

UNITED STATES OF AMERICA
BEFORE THE NATIONAL LABOR RELATIONS BOARD
DIVISION OF JUDGES

CHILDREN'S CENTER FOR BEHAVIORAL
DEVELOPMENT

and

Cases 14-CA-27617
14-CA-27785

CHILDREN'S CENTER FEDERATION OF TEACHERS,
LOCAL 4485, IFT/AFT, AFL-CIO

Christal J. Key, Esq., of St. Louis, MO,
for the General Counsel.

Chris Kolker, Esq., of Belleville, IL,
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of St. Louis, MO, for the Respondent-Employer.

DECISION

Statement of the Case

Bruce D. Rosenstein, Administrative Law Judge. This case was tried before me on April 19 through 21, 2004, in St. Louis, Missouri, pursuant to a Consolidated Complaint and Notice of Hearing in the subject cases (complaint) issued on April 2, 2004, by the Regional Director for Region 14 of the National Labor Relations Board (the Board). The underlying charges were filed on various dates in 2003¹ and 2004 by Children's Center Federation of Teachers, Local 4485, IFT/AFT, AFL-CIO (the Charging Party or Union) alleging that Children's Center for Behavioral Development (the Respondent, Center or Employer) has engaged in certain violations of Section 8(a)(1), (3) and (5) of the National Labor Relations Act (the Act). The Respondent filed a timely answer to the complaint denying that it had committed any violations of the Act.

Issues

The complaint alleges that Respondent engaged in a number of independent violations of Section 8(a)(1) of the Act including informing employees that it was eliminating the hours for persons who performed family therapy work, maintaining a discriminatory policy of prohibiting employees from talking about the Union during working time, issuing a memorandum that interfered with employees rights to engage in union activities, the enforcement of an overly broad solicitation rule in its Personnel Handbook and informing employees that they would not

¹ All dates are in 2003 unless otherwise indicated.

5 get a raise because of the employees' union activities. Additionally, the complaint alleges that the Respondent eliminated the hours for employees performing family therapy work in violation of Section 8(a)(1) and (3) of the Act. Lastly, the complaint alleges that the Respondent violated Section 8(a)(1) and (5) of the Act by reaching complete agreement on terms and conditions of employment but refusing to execute a written collective-bargaining agreement, refusing to provide requested information necessary and relevant to the Union's performance of its duties, unilaterally eliminating the pay, scheduled hours and other benefits of employees and bypassing the Union and dealing directly with employees by negotiating a reduction in their hours and pay.

10 On the entire record, including my observation of the demeanor of the witnesses, and after considering the briefs filed by the General Counsel and Respondent, I make the following

Findings of Fact

15 I. Jurisdiction

20 The Respondent is a corporation engaged in the business of educating behaviorally disturbed children and adolescents at its facility in Centreville, Illinois, where in conducting its business operations it derived gross revenues in excess of \$250,000 and purchased and received goods valued in excess of \$50,000 directly from points outside the State of Illinois. The Respondent admits and I find that it is an employer engaged in commerce within the meaning of Section 2(2), (6), and (7) of the Act and that the Union is a labor organization within the meaning of Section 2(5) of the Act.

25 II. Alleged Unfair Labor Practices

A. Background

30 The Respondent is a not-for-profit center for emotionally disturbed/behavior disordered children and adolescents ages 5-21. It focuses on three primary components, a Day Treatment Program, a Residential Facility, and an Outpatient Program. The Day Treatment Program provides services to students who are socially and/or emotionally disturbed, learning disabled or mildly retarded. The Residential Program provides education and treatment to juvenile sex offenders while the Outpatient Program provides assistance to victims and perpetrators of sexual offenses.

35 Since about October 7, 1986, the Union has been the designated exclusive collective-bargaining representative of the Unit and has been recognized as the representative by Respondent. This recognition has been embodied in successive collective-bargaining agreements, the most recent contract having expired by its terms on December 31, 2002 (GC Exh. 2).

40 The Center is primarily funded by grants from the State of Illinois, its various departments including the Department of Corrections and the Department of Children and Family Services, and the Illinois State Board of Education. In December 2002, the Center projected an 18% loss in government funding for 2003 and a year-end deficit of \$284,688. This information was shared with the Union who had requested it in anticipation of entering into collective bargaining negotiations for a successor collective-bargaining agreement.

45 Negotiations for such an agreement commenced on December 12, 2002. In part, the Center proposed that the dues check-off provisions of the agreement be deleted in its entirety.

For a number of years the Center has been an affiliate member of the United Way of Greater St. Louis. United Way funds support the Comprehensive Family Life Education Program, which serves children and families in the school-based program. In 2002, the Center received \$86,058 in order to support the family therapy program and any overtime or comp time related to providing services to children or their families that is non-reimbursable from the state of Illinois.

By letter dated December 26, 2002, the United Way made a number of comments and recommendations for the Center's continued membership in 2003. The United Way panel noted that the Center had not achieved a Board of Director membership of 12 individuals that at a minimum was required for United Way membership standards. In large part due to this deficiency, the panel recommended that the Center's membership status be changed for the next three years and conditioned affiliated membership on meeting various criteria including training sessions for Board members and the development and utilization of an effective committee structure. A detailed agenda was set forth that required the Center to meet strict guidelines during calendar year 2003 in order to continue its membership in the United Way and be eligible for funding to support the family therapy program (GC Exh. 5). By letter dated February 18, the United Way reaffirmed the above agenda requirements (GC Exh. 6). On March 18, United Way Community Investment Associate Craig Biehle spoke to the Executive Director of the Center and explained that the panel would no longer tolerate hearing the Center's excuse that there are no Board members available in Illinois. Biehle apprised the Executive Director that the Center had missed the February 28, deadline of submitting a timeline of scheduled training sessions and by June 30, the panel expects the Center to submit documentation that three or more training sessions have taken place, the content of those sessions and an attendance listing for each session (GC Exh. 39). By letter dated April 17, the United Way informed the Center that they would receive \$85,757 in 2003 to support salary expenses of the Family Life Education program (GC Exh. 7(a) and 7(b)).

