REQUEST FOR RECORDS DISPOSITION AUTHORITY  
(See Instructions on reverse)

TO: GENERAL SERVICES ADMINISTRATION,  
NATIONAL ARCHIVES AND RECORDS SERVICE, WASHINGTON, DC, 20408

1. FROM (AGENCY OR ESTABLISHMENT)  
Tennessee Valley Authority

2. MAJOR SUBDIVISION  
Office of Management Services

3. MINOR SUBDIVISION  
Labor Relations Staff

4. NAME OF PERSON WITH WHOM TO CONFER  
Ronald E. Brewer  
FTS 858-2520

5. TEL EXT

6. CERTIFICATE OF AGENCY REPRESENTATIVE  
I hereby certify that I am authorized to act for this agency in matters pertaining to the disposal of the agency’s records; that the records proposed for disposal in this Request of _15_ page(s) are not now needed for the business of this agency or will not be needed after the retention periods specified.

A Request for immediate disposal.  
B Request for disposal after a specified period of time or request for permanent retention.

C. DATE  
1/4/83

D. SIGNATURE OF AGENCY REPRESENTATIVE  
Ronald E. Brewer  
Assistant TVA Archivist

E. TITLE

F. DESCRIPTION OF ITEM  
(With Inclusive Dates or Retention Periods)

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COMPREHENSIVE RECORDS SCHEDULE

Records relating to labor relations (9 items) as described in the following attached pages.
The need for effective labor relations was first recognized with the establishment of the Norris Dam construction project. TVA was at once confronted with major labor relations problems stemming from the fact that the country was in the depths of a depression and work opportunities were badly needed. Clair C. Killien, the first Labor Relations Representative in the Personnel Division, began working in 1933 to help identify and hire qualified workers for TVA. From the beginning, the objective of labor relations in TVA was to establish and maintain a policy that would facilitate and ease the human relations within TVA and with the outside. It was felt that such a policy would contribute to the success and efficient attainment of TVA's overall purposes as given in the TVA Act.

Labor unions were weak or nonexistent at TVA construction projects, and there was a general feeling of indifference towards unions in the construction communities of TVA. However, the Board of Directors supported the idea of dealing with unions or with employee representatives. In 1933, Clair C. Killien prepared the first draft for a labor relations policy for TVA which basically recognized the right of employees to organize and bargain collectively. It was also recognized that employees should be free in their decision as to whether or not to join a union. A brief version of Mr. Killien's draft was approved by the Board in July 1934; however, labor relations practices still varied throughout TVA, because supervisors came from private businesses and their attitudes towards unions varied. A longer draft of the one approved in 1934 was discussed and prepared, incorporating comments from trades and labor employees. This draft resulted in the Employee Relationship Policy established in August 1935. The policy set forth basic principles of employee-management relations and established procedures of administration.

Primary responsibility for the adjustment of grievances was held by administrative officers. Only when grievances could not be resolved through established supervisory channels could an employee appeal to the Director of Personnel for investigation and adjustment of the grievance. At this time, the decision of the Director of Personnel was final except in the case of trades and labor employees represented by unions affiliated with the Tennessee Valley Trades and Labor Council.

The Council was organized in the fall of 1937 by AFL unions represented among TVA workers. It was established as a mechanism for different crafts to discuss problems and settle differences. Establishment of the Council created the machinery for improved joint relations between trades and labor employees and TVA management.

During the 1930s, several groups of salary policy employees were organized. Informal consultations took place between these groups and TVA management on subjects of concern to employees. These discussions were not considered bargaining, because no single group represented all salary policy employees.
At various times the AFL and the CIO tried to organize all salary policy employees into one all-inclusive unit, but neither succeeded. Seven organizations of salary policy employees emerged, each capable of bargaining separately on matters that affected only employees in its bargaining unit. None could bargain on behalf of all employees on matters that affected all TVA salary policy employees.

Both TVA and the organizations found this process cumbersome and limited. Since there was no formal coordinating body for the employee groups, TVA and the organizations began to explore ways to set up collective bargaining machinery.

During these early years, the Agency had a relatively low number of grievance cases to handle. The Personnel Department was, however, very interested in improving the methods used in employee relations. By 1937, the Department had established a Personnel Relations Division. In addition, a labor relations advisory position was created within the division to further assist the Director of Personnel in labor matters.

