# HOW ARBITRATION WORKS

**Fourth Edition** 

Frank Elkouri and Edna Asper Elkouri



Series on Arbitration

# HOW ARBITRATION WORKS

**Fourth Edition** 

by
FRANK ELKOURI
Cross Research Professor of Law
University of Oklahoma
and

EDNA ASPER ELKOURI
Juris Doctor With Honors
The George Washington University
Law School



The Bureau of National Affairs, Inc. Washington, D.C.

Copyright © 1952, 1960, 1973, 1985 The Bureau of National Affairs, Inc. Washington, D.C. 20037

Second Printing December 1985 (regular ed.)
Second Printing March 1987 (student ed.)
Third Printing April 1988 (regular and student ed.)
Fourth Printing June 1989 (regular and student ed.)

#### Library of Congress Cataloging in Publication Data

Elkouri, Frank. How arbitration works.

Includes index.
1. Arbitration, Industrial—United States.
I. Elkouri, Edna Asper. II. Title.
KF3424.E53 1985 344.73′018914
ISBN 0-87179-470-5 347.30418914
ISBN 0-87179-471-3 (pbk.)

85-9641

Authorization to photocopy items for internal or personal use, or the internal or personal use of specific clients, is granted by BNA Books for libraries and other users registered with the Copyright Clearance Center (CCC) Transactional Reporting Service, provided that \$0.50 per page is paid directly to CCC, 21 Congress St., Salem, MA 01970. 087179-470-5/85/\$0 + .50

Printed in the United States of America International Standard Book Number: 0-87179-470-5 (regular ed.) 0-87179-471-3 (student ed.) To the men and women
—labor, management, and neutrals—
who make arbitration work

#### Preface to Fourth Edition

The Preface to the Second Edition of *How Arbitration Works* continues to serve well and applies to the Fourth Edition, as it did to the Third Edition. Updating the book again presented a great challenge to the Authors: the increasingly prominent and relevant role of the law, the coming of age of bargaining and dispute resolution in the state and federal public sectors, and the impact of the Civil Rights Act upon arbitration, each contributed to the already demanding challenge involved in the updating process.

Frank Elkouri Edna Asper Elkouri

#### Preface to Third Edition

The Preface to the Second Edition serves well for the Third Edition also. Certainly, the rapid pace of development has continued. Thus, the updating of *How Arbitration Works* again presented a great challenge to the Authors, both as to time and effort. Even so, we have expanded the scope of the book by adding two new chapters, various new topics elsewhere in the book, and of course new developments throughout the book.

Frank Elkouri Edna Asper Elkouri

#### **Preface to Second Edition**

The period since publication of the first edition of *How Arbitration Works* has witnessed a great outpouring of arbitration decisions as well as writings by arbitrators and students of arbitration. Thus, the past few years might well be termed a "classical" period in the history of arbitration. Much new thought has emerged, much previous thinking has been modified, and some of the old has departed. This is convincing evidence of the progressive and dynamic nature of arbitration in our industrial scheme of things today. The words of John Day Larkin, speaking as President of the National Academy of Arbitrators in 1956, effectively tell the story:

"The work of arbitrators, like that of judges, is in one sense enduring and in another sense ephemeral. That which is erroneous is sure to perish. The good remains, the foundation on which new policies, practices and procedures will be built. That which is bad will be cast off in due time. Little by little, old and outworn doctrines are undermined, both through the process of negotiation by the parties and by the sounder reasoning of those called upon to interpret the language which the parties have hammered out in the heat of economic conflict, and through long hours of patient effort to reach an agreement."\*

<sup>\*</sup>Larkin, "Introduction: The First Decade," Critical Issues in Labor Arbitration viii, xv (BNA Books, 1957).

It is with the above thoughts in mind that the Authors offer the Second Edition of *How Arbitration Works* to arbitrators, students of arbitration, and especially to employers and employees.

Frank Elkouri Edna Asper Elkouri

#### **Foreword to First Edition**

This study is a product of the graduate and research program of the University of Michigan Law School. The subject was selected on the basis of its current and increasing importance in the field of labormanagement relations and as one which, partaking of many of the characteristics of a legal institution, is suitable for examination by lawyers as well as others.

Mr. Elkouri has sought from an examination of the reported arbitration cases themselves to throw new light on the procedural and substantive aspects of the arbitration process. He has modestly, and, in my opinion wisely, refrained on the whole from attempting to pass judgment on the wisdom and soundness of particular decisions and of general principles which appear to be emerging in the cases. Perhaps a study which undertakes such a critique will emerge in time, possibly from Mr. Elkouri himself. Meanwhile, what he has done is important enough.