Collective bargaining discussions continued between the parties during the spring and summer of 2003. Since the Center was unwilling to change its proposal to delete the dues check-off provision from the parties' agreement, the Union contacted Bill Thurston, the President of the SW Illinois Central Labor Council who also serves on the Board of the United Way. Thurston, on June 28, made an inquiry to the labor liaison contact at the United Way concerning the status of negotiations at the Center and specifically his concern about the possible deletion of the dues check off provision in the Center's collective-bargaining agreement. Based on this inquiry, Biehle contacted the Executive Director on June 30, and again in early August 2003. The Executive Director informed Biehle that the Center was still allowing for a payroll dues check off provision and had no plans to change it (R Exh. 19). By letter dated August 5, from the Union to Thurston, it was pointed out that the Center had not changed their position on deleting the dues check off provision from the 2003 collective-bargaining agreement (R Exh. 16).

By letter dated August 26, the Center informed the United Way that the Board of Directors decided to terminate their membership effective immediately (GC Exh. 10). By letter dated September 5, the United Way acknowledged the Board of Director's wishes to terminate its membership and confirmed that effective immediately all United Way funding will cease (GC Exh. 11).

At all material times Marietta Miller served as the Union Field Services Director and chief negotiator, Eileen Redeker held the position of Acting Union President and Atefe Aghahosseini served as Treasurer. For the Respondent, Carolyn Birth holds the position of Executive Director and Kenneth Carroll served as labor-relations consultant and chief negotiator.

B. The Section 8(a)(1) Allegations

1. The elimination of hours

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The General Counsel alleges in paragraph 5(a) of the complaint that about August 25, Birth, at an employee meeting, told employees that it was eliminating the hours for persons who performed family therapy work because of the Union.

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Birth testified that she called a meeting of all employees on August 25, to welcome the staff back from summer vacation and to apprise the employees of the status of funding for the Center in the upcoming fiscal year.

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Birth informed the employees that the Union had sent correspondence to the United Way that might have interfered with funding decisions and after a complete review of the family therapy program the Board of Directors had decided to terminate its relationship with the United Way. As a result, the United Way decided to terminate funding for the family therapy program at the Center.

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Employee Sharon Orr testified that she attended the staff meeting and heard Birth state that the United Way funding for the family therapy program was no longer going to be available because of Union interference. Orr's affidavit given to the Board on March 5, 2004, addresses Birth's statement much differently. She states, that Birth told us that the United Way would no longer be providing the Center funding because the Union had interfered in their relationship.

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Birth said that because the United Way funding had been cut, the Center was going to have to eliminate the family therapy program and the positions associated with it.

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Employee Mollie Stanley testified that Birth stated at the August 25 meeting that the family therapy program would be cut, and that the Union had sent a letter to the United Way that she believed had caused interference with the financial relationship with the United Way.

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Based on the forgoing recitation, and even relying on the witnesses' proffered by the General Counsel, it has not been established that Birth informed employees at the August 25, staff meeting that the Center was eliminating the hours of persons performing family therapy work because of the Union. Accordingly, I recommend that paragraph 5(a) of the complaint be dismissed.

2. The discriminatory policy

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The General Counsel alleges in paragraph 5(b) of the complaint that since about August 25, Respondent has maintained a discriminatory policy prohibiting employees from talking about the Union during working time while allowing them to talk about other non-work related matters during working time.

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Birth testified that no such policy has been maintained and no employee has been warned or disciplined for talking about the Union during working time. Birth concedes that a practice has been in effect at the Center that Union business/activities may only be conducted before or after working hours or during the lunch period. She also notes, that Article IX, section 8 of the parties' 2001-2002 collective-bargaining agreement provides that the Union shall be

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allowed to conduct meetings at the Center between the hours of 8:00 a.m and 4:00 p.m. with the approval of the Executive Director.

Orr testified that during a January 13, 2004, mandatory staff meeting an employee named Justina asked Birth, "Who are the Union members and how many are there." Birth referred Justina's question to Union representative Aghahosseini who was in attendance at the meeting. Aghahosseini told Justina to see her after hours because we are not allowed to talk about Union business during regular work hours. Birth said, "That is right".

In her affidavit, Orr stated that she recalled Birth talking about the Employer's policy in the staff meeting, and said that employees are not allowed to talk about the Union during the workday except during lunch. Birth was talking about the Union and she kept referring questions to Aghahosseini. Birth told employees that they could not talk about the Union except before and after work and at lunch.

Stanley testified that when employees asked questions during the January 13, 2004, staff meeting, Birth referred them to Aghahosseini who told the employees she could only talk to them after hours or during lunch. Birth said, "You are right".

Aghahosseini testified that no one in management at the Center ever told her she could not talk about the Union with employees during work time.

Based on the forgoing testimony of Birth and several employees, I find that a policy existed at the Center for Union business/activities to be conducted before or after hours or during the lunch period. Indeed, it is apparent to me that the Union acquiesced in this policy and over time it ripened into an established practice.² However, primarily relying on the testimony of Birth and Union representative Aghahosseini, I find that no discriminatory policy existed at the Center that prohibited employees from talking about the Union during working time while allowing them to talk about other non-work related matters. Orr's testimony was inconsistent with her affidavit in certain key areas and conflicted with that of Aghahosseini. I believe that both Orr and Stanley confused the established Union business policy with their belief that employees were not permitted to talk about the Union during working time.

For all of the above reasons, I find that the General Counsel has not established that the Respondent maintained a discriminatory policy and recommend that paragraph 5(b) of the complaint be dismissed.

3. The October 23, memorandum to employees

The General Counsel alleges in paragraph 5 (c) of the complaint that about October 23, Respondent in a memorandum to all employees, interfered with employees rights to engage in union activities by informing employees that the Union's processing of grievances, filing of unfair labor practice charges, and solicitation of support for a contract was jeopardizing the future of Respondent's business.

