

1280

Michigan State
LABOR AND RELATIONS LIBRARY

BY APPOINTMENT OF
THE
LABOR MEDIATION BOARD
STATE OF MICHIGAN

In the Matter of Fact Finding Between:

JACKSON COMMUNITY COLLEGE
FACULTY ASSOCIATION

-and-

JACKSON COMMUNITY COLLEGE

David G. Neilson 9/7/67

REPORT

Appearances

For the Association -

James A. White, Esq.
Lansing, Michigan

For the College -

William J. Marcoux, Esq.
Jackson, Michigan

Introduction

Petitions for Fact Finding were filed by the Association and the College with the Labor Mediation Board on August 2, 1967, and August 7, 1967, respectively. Hearings on these petitions were held in Jackson, Michigan on August 17, 1967 and August 28, 1967. As amended during the course of the hearings, the issues for fact finding are:

1. Salary Schedule for 1967-68.
2. Supplementary salary for counselors.
3. Definition of eligibility requirements for various salary Classes of Appendix A.

Jackson Community College

These issues arise from negotiations undertaken pursuant to a reopener clause in the existing 2 year Agreement between the Board of Trustees of Jackson Community College and the Association. Following timely notice of intention to reopen as to salaries, the parties held numerous negotiating sessions prior to the instant petitions.

Facts

For many years the College existed as a department of the Union School District of Jackson. On July 1, 1965, it became an independent Community College. A large number of the present faculty transferred from the Union School District to the College for school year 1965-66, the first full year of independent operation.

The salary schedule for 1966-67 was based on 4 Classes, each of which had a 10 step index of equal increment within the index range. The respective index ranges for the 4 Classes were .92 - 1.46(Class I), 1.00 - 1.63(Class II), 1.04 - 1.76(Class III) and 1.08 - 1.89(Class IV). The salary of \$6100, applicable as the 10 month(2 semester) salary base, constituted the M.A. minimum, indexed at 1.00. Appendix A of the Agreement defined the Classes as follows:

- Class I. - Bachelor's degree or equivalent.
- Class II. - Master's degree or equivalent.
- Class III. - Sixty semester hours of appropriate graduate credit, including a Master's degree or thirty hours credit following award of the Master's degree.
- Class IV. - Thirty academic semester hours credit in addition to Class III requirements.

In regard to the first issue, the Association has made a salary proposal for 1967-68 based on a \$6800 minimum for Class II, with the present index to determine actual salary amounts for the 4 Classes. Under this proposal the Class II maximum, at step 10, would be \$11084. The Association's proposal would provide a percentage increase, from 1966-67 salaries of 11.5%.

As to the second issue, the Association has proposed a supplementary salary for counselors of 10% of the Class II, 12-month teaching salary schedule, computed on the first 7 steps.

As to the third issue, the Association has proposed specific language defining the type of undergraduate credit that would be allowable for advancement to Classes II, III and IV by the use of a procedure of credit approval by the existing Personnel Review Committee and final promotional approval by the Board of Trustees.

The College's proposal relative to the first issue is that of a salary schedule with a Class II base of \$6400. The College would also delete steps 1 and 2 of all Classes for actual purposes of salary payment to personnel at the minimum of a Class.

As to the second issue, the College proposes to continue the past practice of paying counselors an additional \$400 for the school year and a further additional \$100 if they also work during the summer.

As to the third issue, the College proposes language similar to that of the Association in terms of defining the type of undergraduate credit which may be completed for advancement to Classes II, III and IV but under a procedure in which credit approval is based on recommendations by both the Personnel Review Committee and the President prior to submission to the Board of Trustees for final approval.

A number of comparisons were offered in terms of the salary schedule of 1966-67 and the proposals by the parties for the coming school year. For 1966-67 the M.A. (Class II) maximums for 18 selected community colleges ranged from \$11000 at Henry Ford to \$7700 at Montcalm, with Jackson above the average at \$9943. The average of these 18 maximums was \$9453. For the same schools the beginning M.A. salaries ranged from \$6850 at Northwestern to \$5650 at Lansing, with an average of \$6173. Jackson's M.A. minimum was \$6100.

With regard to 11 instances in which community colleges have settled upon a salary schedule with their faculty association for 1967-68 it was shown that the percentage increase for beginning M.A. ranged from 25% as compared to the year before to a low of 5.5%. As to the M.A. maximum, the percentage increase at Washtenaw, Southwestern and Schoolcraft community colleges was 27.8% or higher, at Alpena 14.7% and at Flint 5.6%. In relation to these comparisons, the College's \$6400 offer provides a percentage increase of 19.6% for the actual M.A. minimum and 4.9% for the M.A. maximum.