It is still too early to determine the full impact of arbitration on collective bargaining. The next decade should disclose whether the recorded and published decisions of arbitrators have developed some generalized thinking about collective bargaining problems which has become an important part of the utilized knowledge of bargainers and of students of the subject. If experience with other bodies of accumulated knowledge is any criterion—and I can think of no valid reason why the field of labor relations should be set apart as an exception—we are likely to see just such a development. Some may view this prospect with alarm, based on a fear of stereotyped thinking and undue reverence for precedent. This attitude seems to me to show a lack of understanding of the judicial process. It is simply contrary to every canon of progress to refuse in this field or any other to conserve the accumulated wisdom and experience of the problems as sound judgment may dictate.

Russell A. Smith Professor of Law University of Michigan 1952

#### Acknowledgment, First Edition

I wish to acknowledge my deep indebtedness to Professor Russell A. Smith of the Michigan Law School, who, as my friend and Chairman of my Research Committee, contributed in so many ways to this book. I also wish to acknowledge my special indebtedness to the following persons, each of whom, in his respective way, contributed generously to make this book possible: E. Blythe Stason, Dean of Michigan Law School: Professor Lewis M. Simes, Director of Legal Research at Michigan Law School; Professor John E. Tracy. Professor Edgar N. Durfee, Professor L. Hart Wright and Professor Burke Shartel, all of Michigan Law School; Professor Hobart Coffey, Director of the Michigan Law School Library; Professor Coffey's Staff; Judge Frank P. Douglass and Mr. Leverett Edwards, both of the National Mediation Board; U.S. Senator Mike Monroney; Professor John B. Cheadle, Professor Victor H. Kulp and Professor Maurice H. Merrill, all of the University of Oklahoma Law School; Professor Sylvester Petro of New York University Law School; Professor George Wolbert of Washington and Lee Law School; Ford Motor Company Umpire Harry Shulman; Chrysler Motor Company Umpire David A. Wolff; Arbitrator Francis J. Robertson of Washington, D.C.; John D. Stewart, Executive Editor of The Bureau of National Affairs, Inc.; and, finally, the many arbitrators whose work has provided the basic material for this study.

Frank Elkouri

#### Acknowledgment, Second Edition

In addition to the persons named above, the Authors wish to thank David Ross Boyd Professor George B. Fraser and Professor Mortimer Schwartz, both of the University of Oklahoma College of Law, for their valuable suggestions in connection with the Second Edition.

> Frank Elkouri Edna Asper Elkouri

## Summary Table of Contents

1.	Arbitration and Its Setting	1
2.	Legal Status of Arbitration	23
3.	Scope of Labor Arbitration	96
4.	The Arbitration Tribunal	118
5.	Grievances—Prelude to Arbitration	153
6.	Determining Arbitrability	212
7.	Arbitration Procedures and Techniques	222
8.	Evidence	296
9.	Standards for Interpreting Contract Language	342
10.	Use of Substantive Rules of Law	366
11.	Precedent Value of Awards	414
12.	Custom and Past Practice	437
13.	Management Rights	457
14.	Seniority	586
15.	Discharge and Discipline	650
16.	Safety and Health	708
17.	Employee Rights and Benefits	725
18.	Standards in Arbitration of Interest Disputes	803
19.	Arbitration's Place As an Industrial and	
	Public-Employment Institution	852

### **Detailed Table of Contents**

1.	Arbitration and Its Setting	1
	Arbitration Defined—Historical Background	2
	Arbitration	3
	Arbitration as a Substitute for Work Stoppages	4
	Advantages of Arbitration Over Litigation	7
	Arbitration of Public Employee Disputes	9
	Other Important Roles of Arbitration	10
	Arbitration and National War Labor Board	13
	Recommendations of the President's National Labor-	1.0
	Management Conference of 1945	13
	Compulsory Arbitration	14
	Arbitration Costs	19
	National Academy of Arbitrators	20
	Government Agencies Serving Arbitration	21
	American Arbitration Association	21
2.	Legal Status of Arbitration	23
	Federal Law: Private Sector	25
	The Lincoln Mills Case	26
	The Trilogy	27
	Post-Trilogy: Lower Court Enforcement of Agreement	
	to Arbitrate and Review of Award	29
	De Novo Litigation Following Arbitration	32
	The Alexander v. Gardner-Denver Case	32
	The Hines v. Anchor Motor Freight Case	34
	Other Supreme Court Decisions Affecting Arbitration.	35
	State Law: Private Sector	39
	State Common Law	39
	State Arbitration Statutes	41
	The Applicable Law: Private Sector	44
	Legal Status of Federal-Sector Arbitration	46
	Preliminary Observations: Federal and Private Sectors	4.0
	Compared	46
	The Executive Orders and the Civil Service Reform	
	Act of 1978	47
	The Agencies and Their Role	50
	Office of Personnel Management (OPM)	50
	Merit Systems Protection Board (MSPB)	50