The October 23 memorandum stated, "I am sure that you know that Children's Center For Behavioral Development is suffering from severe financial hardship. What many of you may not know is that, I believe that for months now the Union has been doing everything in its power to harm Children's Center For Behavioral Development. The Union has interfered with our relationship with the United Way, which affected our funding. Now the Union is trying to

² By memorandum dated November 19, 2002, Birth apprised Acting Union President Redeker that the Union was conducting business and activities during normal work hours in direct violation of an agreement between the parties (GC Exh. 22).

5 arbitrate grievances on behalf of Eileen Redeker, which has caused the Children's Center For Behavioral Development to incur costs and legal fees, which it cannot afford. In addition, the Union is now claiming that it has a contract with CCBD, even though the Union rejected the Center's last offer earlier this year and the parties have not been back to the negotiating table since. I wanted to make all of you aware of these issues and ask that you not permit Union issues to distract us from our mission. It is only by working together that we can move forward and succeed in these difficult times."

10 The Respondent argues that the October 23 memorandum is not violative of the Act as it is protected by Section 8(c) of the Act.³

15 The Board has held that an employer is free to express and disseminate its views or opinions, as long as such expressions contain no threat of reprisal or promise of benefit. I find, however, that in the particular circumstances of this case the Respondent engaged in conduct that, it may reasonably be said, tends to interfere with the free exercise of employees rights under the Act. *American Freightways Co.*, 124 NLRB 146, 147 (1959).

20 It is well settled that the filing of grievances and the Union's position in contract negotiations are internal union affairs upon which an employer is not free to intrude. Viewed in light of those principles, the Respondent's memorandum unduly interferes with the right of the Union to elevate grievances to arbitration and blames the Union for articulating its position as to the status of the parties' contract negotiations. Moreover, the memorandum attempts to blame the Union for the Center's financial hardship and with harming the mission of the Respondent.

25 Under these circumstances, I find that the Respondent went beyond merely providing information to its employees or expressing an opinion, but rather denigrated the Union in the eyes of Respondent's employees. By these actions, the Respondent unlawfully interfered in the relationship between the employees and their representative in violation of Section 8(a)(1) of the Act.

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4. The overly broad work rule

The General Counsel alleges in paragraph 5(d) of the complaint that the Respondent has maintained an overly broad work rule in its Personnel Handbook.

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The Board's standard for analyzing workplace rules like these is set out in *Lafayette Park Hotel*, 326 NLRB 824, 825 (1998), *enfd.* 203 F.3d 52 (D.C. Cir. 1999), as follows:

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In determining whether the mere maintenance of rules such as those at issue here violates Section 8(a)(1), the appropriate inquiry is whether the rules would reasonably tend to chill employees in the exercise of their Section 7 rights. Where the rules are likely to have a chilling effect on Section 7 rights, the Board may conclude that their maintenance is an unfair labor practice, even absent *evidence* of enforcement.

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50 ³ Section 8 © states: The expressing of any views, argument, or opinion, or the dissemination thereof, whether in written, printed, graphic, or visual form, shall not constitute or be evidence of an unfair labor practice under any of the provisions of the Act, if such expression contains no threat or reprisal or force or promise of benefit.

The rule provides:

5 The intent of this policy is to openly communicate the Center's standards of conduct regarding solicitation.

10 Staff should not be permitted to solicit, obtain, accept or retain services, merchandise, commodities, etc. for personal gain/profit during working hours. This conduct is prohibited in all buildings and on surrounding grounds.

15 Violation of this policy may result in immediate disciplinary action, up to and including termination of employment.

20 The Respondent argues that the Union agreed to the above policy when it negotiated the language during discussions that took place on December 12, 1995 (R Exh. 25, Item 34).

25 Contrary to the Respondent's argument, the Board has held in the case of *Lafayette Park Hotel*, that some Section 7 activity can be contravened in rules promulgated by an employer. In this regard, the rule in the subject case is not limited to outside contractors or visitors to the Center but specifically applies to incumbent staff and prohibits them from soliciting in all buildings and on surrounding grounds. It makes no allowances for whether an employee is on or off duty, or whether an employee is on break, or engaged in solicitation before or after regular duty hours and does not exclude from its coverage the cafeteria or parking areas. The mere existence of an overly broad rule tends to restrain and interfere with employees' rights under the Act even if the rule is not enforced.

30 Accordingly, I find that the Respondent's maintenance of this rule in its Personnel Handbook is a violation of Section 8(a)(1) of the Act.

35 5. The withholding of a wage increase

40 The General Counsel alleges in paragraph 5(e) of the complaint that about January 13, 2004, Birth told employees that they would not get a raise because of the employees' union activities.

45 Union representative Aghahosseini attended the January 13, 2004, meeting. She testified that Birth apprised the employees that it could not afford to give them a wage increase in 2004, primarily because excessive legal costs exceeded the budget including two cases that the Union was involved in. Aghahosseini stated, however, that Birth did not attribute the failure to give the wage increase to the Union.

50 Orr testified that Birth had crunched the numbers in order to give employees a wage increase in 2004 but because legal costs were exceptionally high no raise could be given. According to Orr, Birth also told the employees that part of the high legal costs included grievances filed by the Union and their request for names, addresses and telephone numbers of the Center staff that she considered confidential. Orr's affidavit, however, given a little over 45 days before her testimony did not mention legal fees or specific cases filed by the Union.

 Stanley testified that Birth informed the employees at the meeting about the Center's troubled financial status and the inability to give employees a 3% wage increase due to legal costs of approximately \$40,000. Birth also told the employees that the Union had filed charges about employee's duty hours being reduced and had also requested the employees names, addresses and telephone numbers that she considered confidential.

Birth testified that she opened the staff meeting by informing employees of good news in that their health insurance costs would not be increased for 2004. She then apprised the employees that they would not be receiving a wage increase in 2004 due in part to unexpected excessive legal costs and other financial hardships including a reduction in fund raising, the closing of a wing of the facility that caused a reduction in revenues and increased costs associated with supplies and the purchase of new computers. Birth also told the employees that part of the increased legal costs was attributed to union grievances, unfair labor practice charges and requests for information that had been filed with the Center.

