Lodge Number_____
 - () Police Officers Association of Michigan, Local Number_____
 - () American Federation of State, County & Municipal Employees,
Local Number_____
 - () Service Employees International Union of North America,
Local Number_____
 - () Laborers International Union of North America, Local Nr. _____
 - () International Brotherhood of Teamsters, Local Number_____
 - () A local independent association not affiliated with any
of the above, please specify_____
 - () Other, please specify_____
 - () Do not know

Does this organization represent you in collective bargaining?

- () No
 () Yes

Does this same organization represent officers below the rank of sergeant in your department in collective bargaining?

- () No
 () Yes

If yes, does this organization represent officers below the rank of sergeant in your department in the same bargaining unit (under the same contract) with you?

- () No
 () Yes

12. Does any union or other employee association you do not belong to represent you in collective bargaining?

- () No
 () Yes

If yes, what is the name of this organization? Please refer to the list of organizations in question 11. _____

Does this same organization represent officers below the rank of sergeant in your department in collective bargaining?

- () No
 () Yes

If yes, does this organization represent officers below the rank of sergeant in your department in the same bargaining unit (under the same contract) with you?

- () No
 () Yes

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