#### xiv How Arbitration Works

	Equal Employment Opportunity Commission	
	(EEOC)	51
	General Accounting Office (GAO)	51
	Federal Service Impasses Panel (FSIP)	51
	Channels for Processing Federal-Sector Grievances	52
	Role and Scope of Federal-Sector Grievance	_
	Procedure and Arbitration	52
	Processing Channels Chart	54
	Scope of Federal-Sector Bargaining and	OI
	Management-Rights Safeguards	57
	Management Rights—Prohibited Bargaining	01
		57
	Items	01
		FO
	Items Balana Bandatiana	59
	Government-Wide Rules or Regulations	61
	Consultation Rights	62
	Non-Government-Wide Rules or Regulations	63
	Review of Arbitration Awards	65
	Comptroller General's Role	70
	The Back Pay Act	75
	A Recapitulation From the Arbitrator's Viewpoint	76
	Legal Status of Arbitration in State-Sector Employment	77
	Sovereignty Doctrine	78
	State-Sector Collective Bargaining	78
	Grievance Arbitration With and Without	
	Statutory Authorization	80
	Interest Arbitration Statutes	81
	Constitutionality of Binding Interest	
	Arbitration	84
	Determining Arbitrability and Compelling	
	Arbitration	86
	Court Review of Arbitration Awards	87
	Statutory and Public Policy Limitations on Scope	
	of Bargaining and Arbitration	89
	Mandatory, Prohibited, and Permitted	
	Subjects of Bargaining	90
	Express Statutory Removal of Matter	
	From Bargaining	91
	Contractual Terms Versus Statutory Law	
	Covering Similar Matters	91
	Some Matters Sometimes Held Nonbargainable	92
	Relationship Between Contractual and	-
	Statutory Grievance Channels	95
	Statutory direvalue Chambers	00
3	Scope of Labor Arbitration	96
90	•	
	Disputes on Rights and Interests	98
	Purpose and Subjects of Interest Arbitration	101

Federal Labor Relations Authority (FLRA) ..... 50

	Arbitrator's Function in Interest Disputes Interest Arbitration and Contract Clauses	
	Specific Provision for Interest Arbitration	
	Clauses Equivocal as to Interest Disputes	
	Subject Matter of Rights Arbitration	
	Arbitrator's Function in Rights Disputes	
	Rights Arbitration Contract Clauses	
	Precontract and Postcontract Grievances	115
4.	The Arbitration Tribunal	118
	Single Arbitrator Versus Arbitration Board	118
	"Temporary" or "Ad Hoc" Arbitrators	
	Advantages	
	Disadvantages	
	"Permanent" Arbitrators	120
	Advantages	123
	Disadvantages	124
	Danger of Favoritism or of "Splitting" Awards	
	Mediation by Permanent Arbitrators	127
	Tripartite Arbitration Board	129
	Advantages	
	Disadvantages	
	Procedure Following the Hearing	
	Methods of Selecting Arbitrators	135
	Arbitrator's Acceptance or Withdrawal	
	Arbitrators and Their Qualifications	
	Background, Training, and Supply of Arbitrators	138
	Qualifications Set Forth in Agreement or by	1 10
	Regulation	140
	Impartiality	
	Integrity	140
	Ability and Expertise	
	Legal Training	
	Arbitrator's Immunity From Civil Liability	
	The Arbitrator's Accountability	
	Data on Arbitrators	
	Tribunals Under Railway Labor Act	
	Railroad Interest Disputes	146
	National Railroad Adjustment Board	147
	Railroad Special Boards of Adjustment	150
	Airline System Boards of Adjustment	151
	Statutory Tribunals for Critical Industrial Disputes	
5.	Grievances—Prelude to Arbitration	153
	The Grievance Procedure	153
	Grievances Defined	
	Attitude of Parties to the Grievance Procedure	
	Abuse and Misuse of Grievance Procedure	
	AND DOCUMENT OF THE PARTIES OF THE P	