Based on the above recitation, and particularly noting the admission of union representative Aghahosseini that Birth did not attribute the failure to give a wage increase to the Union, I find that the General Counsel has not sustained its burden of proof. Indeed, it is apparent to me that Birth, when informing employees at the staff meeting that no wage increase would be given in 2004, discussed a number of reasons for this decision. In this regard, the mention of union grievances and charges was just one reason among others that contributed to excessive legal and other costs that precluded giving a wage increase to employees in 2004.

Accordingly, I recommend that paragraph 5(e) of the complaint be dismissed.

C. The 8(a)(1) and (3) allegations

The General Counsel alleges in paragraph 6 of the complaint that about August 29, Respondent eliminated the hours for employees performing family therapy services because its employees formed, joined, and assisted the Union and engaged in concerted activities, and to discourage employees from engaging in these activities.

In *Wright Line*, 251 NLRB 1083 (1980), enfd, 662 F.2d 899 (1st Cir. 1981), cert. denied 455 U.S. 989 (1982), the Board announced the following causation test in all cases alleging violations of Section 8(a)(3) or violations of Section 8(a)(1) turning on employer motivation. First, the General Counsel must make a prima facie showing sufficient to support the inference that protected conduct was a "motivating factor" in the employer decision. On such a showing, the burden shifts to the employer to demonstrate that the same action would have taken place even in the absence of the protected conduct. The United States Supreme Court approved and adopted the Board's *Wright Line* test in *NLRB v. Transportation Management Corp.*, 462 U.S. 393, 399-403 (1993). In *Manno Electric*, 321 NLRB 278 fn. 12 (1996), the Board restated the test as follows. The General Counsel has the burden to persuade that antiunion sentiment was a substantial or motivating factor in the challenged employer decision. The burden of persuasion then shifts to the employer to prove its affirmative defense that it would have taken the same action even if the employee had not engaged in protected activity.

The Respondent argues that the management rights clause of the parties' 2002 contract gives them the right to eliminate the family therapy program. In this regard, the Center opines that since they have the inherent right to establish hours of work, the management rights clause gives them the unfettered right to change or eliminate employee's hours of work including those employees who are performing family therapy services. Thus, the Respondent opines that the elimination of the hours for employees performing family therapy services was based on provisions in the parties' collective-bargaining agreement and was in no way related to the employees' union activities.

Birth acknowledges that the family therapy program has been in effect at the Center for approximately eight years. Previously, a full-time employee was assigned those responsibilities as much of the duties required meeting with students and families after regular work hours.

Since the Center was unsuccessful in hiring another therapist to perform these duties upon the departure of the full-time employee, it was decided that two therapists presently on the staff would be permitted to work outside their normal duty hours to perform the responsibilities of the position. In January 2002, Orr added the duties of the family therapy position and worked
5 outside her regularly scheduled hours to perform the work. The United Way provided the funding for this position. Orr continued to perform the family therapy duties throughout 2002 and was joined in this endeavor when employee and fellow therapist Eileen Redeker⁴ was assigned the same duties in the spring of 2002. While Redeker ceased performing the duties at the end of 2002, Orr continued to perform the work during 2003 up until the Center terminated
10 its relationship with the United Way and eliminated her hours in August 2003.

Birth testified that she received a number of letters from the United Way in 2002 and 2003 that informed the Center that unless certain membership requirements were satisfied, the loss of their membership and funding was in jeopardy (GC Exh. 5,6,7, and 8). She further
15 acknowledged that during the summer of 2003, Biehle inquired about the status of the Union at the Center and specifically asked about the dues check off provision in the parties' negotiations. Biehle apprised Birth that he was privy to a facsimile transmission that made an inquiry about these issues and the United Way was checking with her so as to be able to respond to the inquiry. At Birth's request, the document was provided to her. Birth informed Biehle that it was
20 inappropriate and unprofessional for him to contact the Center about its relationship with the Union. Further, Birth suggested to Biehle that he needed to discontinue these communications and inquiries about the Union, as there was nothing in the existing agreement between the Center and the United Way that required information of this nature to be shared. According to Biehle, Birth became "fairly stiff" during their July and August 2003 telephone conversations and made it very clear that the United Way should not be interfering in the relationship between the
25 Center and its Union.

Birth conceded that the Board of Directors independently made the decision to terminate their business relationship with the United Way, in part, because of the inquiries that Biehle had made concerning the status of negotiations and in particular the issue of dues check off. It is noted that although Birth apprised Biehle that the Center was continuing to adhere to the dues check off provisions of the contract during negotiations, no mention was made of the Center's ongoing contract proposal to eliminate the dues check off provision from the parties' successor collective-bargaining agreement. By letter dated August 26, the President of the Center's Board of Director's notified the United Way that the Board had voted to terminate its membership with the United Way effective immediately (GC Exh. 10).⁵
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For the following reasons, I find that the General Counsel has made a strong showing that the Respondent was motivated by protected concerted activity or antiunion considerations in eliminating the hours for persons performing family therapy work.
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First, I note the telephone conversations that Birth had with Biehle wherein she became irritated with inquiries the United Way was making concerning ongoing collective bargaining negotiations at the Center and in particular the status of the dues check off provision in the successor collective-bargaining agreement. Second, as admitted by Birth, the Board of
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⁴ Redeker served as Acting Union President from April 2001 to September 2003.

⁵ The letter stated in pertinent part: We agree with and appreciate the recommendations made by the panel pertaining to the Board. However, we feel that we as a Board would be of more service to the agency if we established internal priorities and timelines for completion of the recommendations.
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5 Directors in making their decision to eliminate the hours for persons performing family therapy work, took into consideration the telephone inquiries made by the United Way about union negotiations and the dues check off provision. Third, Birth was aware prior to the Center's decision to terminate its relationship with the United Way, that the Union had initiated an inquiry with the United Way, both orally and in writing, regarding the Center's contract proposal to eliminate the dues-check off provision (R Exh. 16 and 19). Fourth, Birth obtained a copy of a June 12, memorandum to Union members that was critical of the Center's position to delete the dues check off provision from the collective-bargaining agreement (R Exh. 10). By memorandum dated June 19, while normally not commenting on Union affairs, Birth replied to the Unions memorandum noting that it contained both false information and unfair attacks on the Center and its volunteer Board of Directors (R Exh. 9).