Considerable evidence was received on the matter of comparability between the College faculty and the teachers of the Union School District. As to teaching staff distribution the percentage of the teachers of the Union School District employed at the 12th step of the schedule is 46%. For all Classes of the College faculty the percentage at step 10 is 38.3%. In the first year of the College's independent operation a faculty member at the M.A. maximum was paid a salary 2.9% higher than a comparable teacher of the Union School District. During the last school year this salary predominance decreased to 0.9%. Under the terms of the collective bargaining agreement between the Union School District and the Jackson Education Association the salary schedule for that district is contingent on the B.A. salary minimum for 19 specific school districts of similar size throughout the state. This B.A. salary minimum for 1967-68 is to be the same as the final average of these 19 districts, but in no instance less than \$5700. The trend in the several districts of these 19 that have already settled upon a salary indicates that the ultimate average will approach the \$6200 amount. If such should eventually become the B.A. salary minimum for the Union School District, the M.A. maximum for a teacher of that district would be \$10962 for the coming school year. This figure, when compared with the M.A. maximum of the College's last proposal, would result in a 5.1% salary advantage to the teacher of the Union School District. Should the District M.A. minimum be set as low as \$6136, representing the averages of those of the 19 districts already settled for 1967-68, the salary advantage to Union School District would be 2.9%. Such comparisons do not, however,

take into account more liberal fringe benefits for College faculty, estimated at \$300 per employee.

Based on its review and appraisal of the 3 main sources of revenue, the College expects insufficient income to meet the Association's salary proposals.

While equalized valuation increased, the unchanged level of state aid and the estimated enrollment decrease of perhaps 250 students, resulted in a revised budget lower by \$127,644 than originally anticipated. This resultant revised budget for 1967-68 of \$1,885,163 included a surplus fund balance carry-over from June 30, 1966 of \$159,703. Further expenditure items were revised, deleted or deferred with the result that approximately \$40,000 was believed available to support the College's salary offer. It is estimated that every \$100 increase in the base faculty salary amounts to approximately \$14,500 (bargaining unit personnel only).

The highlights of the financial situation as seen by the College are the reversal of upward enrollment trend, absence of prospects for state aid or millage increases, complete liquidation of surplus fund balance with accompanying future interest burden and imminence of increased operating and maintenance costs at the new campus. The Board of Trustees is determined to avoid deficit financing as improper and of questionable legality.

The anticipated enrollment decrease is the greatest single factor affecting College finances. Each full-time student represents approximately \$600 added income. Thus only an enrollment surge that would merely halve the expected decrease would add about \$75,000 to this year's revenue. Several factors appear to affect enrollment. Chief among these are the increased number of community colleges, particularly newly opened in southern and southeastern Michigan, increased competition for students from established, but expanding, 4 year institutions and the effect of the reduced entering class of 1966.

It was established that prospects for further operating millage in the district are dim. Only this year 3 efforts to gain approval of 2.75 mills for operations of the school district were defeated, the latest on August 22, 1967.

In regard to the second issue it was asserted by the Association that the use of a percentage basis for supplementing counselor's salaries is indicated by installation of such a policy for counselors at the Union School District and by the agreement of the College to use percentages as supplemental compensation for sports coaching. The Association advanced information to show that counselors work comparatively more hours per week and otherwise engage in extra duties not required of other faculty members.

In regard to the final issue, this has been under study by a Personnel Committee which, by written report of January 18, 1966, proposed definitions for the "Equivalency" concept found in Class definitions. The parties have reached agreement on refined definitions for Class II and III but still have a variance in explanatory language

dealing with substantive and procedural considerations for undergraduate credit. The Association would allow undergraduate credit more liberally and visualize an approval procedure whereby credit submissions are recommended for approval by the Personnel Review Committee and passed upon by the Board of Trustees. The College contends that existing written personnel policies apply wherein promotional approval of this type must be endorsed by the President.

Recommendations

The main area of concern is that of salary schedule, and more particularly the fashioning of the Class II range in which the majority of the faculty is concentrated at the top step. In dealing with this issue I have not overlooked the situation of other faculty members, but center the discussion on Class II since the symmetry of the salary schedule will result in a similar effect throughout.

Certain principles govern my view of the salary issue. These include:

1. I am not disposed to tamper with the basic index of the salary schedule since the parties are at mid-point of a 2 year Agreement. To some extent variances in indexing, step range and Class definition could greatly affect the cost of faculty salaries. I believe the most workable solution is to simply fix a salary base. In reaching the salary base figure which I believe to be appropriate, I find it impossible to reconcile the change with the College's proposal for elimination of both the first 2 steps of the schedule. If the second of these steps were not to remain, then the application of the index would result in Class minimums, particularly at the M.A. level, beyond what the College intended to pay. For this reason my salary recommendation carries with it the further recommendation that only step 1 of the schedule be deemed to be inoperative for the balance of the contract term.