#### xvi How Arbitration Works

	Remedies for Distressed Grievance Procedures Failure to Comply Strictly With Technical	159
	Requirements of Grievance Procedure	160
	Should Grievance Machinery Be Open to All Complaints?	160
	Company Chiavanas	
	Company Grievances	162
	Group Grievances	162
	Waiver of Employee Rights or Signature	
	Requirement	164
	Steps in Grievance Procedure	165
	Advanced Step Filing	166
	Grievance Mediation	167
	Time for Holding Hearings	168
	Grievance Representatives	169
	Right to Union Representation at Early Stage	171
	Grievance Adjustment by Individual Employees	175
	Privileges and Protection of Grievance Representatives	181
	Superseniority	181
	Plant Access	183
	Special Immunity	184
	Pay for Grievance Time	187
	Written Statement of Grievance	190
	Time Limitations	191
	Observance of Grievance Procedure	
	Use of Grievance Procedure Versus Self-Help	199
		203
	Company Obligation to Honor Grievance Procedure	200
	Exhaustion of Grievance Procedure as Condition	_
	Precedent for Arbitration	204
	Grievance Settlements as Binding Precedents	206
	Notice of Intent to Arbitrate	
	Determining Arbitrability	
U.	Determining Arbitrability	212
	Where Arbitrability Challenge Might Be Lodged	212
	Determination by the Courts	
	Determination by the Arbitrator	
		410
	Trilogy Arbitrability Criteria and the	015
	Arbitrator	217
	Procedural Techniques for Ruling on	
	Arbitrability	218
	Delay in Contesting Arbitrability	220
	Dotay III Collocolling Landidanalay	
	Arbitration Procedures and Techniques	
	Source of Procedural Rules	222
	Control of Arbitration Proceedings	223
	The Code of Professional Responsibility and the	
	Code of Ethics	225
	Initiating Arbitration: Submission Versus Arbitration	And deal C
	initiating Arbitration; Submission versus Arbitration	005
	Clause	225

DETAILED TABLE OF CONTENTS	xvii
Stating the Issue	227
Use of Original Grievance	228
Parties Stipulate Issue at the Hearing	229
Issue Pinpointed by Arbitrator	230
Simultaneous Arbitration of Several Grievances	231
Advisory Opinions	233
Extent of Permissible Deviation From Prearbitral	
Discussion of Case	234
Preparing Cases for Arbitration	237
Fact Stipulations	240
Need for Hearing	240
Representatives in Arbitration	241
Privilege to Attend Hearing	
Limiting Attendance by Witnesses	243
Time, Place, and Notice of Hearing	244
Default Awards in Ex Parte Proceedings	245
Court Enforcement of Default Awards	247
Withdrawal of Cases From Arbitration	248
Arbitrator's Charges When Case Is Cancelled	249
Bilateral Arbitration of Trilateral Conflicts	250
Continuances	253
Split Hearings	254
Use of Interim Award	255
Arbitrator's Express Retention of Jurisdiction	256
Transcript of Hearing	258
Exhibits	262
Oath by Arbitrator and Witnesses	263
Participation by Arbitrator in Hearing	264
Order of Presenting Case	266
Opening Statements and Closing Arguments	267
Examining Witnesses	268
Objections to Evidence	269
Plant Visits by Arbitrator	269
Settlements at Arbitration Stage	271
Putting Settlement in Form of Award	273
Briefs	273
Closing the Hearing and Time Limit for Rendering	
Award	276
Tardy Awards	277
Reopening the Hearing	279
The Award and Opinion	280
Thought Processes of the Arbitrator	282
Clarification or Interpretation of Award	283
Remedy Power and Its Use	285
Scope of Remedy Power	286
Should the Given Remedy Be Used?	
Recommendations by Arbitrator	
Injunctions by Arbitrators	

#### xviii How Arbitration Works

	Common Errors in Arbitration  Expediting the Arbitration Machinery  Tripartite Board Procedures  Procedure of Boards Under Railway Labor Act	293 295
8.	Evidence	296
	Strict Observance of Legal Rules of Evidence Usually Not Required Liberal Admission of Evidence Evidence to Be Heard by Entire Board What Type of Evidence Should Be Used "New" Evidence at Arbitration Hearing Requiring the Production of Evidence Use of Subpoenas Evidence Requested by Arbitrator Significance of Failure to Provide Evidence Preservation of Evidence Interviewing Employees in Preparation for Arbitration Use of Adverse Witnesses Failure of Grievant to Testify The Lie Detector Right of Cross-Examination Evidence Submitted After Hearing Weight and Credibility of Evidence	300 302 304 305 309 310 311 312 313 315 316 319 319
	Special Considerations in Discipline Cases The Best Evidence Formal Versus Informal Records Burden of Proof Unsupported Allegations Hearsay Evidence Affidavits Circumstantial Evidence Evidence Obtained by Allegedly Improper Methods Confessions Offers of Compromise and Admissions Testimony by Persons From Outside Opinion Evidence by Expert Witnesses Medical Evidence Written Statements Versus Oral Testimony Shall Medical Evidence Be Weighed? Special Factors in Considering Medical Evidence Use of "Neutral" Doctors Doctor's Certification of Illness Protecting Witnesses	323 324 325 325 327 327 329 332 333 334 336 336 336 337 338 339 339

