

1631
RECEIVED
JUL 17 1968

LABOR MEDIATION BOARD
LABOR RELATION DIV.

BY APPOINTMENT OF
THE
LABOR MEDIATION BOARD
STATE OF MICHIGAN

10/4/68 FF
(K)
95
LABOR RELATIONS DIV.

In the Matter of Fact Finding Between:

ST. CLAIR COUNTY HEALTH DEPARTMENT)

-and-)

MICHIGAN NURSES ASSOCIATION)

FACT-FINDING REPORT

Introduction

On June 1, 1968, the Michigan Nurses Association filed a petition for fact finding with the Michigan Labor Mediation Board. This petition requested the initiation of fact-finding procedures to resolve an issue stated as:

Whether the Respondent herein is unable to grant the registered professional nurses an increase in wages?

On June 12, 1968, the St. Clair County Health Department filed its Answer to the petition for fact finding asserting that the course of bargaining between the parties had resulted in a "fair and equitable offer under existing conditions."

The background of this situation is that on July 6, 1967, the Michigan Nurses Association (hereinafter called the "Association" for convenience) was certified as exclusive collective bargaining representative for registered nurses employed by the St. Clair County Health Department (hereinafter called the "Department" for convenience). Negotiations occurred between the parties and these continued under the auspices of a state mediator on at least October 27, 1967, and

David Heilbrun

St. Clair County Health Department

November 17, 1967. No collective bargaining agreement resulted and on January 10, 1968, the Association filed an unfair labor practice charge alleging violation of Section 10(e) of the Public Employment Relations Act by the Department. Following a hearing on that charge a Trial Examiner of the Labor Mediation Board issued his Decision and Recommended Order on July 2, 1968, finding that a refusal to bargain had occurred in respect to the employer's position that a four-county "yardstick" be used in establishing salary levels for the nurses.

Fact-Finding Hearings were conducted on July 9, 1968, July 18, 1968, August 8, 1968, August 21, 1968, August 22, 1968, September 5, 1968, and September 11, 1968, at the County-City Building in Port Huron, Michigan. The Association was represented by Professional Association Staff Services. During the course of the hearings the persons variously representing the Association were Mr. Mitchell Biedul, Chief Negotiator, Mr. Orlando Vargas, Negotiator, Mr. Carl Alldread, Negotiator, Mr. Thomas Barnes, Staff Representative and Mr. Robert Jaress, Staff Negotiator. The principal spokesman for the Association in terms of all hearings was Mr. Alldread. The Department was represented at all hearings by Mr. Howard Clyne, Attorney. Mr. Clyne is a former member (and Chairman) of the St. Clair County Board of Supervisors and a member of the St. Clair County Board of Auditors.

While the collective bargaining unit for which the Association is certified encompasses registered nurses employed both by the Department (clinic and field nurses) and by the St. Clair County Medical Centre, the current fact-finding procedures relate only to the issue of salary, and other terms and conditions of employment, as they might pertain to the nurses employed out of the Department offices on McMorran Street, Port Huron, and as such might be embodied in an initial collective bargaining agreement between the parties.

The functions of the Department, as performed by the nurses here involved, include ENVIRONMENTAL HEALTH (environmental health planning, food establishment inspection, sewage disposal systems, safe water supply, institutional environment, refuse disposal inspection, health hazards and nuisances, air pollution study), LABORATORY DIVISION (water and milk testing, biological products, public health bacteriology, clinical laboratory tests), COMMUNITY TOPICAL FLUORIDE PROGRAM, NURSING (maternal and child health, tuberculosis control, school health, adult health and chronic illness, communicable disease control, coordinated home care, handicapped children, army rejectee follow-up), COORDINATED HOME CARE (bedside nursing, physical therapy, nutrition, medical social work, occupational therapy, speech therapy, home aids) and HEALTH EDUCATION (school health education, health information and resources, program planning).