15 The Respondent asserts that the Management Rights clause privileged its decision to eliminate the hours for persons who performed family therapy work. Likewise, the Center argues that because they had not met membership requirements imposed by the United Way it was in their best interests to proceed in another direction and that was one of the reasons it decided to terminate its relationship with the United Way. Birth further testified that the family therapy program was difficult to monitor, she had received complaints from parents about the program including negative comments about Redeker's job performance, and these were also factors that the Board considered when reaching their decision to terminate the United Way relationship. I reject these reasons as pretextual and an afterthought to buttress its reasons for terminating its business relationship with the United Way and thereafter eliminating the hours for persons performing family therapy work. In this regard, Birth admitted that Redeker did no family therapy counseling during the entire year of 2003, therefore any complaints about her performance would have arisen in 2002. Thus, as it concerned Redeker, the issues impacting her performance were to remote in time to the Board's decision to eliminate the United Way funding in late August 2003. Likewise, the complaints by parents about the program occurred in 2002, a period of time removed from the August 2003 decision of the Board of Directors to terminate the family therapy program.

30 Rather, I find that the Union's correspondence in June 2003 to all employees about the status of ongoing negotiations and the repeated telephone inquiries undertaken by Biehle during the summer of 2003 on behalf of the United Way about ongoing union activities at the Center, were the real reasons that the Board of Directors relied upon in deciding to terminate its relationship with the United Way. With respect to Respondent's assertion that the program was difficult to monitor, I note during the litigation that it expressed no problems with the program for the preceding eight years of its existence.

40 Therefore, I conclude that the same action in eliminating the hours for those persons performing family therapy work would not have taken place but for the Union's inquiries into the status of negotiations and in particular the Center's proposed elimination of the dues check off provision in the successor collective-bargaining agreement. I also note that the Family Therapy Services Program was completely funded by the United Way and therefore, did not negatively impact the Center's finite financial situation.

45 Accordingly, I find that the Respondent violated Section 8(a)(1) and (3) of the Act when it eliminated the hours for employees performing family therapy services as alleged by the General Counsel in paragraph 6 of the Complaint.

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D. The 8(a)(1) and (5) Violations

1. Did the parties reach a collective-bargaining agreement

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a. The Facts

10 The General Counsel alleges in paragraph 8 of the complaint that about September 16, the Union and Respondent reached complete agreement on terms and conditions of employment. Thereafter, the Union requested that Respondent execute a written contract containing the agreement reached by the parties but the Respondent declined to do so. Since about September 18, in failing to adhere to the agreement, the Respondent has refused to grant employees retroactive longevity wage increases.

15 By memorandum dated October 31, 2002, the Union notified the Respondent of its intention to negotiate a successor collective-bargaining agreement (GC Exh. 23).

20 By letter dated November 19, 2002, Carroll acknowledged the Union's request to negotiate a new agreement, apprised them that he represented the Center and requested that the Union contact him to schedule a date for a meeting (GC Exh. 24).

25 The parties met on December 12, 2002, for their first face-to-face negotiation meeting. Miller, Redeker and Aghahosseini represented the Union while Carroll served as the chief and only negotiator for Respondent. Carroll presented the Union with the Center's bargaining proposals that in pertinent part proposed the elimination of the dues check off provision and no wage increase for calendar year 2003 due to the troubled financial condition of the Respondent as explained by Carroll during the meeting (GC Exh. 27). The Union gave their proposals to the Respondent and also requested that the dues that were being checked off be sent to a post office box.

30 By letter dated December 18, 2002, the Respondent set out the final and best offer of the Board of Directors to complete the negotiation process (GC Exh. 29 (a)). Attached to this letter was a copy of the Respondent's proposals that had been given to the Union at their initial meeting on December 12, 2002. The Respondent rejected a number of the proposals that the Union had previously submitted but agreed to the Union proposal for a one-year agreement effective from January 1 to December 31. The Respondent still maintained its position that the dues check off provision in any successor agreement should be eliminated in its entirety.

35 By letter dated March 20, the Union informed Carroll that it was willing to enter into a new collective-bargaining agreement with certain enumerated changes but it still insisted on a dues check off provision as a condition of final agreement (GC Exh. 30).

40 By letter dated March 31, Carroll responded to the Union's March 20, letter. In pertinent part, Carroll indicated agreement on a number of Union proposals including Holidays, movement on the pay scale based on years of service, computation of overtime and a one-year agreement effective January 1. The Center, however, did not agree to the union's request to continue dues check off and stood firmly on its proposal to eliminate in its entirety the dues check off provision (GC Exh. 31).

45 The parties next met for their second face-to-face negotiation session with a Federal Mediator on May 6. The same individuals that attended the prior meeting represented their respective constituencies. Carroll testified that he informed the Federal Mediator that the

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Center would not sign a new agreement that contained a dues check off provision but acknowledged that the parties had agreed upon all other outstanding matters for a new collective-bargaining agreement.

5 By letter dated September 16, the Union revised their position and agreed to accept the Center's final agreement as outlined in their March 31 letter. Thus, the Union was willing to execute a collective-bargaining agreement that did not contain a dues check off provision (GC Exh. 32 (a) and (b)).

10 By letter dated September 18, Carroll informed the Union that the March 31, offer is no longer on the table due in part to the Center's worsened financial position. Therefore, the Center will not enter into a collective-bargaining agreement as proposed by the Union but will continue negotiations if the Union is interested in doing so (GC Exh. 33).

15 By letter dated September 29, the Union informed Carroll that it could find no evidence of the Center's offer ever being rescinded or any information that puts a time limit or expiration date on their offer (GC Exh. 34).

b. Discussion

20 The Center argues that they did not execute a written collective-bargaining agreement because the Union conditioned their offer of acceptance on retroactivity of the agreement to January 1, and due to the Center's troublesome financial condition that worsened during the course of negotiations.