2. The enrollment trend, first discerned in late May, 1967, cannot have a major effect on the salaries to be agreed upon for the balance of this contract. Fluctuations are bound to upset the optimum student-faculty ratio and this also brings disruption to careful administrative planning. Even major surprises, as this year's enrollment record is depicted to be, must be subordinated to a realistic establishment of faculty salaries based on broadly and consistently applicable principles of professional compensation. Aside from staff and disbursement adjustments prior to the start of a fall semester of lagging enrollment, mid-year actions could alleviate the effects of a serious impact on revenue by such lower enrollment. Tuition increase is but one of these responses. If the enrollment pattern continues slack, this would indicate serious consideration to a reduction in faculty commensurate with evolving conditions. All such steps result in a blend of expediency and reappraisal that should alleviate the financial dilemma of lowered enrollment without impairing the entitlement of faculty to a fair and equitable salary in any other than the most extreme circumstance.

3. The Association and its members have not convincingly shown why

salary determinations at the College must be so closely tied to those of the Union School District. The realities of proximity and former ties are not overlooked; however this cannot indefinitely influence negotiations concerning College salaries. The impression is almost that a sort of nostalgia exists because of the circumstances of the College's origin and source of staff. The various conversations testified to show only an encouragement to interested applicants. These cannot be given the stature of commitments nor can they significantly add to the results of negotiation, which is the real forum for the resolution of salary questions. I would presume that the near future will see favorable widening between the overall salary situation of the College and the District. I have not failed to note the reverse trend of the last 2 years but would expect, in the long run, that this is a temporary manifestation of "catch-up" salary settlements in the public education field, particularly as the salary determinant group of districts to which Union School District is tied are primarily large urban or suburban in character. Another defect of tying to Union School District is that it creates a compounding of uncertainty. Even as this written several of the 19 districts are understood to be still without salary settlements for the coming school year. Certainly, also, the faculty here would not want to share any stagnation of salary advances in the District since this fortuity would have no relevance to their own professional worth.

4. The comparative data as to percentage increases and minimum and maximum salary settlements is incomplete and can lead to distortion and false reliance unless all facts are known. Thus while useful as guides, the more compelling factors are found by a close analysis of this particular salary dispute, considerations of College growth, budget resiliency, faculty distribution by Class and step and furtherance of basic educational purpose.

I have carefully considered all facts presented, including many not set forth specifically in this Report. I recommend adoption of a M.A. salary base of \$6650, indexed at 1.00. This would result in an actual M.A. minimum of \$7115, up 18% from last year's M.A. base and up 9% from last year's counterpart step 2 salary of \$6527. The M.A. maximum resulting from a \$6650 base would be \$10840; again a 9% increase over 1966-67.

As to counselors, I see some merit to opening this position to a percentage mode of supplementary compensation. A moderate innovation will better serve the situation and result in needed time to further evaluate this function and the extent of extra working hours. Noting the 9% recommendation already advanced, I believe that a proper resolution of supplementary pay for counselors would be that they receive 5% of salary, but in no event less than the traditional \$400 (or \$500 if the summer is also worked), and I so recommend.

As to the language of Class definitions, I have found no strong reason, from the facts presented, to disturb this area. The parties

have made some tentative refinements as shown from the parallels in their most recent exchange of proposals. I am not sympathetic to a proposal to skirt the College President on determinations of this type, particularly since the written policy statement seems applicable under Article XVI D. of the Agreement. Individual instances of delay in credit approval or disappointing rejection do not condemn the system. Furthermore the possibility of arbitration of "equivalency" questions exists under Article XIV as a further remedy of the Association. Accordingly I recommend that absent contrary mutual agreement, the College's latest proposal be adopted with the provision that this area be the subject of continued bilateral study.

Summary

1. \$6650 Class II base.

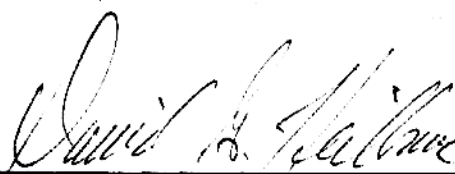
* * * * *

2. Supplementary counselor pay of 5% -
or past amount - whichever greater.

* * * * *

3. Adopt College proposal on
"equivalency" definition.

Dated September 7, 1967
at Southfield, Michigan



David G. Heilbrun
Hearings Officer