The Department presently applies the following position titles and qualifications description to the various positions in use:

147.
147(b)

- RN Graduation from an approved school of nursing; current Michigan registration, eligibility for matriculation in a University or College approved for Public Health Nursing.
- PHN I Graduation from an approved school of nursing; current Michigan registration, plus a minimum of one year's study toward a Bachelor's degree in a College or University approved for Public Health Nursing: or - a graduate from a baccalaureate program in nursing - (Junior Public Health Nurse)
- PHN II Graduate from an approved school of nursing; current Michigan registration, plus a B.S. from a College or University approved for Public Health Nursing, plus two years experience in public health - or - graduate from a baccalaureate program in nursing plus two years experience in public health.
- PHN III Graduate from an approved school of nursing or a baccalaureate program in nursing. Has a B.S. from a College or University approved for Public Health Nursing. Two years experience in a generalized Public Health Nursing Program under supervision. A nurse who performs broad public health nursing functions requiring wide latitude of independent professional judgment. Participates in the orientation and teaching of staff nurses and students. (Senior Public Health Nurse)
- PHN IV Graduate from an approved school of nursing or a baccalaureate program in nursing. Has a Master's Degree in Public Health and at least 3 years experience in public health nursing. Carries over all administrative responsibilities in public health nursing and carries leadership responsibility in the total public health program plus nursing supervision.
(Public Health Nursing Director)

The present salary schedule for the nurses of the Department, retroactively in effect from March, 1968, is as follows (excluding data for PHN IV since not within the bargaining unit):

| | <u>Beginning</u> | <u>Six Months</u> | <u>One Year</u> | <u>Two Years</u> | <u>Three Years</u> |
|---------|------------------|-----------------------|---------------------|----------------------|------------------------|
| RN | \$5,642 | \$5,785 | \$5,928 | \$6,240 | \$6,552 |
| PHN-I | 6,240 | 6,396 | 6,552 | 6,877 | 7,228 |
| PHN-II | 6,708 | 6,877 | 7,059 | 7,410 | 7,787 |
| PHN-III | 7,228 | 7,410 | 7,592 | 7,982 | 8,385 |

The above current salaries are deemed to include a cost-of-living increment but do not include the longevity pay applicable to the nurses as well as to County employees generally. Longevity is based on a 2% additional increment for each further five years of service up to a total of 25 years.

The Department presently employs six registered nurses (RN classification), one person classified as PHN-II and two persons classified as PHN-III. The Department considers that the three persons classified as Public Health Nurses are the only ones of the bargaining unit "formally trained" in the field. Of these the PHN-II is the Department's staff nurse and the incumbents of the PHN-III classification are the coordinator of the home care program and the holder of a combination position of supervisor and nurse-coordinator of the tuberculosis program. The nurses employed within the bargaining unit receive their supervision from the chief of the nursing division, Miss Gertrude Paige whose position, as stated above, is excluded from this bargaining unit.

While various issues, to be detailed below, exist in this proceeding, the principal one pertains to salary. The basic position of the Association is that there is a clear ability to pay the salaries proposed by the Association, based on it's scrutiny of county finances, the comparison of County practices and expenditures to those of other counties and comparability data as concerning nursing positions elsewhere. The basic theory of the Department is that County employees should be treated fairly and uniformly in terms of their proportionate share of monies reasonably available to the County. In addition, it is contended on behalf of the Department that deficit financing is an impermissible method of County operation and should not be allowed to occur.

The issues that currently exist between the parties are the following:

1. Salary schedule.
2. Overtime and holiday pay.
3. Health insurance.
4. Life insurance.
5. Payment for continued education.
6. Payment for jury duty.
7. Uniform allowance.
8. Mileage.

As to salary schedule, the Association proposes the following:

| | <u>START</u> | <u>SIX MONTHS</u> | <u>ONE YEAR</u> | <u>TWO YEARS</u> | <u>THREE YEARS</u> |
|---|--------------|-----------------------|---------------------|----------------------|------------------------|
| PHN-RN (No Experience) | \$7,100 | \$7,250 | \$7,500 | \$8,000 | \$8,300 |
| PHN I Associate Degree + one year education toward B.S. Degree | \$7,400 | \$7,550 | \$7,800 | \$8,100 | \$8,400 |
| PHN II B.S. Degree | \$8,000 | \$8,150 | \$8,400 | \$8,700 | \$9,000 |
| PHN III Masters Degree | \$8,500 | \$8,650 | \$8,900 | \$9,200 | \$9,800 |

The Department proposes that the registered nurses received a salary increase of \$200 providing it is administratively determined that they are competently functioning in the public health field. The Department does not propose salary increases for persons classified as PHN II or PHN III.