25 I reject these arguments for the following reasons. First, Carroll's March 31 letter to the Union states that the Center would agree to a one-year agreement effective January 1. He confirmed this position when he informed the Federal Mediator on May 6, that all provisions for a new collective bargaining agreement were agreed upon with the exception of a dues check off provision. Second, the Respondent never informed the Union of a suspense date for the March 30 31 contract-offer to be rescinded. Likewise, the Center never orally or in writing informed the Union that the March 31 contract-offer was withdrawn or would only be open for a set period of time. *The West Company*, 333 NLRB 1314 (2001). Third, at the outset of negotiations Carroll informed the Union that the Center's financial predicament was precarious and it was 35 anticipated that it would run a deficit of \$284,688. In August 2003, after the auditors completed their review of the 2003 fiscal year report (fiscal year ended 6/30/03), it was determined that the Center lost \$214.623 (R Exh. 22). Thus, contrary to the predictions in December 2002, the actual loss was not as severe as initially projected. Therefore, to reject the previously agreed upon collective-bargaining agreement in September 2003, based on the Center's worsening 40 financial condition that actually improved during the course of negotiations, does not withstand scrutiny. Indeed, Carroll never mentioned the Center's troublesome financial condition after the initial face-to-face meeting as an impediment to reaching a collective-bargaining agreement. Thus, the Respondent is estopped from making such an after the fact argument as a defense to rejecting the agreement. Likewise, contrary to its argument in brief, the Respondent has failed 45 to establish an economic exigency justifying its refusal to execute the agreement.

Finally, I find that the passage of time between the offer and acceptance was not a circumstance that would have led both parties to reasonably believe that the Respondent had withdrawn its offer. See *Worrell Newspapers*, 232 NLRB 402, 406-407 (1977) (6 months 50 between offer and acceptance; *Teamsters Local 688 v. NLRB*, 756 F.2d 659, 662 (8th Cir. 1985) (offer viable where time period between offer and acceptance was "five or more months" and no negotiations or communications occurred during that period).

For all of the above reasons, I find that an agreement in principal was reached when the Union accepted the Center's March 31 contract proposal on September 16. Therefore, it was incumbent on the Respondent to execute a written agreement incorporating the terms and conditions of employment agreed to by the parties. Since the Respondent did not execute the agreement reached with the Union, it must make employees whole and grant them retroactive longevity wage increases. *Torrington-Extend-A-Care Employees Ass'n v. NLRB (Beverly Cal. Corp)*, 17 F.3d 580 (2nd Cir. 1994)(refusal to sign a written memorandum of the agreement is a per se refusal to bargain).

Under these circumstances, I find that the Respondent violated Section 8(a)(1) and (5) of the Act as alleged by the General Counsel in paragraph 8 of the complaint.

2. The refusal to provide information

a. The Facts

By letter dated November 19, in preparation for collective bargaining negotiations, the Union requested that the Respondent provide the following information.

1. The names, home addresses, and home telephone numbers of all Center employees in the bargaining unit.
2. The names, job titles and work schedules/hours of Center employees in the bargaining unit.

Since the Union did not receive a response from the Center, it faxed a second request for the same information on December 4.

By letter dated December 9, the Respondent replied to the Union's request for information. It provided certain information but only included information for those employees with last names beginning with the letters A through L, and did not provide any information for those employees in the bargaining unit whose last names started with the letter M and subsequent letters of the alphabet. Moreover, the Respondent omitted the telephone numbers and addresses of the bargaining unit employees indicating that the employees requested the Center to do this and also informed the Union that the information was not being provided due to confidentiality concerns and that the Union already possessed the information.

b. Discussion

The obligation under Section 8(a)(1) and (5) of the Act on the part of an employer to supply the statutory bargaining agent with relevant and necessary information for contract negotiations is well and long established. *NLRB v. Truitt Mfg. Co.* 351 U.S. 149 (1956). The Board has previously directed an employer to furnish the union with the names and home addresses of employees in the bargaining unit. *Magma Cooper Company, San Manuel Division*, 208 NLRB 329 (1974). Indeed, the Board has also found requests for this same information to be presumptively relevant. *Superior Protection Inc.*, 341 NLRB No. 35 slip op. at 3 (2004).

Although the Respondent argues that when the Union received the information on December 9, it should have notified it that the information for bargaining unit employees whose last names began with the letter M and thereafter was not provided, I am of the opinion that this burden should fall on the Respondent. Thus, it is incumbent upon an employer to verify that it

has fully complied with a request for information submitted by the exclusive representative of its employees. Likewise, contrary to the Center's argument that bargaining unit employees requested them to withhold such information, Birth testified that only 4 or 5 of 51 bargaining unit employees ever requested that their home addresses and telephone numbers be kept confidential.

In regard to the Respondent's confidentiality defense, the Respondent never informed the Union in advance about such concerns nor did it come forward with some offer to accommodate both its concerns and the Union's legitimate need for the information. Here, the Respondent made no offer to release the information conditionally or by placing any restrictions on the use of the information. *Pennsylvania Power*, 301 NLRB 1104 (1991).

For all of the above reasons, since the Respondent did not provide presumptively relevant information to the Union and made no effort to bargain to accommodate the Union's interest in seeking relevant information, it violated Section 8(a)(1) and (5) of the Act.

Therefore, I conclude that the General Counsel sustained the allegations alleged in paragraph 9 of the complaint.

3. The unilateral change in conditions of employment

a. The Facts

By memorandum dated August 20, Birth announced an agency-wide meeting would be held on August 25 in the day treatment program gymnasium. Birth reviewed the Center's troubled financial situation explaining to the employees that funds were cut from a number of sources and projected increases in the residential population did not occur. Birth announced that certain family therapy and other services were going to have to be suspended as of August 29, as United Way funds were in question and probably would cease. Effective August 29, the Center eliminated the hours of persons who were performing family therapy services. Birth admitted that although Redeker attended the August 25 meeting, the Union was not notified in advance that the hours of persons who were performing these services would be cut nor did the Center engage in negotiations over the elimination of these hours.