More efforts were directed towards encouraging interaction between TVA management and unions. The Tennessee Valley Trades and Labor Council began pushing for an agreement between the Council and TVA in place of or in addition to the Employee Relationship Policy. The Council wanted to negotiate a written agreement that would establish their relationship with TVA as a joint understanding. The result was the General Agreement signed in 1940 by the unions and TVA. The Agreement gave full and formal recognition of the Council and the unions belonging to it. It formalized the standards and practices which, in many cases, were already in effect under the Employee Relationship Policy. The General Agreement changed some Employee Relationship Policy procedures such as the grievance procedure and established a method of handling jurisdictional disputes.

In 1942, the Personnel Department established a Personnel Relations Staff. This staff was divided into two parts: the Labor Relations Section and the Employee Relations Section. The staff was responsible for establishing policies, standards, and techniques for employee-management relations, and for assisting and advising Personnel Officers in the execution of their responsibilities for the application of those policies and standards. The staff was also involved in the formulation and administration of a retirement policy for all TVA employees.

By the spring of 1943, six bargaining units covered virtually all salary policy employees. TVA and those units agreed to establish the Salary Policy Employee Panel in November 1943. This panel was made up of representatives from the six bargaining units who met with TVA management to jointly consider subjects affecting all salary policy employees. The next few years saw the steady growth of collective bargaining between TVA and the Panel. Negotiations covered practically all aspects of personnel policy and procedure on which TVA was free to bargain. The result was the drafting of a full agreement to cover collective bargaining with salary policy employees. The Articles of Agreement, signed in December of 1950,
covered bargaining relationships; appointment, promotion, and retention; work schedules; classification and pay; handling of grievances; and cooperation on the job. This represented the first collective bargaining agreement between a Federal agency and its white-collar employees.

In 1948, the Division of Personnel established the Labor Relations Branch. This branch handled all aspects of labor relations, including contract negotiations, investigation of grievances, and the application of TVA labor standards to contracts. It participated in the annual wage conferences held jointly with the Tennessee Valley Trades and Labor Council. This involved a survey to determine the prevailing wages in the vicinity of TVA in order to establish a wage rate for trades and labor workers in TVA. Since the fall of 1951, TVA has conducted a similar salary survey for use in determining salary rates for salary policy employees. It also participated in the Joint Cooperative Committee established in 1942 to assist in all activities where there were mutual interests between TVA and trades and labor workers, with the exception of bargaining questions and grievances.

Between 1948 and 1979, the labor relations function underwent several reorganizations within the Division of Personnel.

In 1979, the labor relations function was placed administratively within the Office of Management Services, separate from the Division of Personnel and was named the Union-Management Relations Staff. Later in 1979, the name was changed to the present Labor Relations Staff. Its responsibilities have remained essentially the same since its establishment as a branch in the Division of Personnel in 1948. However, some responsibilities were added in the spring of 1982. The Staff gained responsibility for jurisdictional disputes and the Iron Worker Trainee Program from the Division of Construction. It also gained responsibility for the Cooperative Conference Program (now abolished), the Cooperative Committee Program, trades and labor classifications, the Apprenticeship Training Program, and the negotiations support functions from the Division of Personnel.

The Labor Relations Staff has responsibility for maintaining contract relations with all unions representing TVA employees. This includes planning, preparing, and conducting contract negotiations with the Salary Policy Employee Panel and the Tennessee Valley Trades and Labor Council; defending TVA's position in impasse resolution procedures; administering both contract provisions and applicable Federal personnel regulations governing adverse actions and reductions in force of represented employees by assisting offices and divisions in conducting their day-to-day activities in the labor relations area and by updating labor agreements and other informational material; investigating and deciding grievances appealed to the Director of Labor Relations and providing staff assistance in appeals to the Merit Systems Protection Board; planning, preparing, and presenting TVA's case in grievances appealed to arbitration under the negotiated grievance procedure; and advising on the application of TVA labor standards for the construction, alteration, maintenance, and repair of TVA facilities or to service contracts.
The Director of Labor Relations serves as the agency's central labor relations authority. The director is responsible for technical and administrative planning and direction of all activities of the Labor Relations Staff. The director, or the designated representative, renders the final agency decision on grievances; serves as spokesperson in all negotiations; and provides functional direction of personnel officers in labor relations issues. He is guided by a labor relations advisory committee appointed by the General Manager which establishes priorities and assists in the formulation of strategies and objectives for union-management relations and negotiations. He is supported by a professional staff and by a negotiating team appointed by the Manager of Management Services after consultation with office heads to assist in specific negotiations.