As to overtime and holiday pay, the Association seeks over-time pay of time and one-half for hours worked outside the normal workday and of 2-1/2 times the regular rate for hours worked on a holiday. The Department proposes a continuation of the present practice which is that of compensatory time for any substantial overtime, particularly if scheduled on a weekend or holiday.

As to health insurance, the Association seeks a fully paid family hospitalization plan. The Department proposes the continuation of the single subscriber plan and one-half the added cost of full family coverage.

As to life insurance, the Association proposes \$4,000 fully paid life insurance plus \$4,000 optional insurance. The Department proposes continuation of the \$1,000 life insurance for employees contributed to equally by the County and the employee.

As to continued education, the Association proposes that the Department pay all tuition, books, laboratory fees and related expenses of educational courses taken in furtherance of a nurse's public health career. The Department opposes granting any benefits in this area.

As to jury duty the Association proposes that employees be made whole for any jury service and the Department agrees with this stating that it has been the past practice.

At the mutual request of the parties their agreement on this point is recited. Since this topic is not a matter in dispute between the parties, it shall not be referred to again.

As to uniform allowance, the Association proposes an initial allowance of \$200 plus \$100 annually for replacements (this is interpreted to mean a \$300 allowance during the first year, for all present and future nurses). The Department offers a \$100 annual uniform allowance.

As to mileage, the Association proposes 13¢ for mileage incurred in personally owned vehicles plus a monthly depreciation allowance of \$20. The Department proposes a continuation of the present mileage allowance of 10¢ per mile only.

Because of the comprehensive approach taken by each party to this fact-finding proceeding, a substantial amount of evidence was received from each side. Witnesses appearing and giving testimony during the course of this proceeding, in the order of their appearance, were the following:

Mitchell Biedul, Chief Negotiator

Robert Jaress, PASS Staff Representative (Economic Research)

Thomas Barnes, PASS Staff Representative (Accountancy)

Shirley Verbrugge, Registered Nurse

Robert E. Rowe, M.D., Director, St. Clair County Health Department

Donald T. Wilson, Director of Social Services, St. Clair County

Vera I. Black, Probate Judge, St. Clair County

Halford I. Streeter, Circuit Judge, 31st Judicial Circuit

Stewart A. Richards, Register of Deeds, St. Clair County

James T. Corden, Prosecuting Attorney, St. Clair County

Charles Ash, Engineer-Manager, St. Clair County Road Commission

Richard Bingham, Executive Director, St. Clair Regional Planning Commission

Edward Solkowski, Under Sheriff, St. Clair County Sheriff's Department

Thomas Bellow, Director of St. Clair County Equalization Department

Nancy Cooper, Deputy Treasurer, St. Clair County

Mrs. C. I. Herrick, Business and Office Manager, St. Clair County Health Department

Gertrude Paige, Chief of Nursing Division, St. Clair County Health Department

Grant Burch, Chairman, St. Clair County Board of
Supervisors
Harold Richards, Administrative Assistant, St. Clair
County Board of Auditors
Howard Clyne, Attorney for St. Clair County Health
Department

In addition to testimony, the following documents and exhibits were
received into evidence. Those presented by the Association were:

Position Paper and Economic Data

1967 Annual Report, St. Clair County Board of
Auditors

1966 Annual Report, St. Clair County Board of
Auditors

1965 Annual Report, St. Clair County Board of
Auditors

1968 Final Budget, St. Clair County Board of
Supervisors

Michigan County Government Financial Report for
1966

Association's Proposed Salary Schedule

Organization Chart - St. Clair County Health
Department

Roster of Registered Nurses Employed by St. Clair
County Health Department

Salary Schedules - St. Clair County Health
Department

Fourth Quarter 1967 Hours and Earnings Data -
Michigan Manpower Quarterly Review

Excerpts from Recommended Qualifications and
Employment Standards for Professional Nurses
Positions, 1967 - Michigan Nurses Association

Act 306, P.A. 1927 (Michigan), as amended 1966

Publication entitled "Nursing Needs and Resources
in Michigan," 1966 - Published by Michigan League
for Nursing and Michigan Nurses Association

Excerpt from Michigan Employment Security Commission publication, Volume VII, No. 5, May, 1968, relating to "R.N. Refresher Training Graduates"

Michigan Nurses Association Questionnaire completed by St. Clair County Health Department

Michigan Nurses Association Questionnaire completed by Bay County Health Department

The exhibits presented by the Department were:

Rules and Regulations, Michigan Department of Public Health

Activities Report, Friend of the Court Office, 31st Judicial Circuit

Staffing and Salary Data, Friend of the Court Office, 31st Judicial Circuit

Position Titles and Qualifications, St. Clair County Health Department

Agreement between St. Clair County Road Commission and Local 516-M, Building Service Employees International Union.