9.	Standards for Interpreting Contract Language	342
	Ambiguity  "Legislation" Versus "Interpretation" Intent of the Parties Language Which Is Clear and Unambiguous Interpretation in Light of the Law Normal and Technical Usage Use of Dictionary Definitions Agreement to Be Construed as a Whole Giving Effect to All Clauses and Words Avoidance of Harsh, Absurd, or Nonsensical Results To Express One Thing Is to Exclude Another Doctrine of "Ejusdem Generis" Specific Versus General Language Construction in Light of Context Avoidance of a Forfeiture Precontract Negotiations No Consideration to Compromise Offers Experience and Training of Negotiators Custom and Past Practice of the Parties Industry Practice Prior Settlements as Aid to Interpretation Interpretation Against Party Selecting the Language Company Manuals and Handbooks Relationship of Insurance Policy to Collective Agreement Reason and Equity	342 345 348 348 350 352 352 353 354 355 356 356 356 356 356 356 360 360 361 362 363 363
10.	Use of Substantive Rules of Law	366
	General Considerations Range of Views as to Application of "Law" Views of Arbitrators U.S. Supreme Court Statements Regarding Arbitral Consideration of External Law Capability of Arbitrators to Deal With External Law Some Ramifications or Consequences of Arbitrator's	369 370 374
	Choice Respecting External Law  Statutory Law  Some Specific Statutes  Title VII of the Civil Rights Act  The NLRA, the Arbitrator, and the NLRB  Court Decisions  Administrative Rulings  Agency Principles  Contract Principles  Remedies for Mistake  Unjust Enrichment	380 380 381 384 390 390 392 396

#### XX How Arbitration Works

	Punitive Damages Interest on Award Attorney Fees Mitigating Damages—Deduction of Outside	401 404 405 405 406 407 408 410 411
11.	Precedent Value of Awards	
11.	Precedent Value of Legal Decisions Authoritative Prior Awards Permanent Umpires Temporary Arbitrators Persuasive Prior Awards Precedent and Development of Substantive Principles	419 421 422 425 430
12.	Custom and Practice as Part of the Contract Regulation, Modification, or Termination of Practice as Implied Term of Contract Contract Clauses Regarding Custom Question of Arbitrability Role of Custom and Practice in Interpretation of Ambiguous Language Custom and Practice Versus Clear Contract Language Amendment of Contract	437 446 449 451 451 454
10	Gap-Filling	
13.	Views Regarding Management Rights Limitations on Management Rights Inroads Made by Legislation The Duty to Bargain: Right of Unilateral Action Duration of Limitation on Unilateral Action: Contract Limitation Versus Statutory Duty to Bargain Inroads Through Collective Bargaining Inroads Through Arbitration Management Rights Clauses Impact of Arbitration Upon Management Rights	457 463 463 463 475 476 477

Control of Operation Methods	480
Wage Adjustments Following Changes in Operation	
	483
	485
Incentive Employees	486
	488
	492
	494
Establishing, Eliminating, and Combining Jobs and	
Classifications	495
	497
	500
	507
	510
Does a Crew in Fact Exist?	511
Limiting Contract Provisions	512
	513
Changes in Type of Operations, Methods, and	
Procedures	513
Market Changes	514
Production Needs and Reduced Operations	514
Work Load and Idle Time	514
Use of Supervisors or "General Help"	515
Safety or Health Hazard	516
	517
	519
Emergency Changes in Work Schedule	524
Emergencies, Acts of God, and Conditions Beyond the	
Control of Management	529
Equalization of Overtime	
	536
Right to Subcontract	537
Standards for Evaluating Propriety of	20 0/0
Subcontracting	
Notice of Intent to Subcontract; Duty to Bargain	544
Arbitral Remedies Where Subcontracting Violated	
the Agreement	
Assigning Work Out of Bargaining Unit	547
Arbitral Remedies for Improper Assignment of	
Bargaining Unit Work to Outsiders	551
Plant Removals	552
Plant Rules	553
Posting of Rules	556
Seniority	557
Layoff of Employees	
Bumping	559