The Assistant to the Director of Labor Relations (Power) and the Assistant to the Director of the Labor Relations (Construction) assist the Director of Labor Relations and provide advice concerning the full range of labor relations matters as applicable to their respective areas.

**CONTRACT ADMINISTRATION**

**Salary Policy Contract Administration** is delegated primary responsibility for interpreting and administering contract provisions and Federal personnel regulations pertaining to adverse actions and reductions in force as these pertain to represented salary policy employees by providing advice and assistance to offices and divisions and by updating the Articles of Agreement and other related informational material; investigating, providing staff assistance, participating in or conducting grievance conferences, and making staff recommendations in appeals to the Director of Labor Relations under the negotiated grievance procedure for salary policy employees and providing staff assistance on appeals to the Merit Systems Protection Board; planning, preparing, and presenting TVA's case in Salary Policy Employee Panel appeals to arbitration under the negotiated grievance procedure; and maintaining liaison with union officials representing salary policy employees.

**Trades and Labor Contract Administration** is delegated primary responsibility for interpreting and administering contract provisions and applicable Federal regulations pertaining to adverse actions and reductions in force as these pertain to trades and labor employees by providing advice and assistance to offices and divisions and by updating the General Agreements and other related informational material; investigating, providing staff assistance, participating in or conducting grievance conferences, and making staff recommendations in appeals to the Director of Labor Relations under the negotiated procedures for trades and labor employees and providing staff assistance on appeals to the Merit Systems Protection Board; planning, preparing, and presenting TVA's case in Tennessee Valley Trades and Labor Council appeals to arbitration under the negotiated grievance procedures; advising on the application of TVA labor standards to contracts for the construction, alteration, maintenance, or repair of TVA facilities or to service contracts; and maintaining liaison with union officials representing trades and labor employees. It makes assignments in jurisdictional disputes; coordinates the administration of the TVA apprenticeship program; provides administrative and program support for the cooperative committee program; and administers trades and labor classification issues.
NEGOTIATIONS SUPPORT

Negotiations Support plans and coordinates staff efforts in support of contract negotiations and provides technical support to negotiating teams, including the Wage Data Committee. It conducts pay and benefit surveys and related data analysis. It develops, reviews, or evaluates labor relations policies, agreements, and procedures and recommends improvements as necessary. It plans, prepares, and assists in the presentation of TVA's case in appeal under the negotiated impasse resolution procedures.
LABOR RELATIONS STAFF

RECORD

Item 1. Official Correspondence File

General correspondence relating to labor relations in TVA. Official correspondence files contain two types of material: that of long-term value and that of short-term value.

The portion of the series of long-term value contains material related to each organization's mission or program. Any material directly related to and essential to the organization's delegated program responsibilities, including policies and procedures, is considered record material and of long-term value. The mission and responsibilities of each division is listed as an introduction to each division's portion of the comprehensive records schedule.

The portion of the series of short-term value contains material that represents minor routine functions of the branch, as well as material routed for informational rather than record purposes. The included material is not required to complete other files of the branch.

The portion of the series of short-term value does not include either of the following: any material directly related to and essential to the organization's delegated program responsibilities; or any policy or procedural material not filed as record elsewhere in TVA. Arr.by alpha-

NOTE: Correspondence relating to labor relations before 1955 is in the official correspondence file of the Division of Personnel.

NOTE: See Appendix A for a listing of program materials which make up the portion of this file that is of long-term value.

Disposition:

A. Long Term - Permanent. Offer to NARS when no longer needed for
Destroy in agency when agency is dissolved.

B. Short Term - Destroy in agency at option when no longer needed, not to exceed
25 years.

1/28/83
Item 2. Grievances - Salary Policy and Trades and Labor Employees

Grievances are filed by employees who believe that they have been treated unfairly or disagree with the application of a policy to them by their supervisors (excluding EEO complaints which are separate from grievance case files). Upon the filing of a grievance, a grievance case file is begun which includes the various forms and correspondence related to the case.