Salary Schedule, St. Clair County Medical Centre.

Current Salary Schedule, Nurses Employed by St. Clair County Health Department

St. Clair County Health Department Salary Schedule (Retroactive to March 13, 1968)

Regarding the evidence as a whole, there is little dispute over whether the factual material presented, by testimony and exhibit, is actually true; but rather the dispute is of the significance that should be attached to such facts or their overall implication. Because of the overwhelming mass of material in the form of statistical data and general publications, and the detailed and comprehensive testimony of the various witnesses, it is only possible to effectively highlight the salient facts which appear to be particularly important to one or the other of the parties. In setting forth these facts it should not be construed that much additional evidentiary material has not been carefully considered. To set forth all facts presented would make this report unduly lengthy and for that reason the rendition will be limited to the major areas highlighted by the respective parties.

In this general context, the following portion of this report is divided into two parts representing the facts highlighted by the Association and the Department, respectively.

Facts

I - As Emphasized by the Association

A principal point of departure was St. Clair County's 1967 deficit balance of approximately \$289,000. The Association contends that more than this amount was legally available in other specially designated funds at the end of 1967.

During that year the Department operated with a surplus of which \$55,000 was returned to the County's general fund. The Association points out that in some categories of expenditure, the County was considerably over budgeted amounts and it was these deficiencies which the \$55,000 surplus from the Health Department tended to offset. Among these were a \$24,000 deficit in operations of the Board of Supervisors which the Association calculates as the 5th highest in the State and 75% higher than the combined average of Calhoun, Jackson Bay and Monroe Counties, these being the four counties most similar to St. Clair County in the composite matters of population and total state equalized valuation (for 1966).

The Association demonstrated that for the nine nurses positions presently employed in the bargaining unit, only 3-2/3 constituted positions the salaries for which were funded out of County monies since the remaining 5-1/3 positions were funded either by federal funds for intensified tuberculosis care or by federal Medi-Care, Medicaid or Blue Cross funds to cover coordinated home care. Under such an approach the actual cost to the County of the Association's proposed salary schedule when compared with actual present nurses' salaries was the approximate amount of \$5,500.00.

The Association developed that the Department budgets for 11 nurses positions and funds so appropriated are readily available for salary increases.

The Association also estimates that 1968 Michigan Income Tax collections will allow a net return to St. Clair County of approximately \$325,000; considerably more than the \$188,000 anticipated in the County's final budget estimate. As to public service priorities, the Association contends that the public health function is of high priority exceeding even juvenile detention and jail facilities. In this regard the Association notes that 1966 expenditures of Calhoun and Jackson County for health, welfare and medical assistance were \$3,761,000 and \$3,413,000 respectively, while that of St. Clair County was only \$1,997,000. As an overall matter of ability to pay, the Association contends that St. Clair

is
a
the

County's income per population of \$65.60, constituting an extremely high figure relative to other counties, should be taken into account in determining the County's ability to pay increased salaries to nurses.

The Association advanced comparative salary and hourly work schedule data showing that the hourly rate for nurses of the St. Clair County Public Health Department was considerably lower than that for public health nurses in Macomb, Oakland and Genessee County and the public health functions of Highland Park, Detroit and Flint. When compared with school nurses of school districts in the Port Huron vicinity, the nurses of the St. Clair County Public Health Department are similarly paid a lesser equivalent hourly rate, in some cases this being a variation of more than 50¢ per hour. As to other nurses within the County, the following represents the latest information available to the Association:

| <u>Facility</u> | <u>Minimum Starting Salary</u> |
|---|--------------------------------|
| Port Huron Hospital Registered Nurse | \$6,000.00 |
| Visiting Nurses Association Registered Nurse | 6,500.00 |
| St. Clair County Medical Centre Registered Nurse | 6,385.00 |
| River District Hospital Registered Nurse | 5,952.00 |
| St. Clair County Public Health Nurse | 5,642.00 |