Before the August 25 meeting took place, Birth had discussed the Center's financial status with their chief accountant, James Schmersahl, who was completing the audit work for the fiscal year that ended June 30. Schmersahl discerned that the Center had incurred a loss of \$214,623 during the prior fiscal year and advised Birth that cuts must be made to reduce expenses. Since the highest expenses at the Center were incurred by personnel costs, it was decided that this was the area that had to be cut. Schmersahl advised that approximately a 5% cut in expenses had to be undertaken. He also concurred in the Center's decision to terminate its relationship with the United Way as the costs associated with the family therapy program absorbed the majority of the funding.

On October 27, the Board of Directors met to discuss the recommendation of its accountants to reduce expenses by cutting employee hours and other benefits. The Board agreed that this was a prudent approach to solving their financial crisis. Accordingly, Birth determined that individual meetings with employees were necessary to independently explain the rationale of the Board of Directors concerning this difficult decision.

On October 29, Birth met with the custodian and cooks in her office and explained the financial crisis of the Center. She discussed the State of Illinois budget constraints, proposed cuts in funding from the Governor's office and additional social service cuts in funding. Due to

these cuts, she apprised the employees that in order to reduce personnel expenses, their hours of work would have to be reduced effective November 9 (GC Exh. 13 and 14(a)). Birth admitted that the Union was not notified in advance of this meeting or any other meeting of employees in which the reduction of hours and benefits were discussed nor were they given an opportunity to negotiate on behalf of these employees.

On October 30, Birth held another meeting with additional employees and addressed the same subjects as discussed above. Additionally, Birth apprised these employees that this action was being taken to avoid layoffs and that certain paperwork would be prepared to effectuate the change in their reduction of work hours.

On November 18, Birth met with the program aides and addressed the same subjects as discussed above. Birth informed these employees that their hours of work and other benefits would be reduced effective December 1 (GC Exh. 14(b)).

On various dates in November 2003, Birth met individually or in a group with a number of employees and witnessed their signatures on a "Salary Action Authorization Form" that officially documented the rate of pay before and after the reduction in their hours of work (GC Exh. 15 (a) through (l)). For those employees who did not sign in her presence, Birth instructed them to proceed to the office and sign the forms. It is noted that two employees did not sign the forms but their hours of work were nevertheless reduced. Birth admitted that the Union was not notified in advance of these meetings nor before the forms were signed by the employees. Therefore, no negotiations with the Union occurred regarding the reductions in employees work hours.

b. Discussion

The General Counsel alleges in paragraph 10 of the complaint that Respondent unilaterally eliminated the pay and hours of the family therapists and unilaterally decreased the sick leave, personal days and vacation days of custodians, cooks and program aides without notice to or negotiations with the Union.⁶

The Respondent defends its actions in reducing the hours of work, pay and other benefits of employee based on the fact that these matters are covered under its May 2002 policy manual that was negotiated with the Union (R Exh. 7). Thus, the Center argues that the Reduction in Force provisions govern the reduction in hours and since the Union previously negotiated this provision, it has waived its right to negotiate.⁷

I reject this argument for a number of reasons. First, the furlough of an employee contemplates either the temporary or permanent removal from the Center's employment rolls.

⁶ On the first day of the hearing, the General Counsel amended the complaint to exclude paragraphs 10(b) and (d) involving the VOCED coordinator, clinic records employee and secretaries.

⁷ The Reduction in Force provision states: The Board of Directors, based on the recommendation of the Executive Director, will issue the furlough notice to the determined employee. This notice will state that due to the drop in our average daily enrollment, the employee will need to be furloughed. However, if within one year, our census increases back to our average daily projection, the employee will be called to return to work in order of seniority. Recommendation of the employee to be furloughed will be based upon the needs of the Center and administrative recommendation.

No further salary, vacation, sick or personal leave benefits accrue to an employee who is furloughed. The facts in the subject case do not establish that employees were furloughed. Indeed, Birth admitted that those employees who incurred a reduction in hours, pay, and other benefits were not removed from the Center's employment rolls, are still gainfully employed, and no paperwork was prepared showing that these employees were placed in a furlough status.

Second, the Board has held the obligation to refrain from unilaterally changing terms and conditions of employment continues after contract expiration and until good faith bargaining results in an impasse. *Paperworkers v. NLRB (Georgia-Pacific Corp.)*, 981 F.2d 861 (6th Cir. 1992). Both Carroll and Birth admitted that the terms and conditions of the 2002 collective-bargaining agreement remained in full force and effect during bargaining for a successor agreement. Indeed, there is no dispute that any bargaining took place prior to the Respondent's unilateral reduction of its employees' hours of work, pay, and other benefits.

Third, reference to Article III of the 2002 collective-bargaining agreement (GC Exh. 2- Management Rights) establishes that "The parties agree that the Board may amend the Policies and Procedures Manual at anytime during the course of this Agreement, but must negotiate with the Union on any changes that pertain to wages, hours, and terms and conditions of employment." Contained in this Manual are references to "Hours of Work" and "Vacation, Sick and Personal Leave Benefits" (R Exh. 5, pages 6, 11, 12, and 16). Thus, I find that the Center pursuant to its collective-bargaining agreement had an obligation to negotiate with the Union prior to its unilateral action of reducing the hours of work, pay, and other benefits of its employees.

Based on the forgoing, I find that the Respondent violated Section 8(a)(1) and (5) of the Act when it unilaterally reduced the hours of work, pay, and other benefits of its employees without notice or bargaining with the Union. Therefore, the allegations set forth in paragraphs 10 (a), (c), and (e) of the complaint are sustained.

4. The bypass of the Union

The General Counsel alleges in paragraph 11 of the complaint that on various occasions between November 7 and November 18, Respondent, by Birth, at its facility bypassed the Union and dealt directly with its employees by negotiating a reduction in their hours and pay.

Based on the above discussion and particularly noting that Birth met independently with a number of bargaining unit employees, without notice to or negotiations with the Union, when she apprised them of a reduction in their hours, pay and other benefits and subsequently was present when a number of these employees signed the "Salary Action Authorization Form", I find that the Respondent dealt directly with its employees in violation of Section 8(a)(1) and (5) of the Act. Therefore, the allegations in paragraph 11 of the complaint are sustained. See *John Geer Chevrolet Co., Inc.*, 262 NLRB 256, 264-265 (1982) (direct dealing found where employer faced with financial problems had employees sign a form approving a unilateral reduction in hours).