Grievance case files are maintained by each office or division in which the grievance originates. In addition, the Labor Relations Staff also maintains records on each grievance from its initiation until the case is settled. When a grievance is not settled at the office or division level and is appealed to the Director of Labor Relations, an official grievance file is established and maintained by the Labor Relations Staff and correspondence relating to the case is included in the case file kept by the office or division. Additions to the file may include TVA hearings, Merit Systems Protection Board hearings, arbitrator decisions, and other related material. If the grievance is not settled in Labor Relations or arbitration but enters litigation, the official file remains with Labor Relations and copies of legal proceedings are added to it and to the case file maintained by the office or division. Once the case is closed, the official case file is retained by the Labor Relations Staff where it has reference value in providing research information for grievance case issues currently in litigation or arbitration.

Unions and employees use past decisions to defend current issues, and these past decisions have been crucial in justifying management's position. Management would be unable to properly defend its position if these records are not available.

Grievance records are needed in some instances to substantiate that certain issues or disputes have not been handled under the grievance adjustment procedure. Example: Jurisdictions have not been accepted under the trades and labor grievance adjustment procedure, etc.

Much of the language in the General Agreements and the Articles of Agreement has remained essentially unchanged since the first agreements were adopted in 1940 (General Agreements) and 1950 (Articles of Agreement). Records are therefore needed to maintain consistency of decisions and contract interpretations regarding these longstanding agreements.

Grievances for the years 1935 to 1968 are housed in the Knoxville Records Center.

Disposition: Destroy in agency when agency is dissolved.

Disposal
Not Authorized

R7B
DB
8/4/83
Labor Relations Staff - Record (continued)

Item 3. Jurisdictional (1930 to present, and continuing)

Jurisdictional files involve disputes usually between two or more crafts, as to which craft will be allowed to perform a specific job.

There is usually a gray area in construction in which two or more crafts may be qualified to perform the same job. Usually, one craft is designated as being responsible for that job, but in some cases, that responsibility is disputed by other crafts who claim it is in their jurisdiction.

If a craft feels they should have jurisdiction over a job being performed by another craft, a complaint is made in writing by the international representative to the Director of Labor Relations. The investigation of the complaint may involve any of the following: by examining drawings, visiting the construction site, or taking pictures of the area in dispute. Past cases are referred to, as are applicable international agreements and past practices in the geographic area.

Once the complaint has been investigated, a meeting is held with the international representatives of the crafts involved in the dispute. A report of the investigation is presented to the representatives, and each is given a chance to relinquish their claim on the job. If it is not relinquished, an assignment is rendered which becomes applicable throughout TVA from that time onward. The decision made in Labor Relations is binding and final unless changed by an "appropriate body" recognized as having the authority to make such decisions.

This series includes the following materials: a jurisdictional manual, consisting of three volumes and an index, which contains TVA's previous assignments made in jurisdictional dispute cases; international agreements; and related research material involved in work disputes between the unions comprising the Tennessee Valley Trades and Labor Council.

A large majority of jurisdictional decisions rendered by the Agency are based on past practice within TVA and therefore all materials relevant to any dispute, either past or present, must be kept on file. Without these materials, TVA would not have the basis to justify assignments of disputed work in accordance with the General Agreement. This is the reason for asking for the specified retention period.

Disposition: Destroy in agency when agency is dissolved.

Item 4. Work Stoppages and Strikes (1930 to present, and continuing)

When a work stoppage occurs, a joint committee is established to investigate. The committee is comprised of representatives of the Tennessee Valley Trades and Labor Council and TVA managers. These joint investigations consist of interviews held with every employee suspended and suspected of participating in the work stoppage. These employees are barred from TVA employment until they have completed this interview as required by the General Agreement. From interview sheets and other material such as notes and photographs, a final report of the committee.
Labor Relations Staff - Record (continued)

Item 4. Work Stoppages and Strikes (continued)

is issued with a memorandum sent to each employee interviewed explaining the findings of the committee. Employees found guilty of participating in work stoppages receive varying degrees of discipline, depending on circumstances, up to and including termination, and a possible bar to reemployment considerations by TVA.