The duties of a public health nurse performing in the field were described in some detail. The work week is 37-1/2 hours normally commencing at 8:30 a.m. and ending at 5:00 p.m. Because of certain variations relating to home care patients, the actual duty time can vary in terms of earlier starting time, missed or shortened lunch periods, or work beyond 5:00 p.m. There are certain regular meetings and clinics that are attended by the staff nurses concerning supervisory contact and current public health information.

Various comparisons were made between the duties, requirements and working conditions of a public health nurse on the one hand and a registered nurse in a hospital on the other. Among these were the following:

1. The requirement that one's own transportation be provided.
2. The requirement of having two sets of uniforms, one for summer and one for winter.
3. The requirement of working alone with the necessity of making one's own decisions.

at
the

at
the
at
the
at
the
at
the
at
the

4. Increased exposure and hazards of contracting communicable disease.
5. Inadequacy of sterile facilities.
6. Household hazards including that of household animals.
7. Difficulty in planning vacations because of the necessity of insuring coverage for home care patients.

II - As Emphasized by the Department

In the complicated matter of County finance, it was emphasized that a certain "Burch plan" of several years operation had been established to allow an amicable and cooperative sharing of the tax monies available within the constitutional 15 mill limitation. In St. Clair County this plan had avoided the controversy and potential litigation that might have arisen because of the existence of variable millage within school districts and generally allowed a sharing between the various public entities expending tax monies; these being the townships, school districts, villages and road commission.

As to County revenues and expenditures generally, it was established that both categories are increasing and it is difficult to anticipate precise expenditure levels. An example of this affected the expenditures of the County Department of Social Services when an early 1968 strike at one of the County's major employers resulted in welfare expenditures \$40,000 higher than otherwise would have been expected. The Social Services Department was also depicted as working its caseworkers on a 100 caseload basis rather than an ideal of 60 and, as to overall operations, having a probable deficit for 1968 of \$140,000.00.

Witnesses from the courts, law enforcement agencies, the regional planning commission and general County departments all reveal situations in which increased programs, rising costs and employee dissatisfaction with inadequate salaries were placing extreme and constant strains on the ability to remain within present budget limits. The evidence also showed that extravagances were not present in the various departmental operations of the County and that considerable ingenuity and sacrifices were undertaken to continue needed services. St. Clair County is the largest in the state with only one Probate Judge^{1/} and the Probate Court has functioned without a Probate Register for two years. The Circuit Court judges function without a Court Clerk and have not sought a replacement for the Court officer. Juries are placed in charge of the Court Reporter. Statistics show Friend of the Court operations rising in all categories.

For 1966 the following authorized salaries were in effect for certain officers:

1/ The Probate Judge for St. Clair County is paid a total (salary plus subsidy) annual amount of \$15,250 compared to \$21,750 for Bay County, \$19,500 for Monroe County and \$20,000 for both Jackson and Calhoun counties.

| <u>County</u> | <u>Clerk</u> | <u>Treasurer</u> | <u>Commissioner</u> | <u>Prosecuting Attorney</u> | <u>Register of Deeds</u> | <u>Sheriff</u> |
|---------------|--------------|------------------|---------------------|---------------------------------|----------------------------------|----------------|
| Calhoun | 9,500 | 8,000 | 6,500 | 10,000 | 7,500 | 8,500 |
| Jackson | 9,250 | 8,750 | 7,500 | 10,250 | 8,000 | 8,000 |
| St. Clair | 7,750 | 7,750 | 7,550 | 9,250 | 7,500 | 7,500 |
| Bay | 9,000 | 9,000 | 8,500 | 9,000 | 8,500 | 9,000 |
| Monroe | 8,500 | 8,500 | 8,500 | 12,000 | 8,300 | 9,600 |

In the Sheriff's Department the concern over low salaries was based on a starting Sheriff's Deputy salary being \$600 lower than for a Port Huron Police Patrolman and this differential increasing to \$675.00 after three years.

The County Equalization Department was subjected to an elimination of its entire technical staff of three persons. This is claimed to leave the potential for loss of County revenue because of inability to identify low assessments; however, the Board of Supervisors felt it necessary to take this economy step.

In regard to miscellaneous factors bearing on County expenditures and anticipated revenues^{2/} the following seems significant:

1. The development of the Medical Centre has resulted in an operation costing \$20 per day for patient care contrasted to \$43 at a hospital.
2. Federal funding of \$20,000 for the tuberculosis program is due to expire after 1968 and no indication of renewal has been shown.
3. The new lower court system of District Judges is estimated to require a 1969 budget item of \$100,000.00.
4. Latest available data on primary and local roads within the County show that upwards of one-half of these are considered "inadequate."

Recommendations, Reasons and Basis

As a general matter, the professional status of registered nurses working in the public health field should not be overlooked. The formal training completed is of far greater significance than the general aptitude and employability of County employees in nonprofessional occupations. It is sufficiently clear that the number of registered nurses available makes the profession one in which there is an extreme

^{2/} The Association outlined the following seven factors as significant in evaluating ability to pay:

Financial statement - appropriations (surplus) - source of funds for nurses salaries - revenue outlook - priorities - other health facilities in area - school nursing data.

500
250
250
500
500

The
4,210
1,138
500

shortage. Even in St. Clair County the current theoretical staffing of the Health Department is incomplete because of an inability to find available registered nurses for employment.

Also, the historical method of using the Michigan Municipal League as an agent for salary surveys and recommended salary figures is now subordinated to the requirements of the amended Hutchinson Act requiring full fledged collective bargaining in public employment. While expressing no opinion on the related unfair labor practice proceedings arising out of this course of bargaining, it is fair to say that collective bargaining currently in public employment in Michigan requires an essential similarity to that in the private sector with complete give and take in exchanges of proposals and counter proposals based on good faith effort to reach agreement.

On the other hand, the complex matter of County financing and the allocation of available public monies must be recognized. There are, of course, substantial pressures from the various departments and from the public at large in regard to the disbursement of monies. It is rather easy for each public department to justify its own existence and, in fact, inflate the importance of the service it is providing the public. In all instances the "criticality" of the service is easy to perceive. Functions such as the courts, law enforcement, treasurer's office, welfare and regional planning all have significant impact on the populace and without them a grave breakdown in essential public services would occur. For this reason the Health Department cannot be looked to in isolation from the standpoint of reaching some perfect, or near perfect, establishment of salaries in terms of employment of registered nurses by other employers in the vicinity.

Taking into account all these factors and the evidence concerning the day to day requirements of the position, which I do not consider as difficult, burdensome or hazardous as has been depicted by some of the evidence, I recommend the following salary schedule and resolution of other issues. As to the salary schedule immediately following, I do not intend that it include longevity pay which should be calculated and paid separately in accordance with standing principles. I further recommend that the salary schedule set forth be implemented retroactively to August 1, 1968. In defining the various classifications I take into account the current qualification description for positions by the Department, the variations proposed by the Association, and the occupational descriptions set forth by the Michigan Nurses Association in its 1966 publication with recommended salary ranges.

n in
aguar
stere

by the
gent
ance
all
ing to
ing to
a bar
sent

Salary Schedule

| | <u>Beginning</u> | <u>Six Months</u> | <u>One Year</u> | <u>Two Years</u> | <u>Three Years</u> |
|--|------------------|-------------------|-----------------|------------------|--------------------|
| REGISTERED NURSE (Public Health) | \$5,850 | \$6,000 | \$6,150 | \$6,450 | \$6,800 |
| PUBLIC HEALTH NURSE I (Associate Degree or Diploma plus one year education towards B.S. Degree) | 6,250 | 6,450 | 6,650 | 7,000 | 7,400 |
| PUBLIC HEALTH NURSE II (B.S. Degree) | 6,750 | 6,950 | 7,150 | 7,500 | 7,900 |
| PUBLIC HEALTH NURSE III (promotional position) | 7,350 | 7,550 | 7,750 | 8,100 | 8,500 |