Strikes are more serious than work stoppages and are investigated and handled unilaterally by TVA. Section 7311 of Title 5, United States Code, provides that an individual may not accept or hold a position in the Government of the United States if he participates in a strike against the Government of the United States. Accordingly, individuals found guilty are barred from reemployment with TVA.

The contents of work stoppage and strike files are used in litigation cases, some of which by experience remain pending for years, and for other various appeals processes. Additionally, TVA needs to retain these records because of the need to have available a complete history of TVA's work stoppages and strikes such as was recently furnished to a Senate Investigation Committee during its investigation of such matters.

Inclusive dates: 1939 to present

Present accumulation: 7.5 cu. ft.

Approximate accumulation per year: 1.5 cu. ft.

Disposition: Permanent

Offer to NARS 20 years after investigation is complete. (Transfer to Knoxville Records Center 5 years after investigation is complete.)

Item 5. Wage and Salary Conference Negotiation Records

The raw wage data and the raw salary data include data and agreements collected by TVA surveyors and data and agreements submitted by the unions. The data collected are used for each annual wage conference and for each salary conference. The number of volumes for each year varies with the amount of data collected. Both the raw wage data and the raw salary data are also contained on computer tapes.

There are two types of raw data: the initial raw data, which include the agreements and actual survey forms; and the condensed raw data which contain information taken from the initial raw data to be maintained on computer tape. The condensed raw data are scheduled by the Information Management Systems Branch, Division of Personnel. The initial raw data need to be kept for the retention period specified because it is the source documentation for the condensed raw data and serves as verification to its completeness and accuracy.
Labor Relations Staff - Record (continued)

Item 5. Wage and Salary Conference Negotiation Records (continued)

Other material is included in the series, such as wage data books, recommendations to the TVA Board of Directors, reports of negotiations, correspondence, procedures, wage schedules, fringe benefits, contract wage schedules, and analyses. The series as a whole is referred to as volume files. These files are frequently used to trace the background of negotiated provisions, benefits, wage rates, etc., for purposes of dealing with grievances, arbitration cases, and court actions. In some cases, reviews must be made to, and perhaps even before, the origin of a negotiated provision. Since many of the labor contract provisions had origins very early in the bargaining history, even the very earliest of the records need to be retained.

Inclusive dates: 1936 to present, continuing.

Present accumulation: 79.5 cu. ft. + 145.5 cu. ft. total (includes 18 cu. ft. of raw data)

Approximate accumulation per year: 6 cu. ft. of all conference records; ca. 2 cu ft. of the incoming volume.

Retention Period:

A. Initial raw salary data and initial raw wage data - Destroy five years after completion of the survey.

B. Volume entitled 'Recommendations Resulting from the Annual Wage Conference' - PERMANENT.

C. Offer to NARS when 50 years old.

Item 6. Cooperative Committee Program

The Cooperative Committee Program was established in 1942 as a union-management program to increase efficiency, improve work conditions, and create a better understanding of TVA. It is a joint program involving trades and labor employee organizations and TVA management. The cooperative program has been found to be an excellent way to stimulate creative ideas and put them to work. The program establishes a channel through which these ideas can be culled and perfected freely.

The program is administered in accordance with the language as negotiated and stated in the General Agreements between TVA and the Tennessee Valley Trades and Labor Council. The Central Joint Cooperative Committee (CJCC) provides central guidance for the overall program and the Executive Board of the Tennessee Valley Trades and Labor Council and top members of management, as indicated in the General Agreement. Labor and management each designate a member of the Central Joint Cooperative Committee to serve as cochairpersons. A member of the Labor Relations Staff serves as secretary. The secretary is responsible for maintaining the records.
Local joint cooperative committees are established in organizational units throughout the Valley. These committees are approved by the CJCC upon request and operate at the local level. Local management and employees of that organization each designate their cochairpersons and the entire body then elects a secretary. The remainder of the committee consists of management representatives appointed by top local management and representatives designated by the employee organizations.

Central files in Labor Relations date 1942 to present (meetings are held annually).

Local joint cooperative committees send a copy of the minutes of their meetings to the secretary of the CJCC.