As to the occupational titles above, I have the following general rationale concerning each. While there was considerable testimony and argument concerning the concept of classifying nurses working in the public health field as registered nurses on the one hand or public health nurses on the other, it appears most descriptive to consider that a registered nurse working in the public health field but without additional formal training is basically an R.N. in a specialty. Just as a business administration graduate does not become an executive because hired as a "management trainee" nor a graduate civil engineer an expert in highway construction although hired as a "junior highway engineer" similarly, a new registered nurse has much to learn about the public health field from practical experience over a period of time. I, therefore, believe it is most descriptive to retain the basic classification registered nurse but indicate parenthetically that public health is a specialty in which engaged. As to the classifications of Public Health Nurse I and II, I believe that these should be filled by persons having the particular additional education requirements connected with that proposed classification and be paid the additional amounts shown. In this connection I am in agreement with the Department to the extent that it is difficult to have a full substitution of experience for education. While I am sensitive of the fact that this might not reflect a perfect alignment of competence, aptitude or efficiency with a certain classification, I do not believe that such cases would be so frequent or so extreme as to constitute a "inequity" as that term is normally used in regard to employment classification and wages. As to the Public Health Nurse III position, I consider this to be a strictly promotional position, and much in the nature of a leader position as it is found in industry or manufacturing. For this reason I do not believe it is necessary to define it any further as that which would involve a B.S. degree. Certainly it would be unlikely for the Department to hire a person directly in that classification and put them in charge of the programs now occupied by the incumbents of that

classification when other lower classified persons would presumably be available. If it were to occur that no such person could be found with the requisite academic background I presume that at the very least a temporary assignment or promotion, with appropriate remuneration under collective bargaining agreement or other informal agreement or arrangement with the collective bargaining representative could be achieved.

As to overtime and holiday pay, I believe that overtime scheduled and worked on a weekend day should be paid at time and one-half the regular rate with a minimum of two hours "call-in" overtime pay. As to scheduled work on a holiday, I believe that double time pay is adequate and should be established as the manner of compensation for such work, again with a two-hour minimum call-in amount. In making this recommendation I contemplate that it will not result in any seeking of overtime for inconsequential duties performed outside the technically scheduled work day since such overreaching is not the mark of a professional person. On the other hand, scheduled work on a Saturday or holiday is of sufficient hardship to the person involved, professional or otherwise, that premium compensation should be recognized.

As to hospitalization, I recommend that the hospitalization benefits presently in effect be continued except that any employee who qualifies as a "head-of-the-household" for income tax purposes should be accorded full family hospitalization coverage. In making this recommendation I anticipate that since female employees are exclusively involved in this bargaining unit the hospitalization coverage will be surplus in many situations; however, in case of bona fide full family need, this would cover such a contingency.

As to life insurance, I believe that a progressive and economical plan for present-day conditions would be that allowing fully paid (non-contributory) term life insurance for employees in the amount of \$3,000.00 and so recommend.

As to payment for educational courses I do not find from the evidence that there is any strong showing of need in this regard and, therefore, I recommend that the Association's proposal not be adopted.

As to uniform allowance, the testimony that the average annual cost is somewhat in excess of \$100 was not contradicted. Under all the circumstances, including other conclusions reached in this matter, I recommend that an initial uniform allowance of \$100, but for new employees only, be made, and that otherwise, and commencing and to be effective this year, an annual uniform allowance of \$125 be granted.

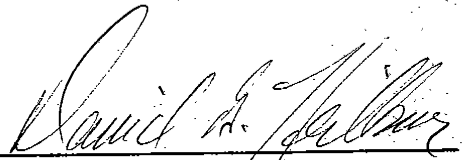
As to mileage, I am not convinced that the nature of the driving involved, even as it involves in many instances rural areas, justifies the type of proposal made by the Association. I believe

When
LE
SHE
SAY
FACT
and

GOV
LE
E
FED

that the 10¢ per mile presently paid is compatible with practices of many other organizations, institutions and public bodies and is adequate in general terms. I, therefore, recommend that as to mileage the present practices continue and the proposal of the Association not be adopted.

It is my overall view that all matters in dispute between the parties be resolved in accordance with the foregoing recommendations and that a collective bargaining agreement, embodying these recommendations and such other matters as have been or will be agreed to between the parties, be reached and that such agreement have a duration until at least June 30, 1969.



DAVID G. HEILBRUN
Hearings Officer

Dated at Southfield, Michigan
this 4th day of October, 1968.