Retention Period:

A. Central Joint Cooperative Committee meeting minutes - Permanent.
   Offer to NARS after material is 25 years old.

B. Local Joint Cooperative Committee meeting minutes - Destroy in agency when 2 years old.

C. All other records - Destroy in agency when no longer needed.

Formal apprenticeship training in TVA began in 1936, when TVA and the Tennessee Valley Trades and Labor Council approved the formation of the Central Joint Council on Apprenticeship (CJCOA) in 1938. This training is carried on in construction, operating, and service organizations for the purpose of producing skilled journeymen in needed crafts.

Records include summary data on TVA apprentices recorded on 3 x 5 cards and on an automatic system, Apprentice Candidate Evaluation sheets (form TVA 3027), quarterly training reports, apprenticeship bulletins (reports of Apprentice Committee meetings), and record of certificates issued.

This is the only consolidated record of all TVA apprentices and policy decisions of the Central Joint Council on Apprenticeship which are used for administrative, research, and historical purposes.

Title 29, Code of Federal Regulations and Bureau of Apprenticeship and Training, Department of Labor, require that apprenticeship committees keep adequate records on all candidates whether selected or rejected, for at least five years. Completed forms on apprentices selected are kept by the secretary, CJCOA, in the Labor Relations Staff; copies of forms on candidates not selected are retained by local joint apprenticeship committees. The same five-year retention period has also been applied to the quarterly training reports.

Disposition:

A. Summary data on TVA apprentices; and record of certificates issued - Destroy in agency when agency is dissolved.

B. Apprentice candidate evaluation sheets and quarterly training reports - Destroy in agency when 5 years old.

C. Central Joint Council on Apprenticeship Bulletins - Destroy in agency when no longer needed for administrative use.
Labor Relations Staff - Record (continued)

Item 8. Iron Worker Trainee Program

In November 1972, TVA and the International Association of Bridge, Structural and Ornamental Iron Workers' representative on the Tennessee Valley Trades and Labor Council agreed to employ persons on construction projects in the National Iron Workers and Employers Training Program. This program is funded by the Department of Labor and is targeted to train minorities and others usually above the apprenticeship age to become skilled journeyman iron workers.

The records include a cumulative record of hours worked in program, quarterly evaluations, correspondence relating to progression in the program, and personal service contracts.

These are the only records, other than payroll records, kept on all the participants in this program and are needed for administrative, research, and historical purposes.

Disposition: Destroy in agency when program is discontinued.

Item 9. Joint Classification Committee

A continuing Joint Classification Committee handles matters relating to the classification of trades and labor positions. The committee is composed of four representatives and four alternates of the Council, appointed by the President of the Council; and four representatives and four alternates of TVA, appointed by the Director of Labor Relations. The committee selects its own officers, including the cochairmen and a secretary, and establishes its own rules and procedures.

A report of each meeting of the committee is prepared and submitted to the President of the Council and the Director of Labor Relations. The cochairmen may appoint special subcommittees to deal with classification problems with respect to any of the wage schedules.

The functions of the committee include:

A. Approval of requested classification changes in the wage schedules, such as establishment or elimination of classes, changes in titles, and in relative level of a class.

B. Responsibility for the development and maintenance of any additional plans applicable to other schedules or designated series of positions.

C. Approval of qualification and classification standards for trades and labor jobs and of the principles and procedures involved in the application of these standards.

D. Resolution of problems concerning the clarification or definition of the duties and responsibilities of trades and labor classes.
Labor Relations Staff - Record (continued)

Item 9. Joint Classification Committee (continued)

These records are needed to answer questions that come up in negotiations with the 15 international unions and to resolve disputes.

Disposition: Destroy in agency when agency is dissolved.
PROGRAM MATERIALS

Materials relating to employee-management relations including:

- Unions and Associations
- Trades and Labor Unions
- Salary Policy Unions
- Administration of Labor Relations Activities
- Salary Policy Employee Panel
- Articles of Agreement
- Appointments to Salary Policy Employee Panel
- Joint TVA-Panel Committees
- Tennessee Valley Trades and Labor Council
- Appointments to the Tennessee Valley Trades and Labor Council
- Joint TVA-Council Committees, including the Central Joint Committee on Apprenticeship
- General Agreement for both Construction Employment and Operating and Maintenance Employment