Conclusions of Law

1. Respondent is an employer engaged in commerce within the meaning of Section 2(2), (6), and (7) of the Act.

2. The Union is a labor organization within the meaning of Section 2(5) of the Act.

3. Respondent engaged in unfair labor practices within the meaning of Section 8(a)(1) of the Act by distributing a memorandum to employees that interfered with their rights to engage in union activities and by maintaining an overly broad solicitation rule in its Personnel Handbook.

5 4. Respondent engaged in unfair labor practices within the meaning of Section 8(a)(1) and (3) of the Act by eliminating the hours for employees performing family therapy services.

10 5. Respondent engaged in unfair labor practices within the meaning of Section 8(a)(1) and (5) of the Act by refusing to execute a contract after agreeing on terms and conditions of employment, by refusing to grant employees retroactive longevity wage increases, by refusing to furnish the Union with necessary and relevant information, by unilaterally eliminating the hours, pay and other benefits of its employees and by bypassing the Union when it dealt directly with its employees in negotiating a reduction in their hours, pay and other benefits.

15 6. Respondent did not engage in unfair labor practices within the meaning of Section 8(a)(1) of the Act when it told employees that it was eliminating the hours of persons who performed family therapy work because of the Union, by maintaining a discriminatory policy prohibiting employees from talking about the Union during working time and by informing employees that they would not get a raise because of their union activities.

20 7. The unfair labor practices described above affect commerce within the meaning of Section 2(6) and (7) of the Act.

Remedy

25 Having found that the Respondent has engaged in certain unfair labor practices, I find that it must be ordered to cease and desist and to take certain affirmative action designed to effectuate the policies of the Act.

30 Since the Respondent refused to bargain with the Union and failed to execute a written collective-bargaining agreement that provided for employees retroactive longevity wage increases and unilaterally eliminated the hours, pay and other benefits of bargaining unit employees, I shall order it to cease and desist from engaging in such conduct, to bargain on request with the Union about these matters and to execute the parties' 2003 collective-

35 bargaining agreement. I shall further order the Respondent to make whole any employee for any loss of earnings and other benefits suffered as a result of the elimination of their hours for persons who performed family therapy work, the reduction in their working hours, pay and other benefits and not receiving their duly owed retroactive longevity wage increases. Backpay shall be computed in the manner set forth in *F. W. Woolworth Co.*, 90 NLRB 289 (1950), with interest

40 to be computed in the manner set forth in *New Horizons for the Retarded*, 283 NLRB 1173 (1987).

45 On these findings of fact and conclusions of law and on the entire record, I issue the following recommended⁸

50 ⁸ If no exceptions are filed as provided by Sec. 102.46 of the Board's Rules and Regulations, the findings, conclusions, and recommended Order shall, as provided in Sec. 102.48 of the Rules, be adopted by the Board and all objections to them shall be deemed waived for all purposes.

ORDER

The Respondent, Children's Center For Behavioral Development, Centreville, Illinois, its officers, agents, successors, and assigns, shall

5

1. Cease and desist from

(a) Maintaining the following Work Rule in its Personnel Handbook:

10

Staff should not be permitted to solicit, obtain, accept or retain services, merchandise, commodities, etc. for personal gain/profit during working hours. This conduct is prohibited in all buildings and on surrounding grounds. Violation of this policy may result in immediate disciplinary action, up to and including termination of employment.

15

(b) Distributing a memorandum to employees that interferes with their rights to engage in union activities

(c) Refusing to provide necessary and relevant information to the Union.

20

(d) Eliminating the hours of employees who perform family therapy work.

(e) Refusing to execute and adhere to the terms of an agreed upon collective-bargaining agreement including the payment of longevity wage increases.

25

(f) Unilaterally and without providing notice to or bargaining with the Union, reducing employees hours of work, pay and other benefits and eliminating the hours of employees who perform family therapy work.

30

(g) Bypassing the Union and dealing directly with employees by negotiating a reduction in their hours, pay, and other benefits.

(h) In any like or related manner interfering with, restraining or coercing employees in the exercise of rights guaranteed them by Section 7 of the Act.

35

2. Take the following affirmative action necessary to effectuate the policies of the Act.

(a) Rescind the October 23, 2003 memorandum to employees and the Work Rule quoted above and advise the employees in writing that the rule is no longer being maintained.

40

(b) Make whole, any employees, with interest, for any loss of earnings or benefits suffered as the result of Respondent's unlawful action in the manner set forth in the remedy section of the decision.

45

(c) Provide the Union with the information it requested on November 19 and December 4, 2003.

50

(d) Preserve and, within 14 days of a request, or such additional time as the Regional Director may allow for good cause shown, provide at a reasonable place designated by the Board or its agents, all payroll records, social security payment records, timecards, personnel records and reports, and all

other records, including an electronic copy of such records if stored in electronic form, necessary to analyze the amount of backpay due under the terms of this Order.

- 5 (e) Within 14 days after service by the Region, post at its facility in Centreville, Illinois copies of the attached Notice marked "Appendix."⁹ Copies of the Notice, on forms provided by the Regional Director for Region 14, after being signed by the Respondent's authorized representative, shall be posted by the Respondent and maintained for 60 consecutive days in conspicuous places including all places where Notices to employees are customarily posted. Reasonable steps shall be taken by the Respondent to ensure that the Notices are not altered, defaced, or covered by any other material. In the event that, during the pendency of these proceedings, the Respondent has gone out of business or closed the facility involved in these proceedings, the Respondent shall duplicate and mail, at its own expense, a copy of the Notice to all current employees and former employees employed by the Respondent at any time since August 25, 2003.
- 10
- 15
- 20 (f) Within 21 days after service by the Region, file with the Regional Director a sworn certification of a responsible official on a form provided by the Region attesting to the steps that the Respondent has taken to comply.

25 IT IS FURTHER ORDERED that the complaint is dismissed insofar as it alleges violations of the Act not specifically found.

Dated, Washington, D.C. June 28, 2004

30

Bruce D. Rosenstein
Administrative Law Judge

35

40

45

50 _____
⁹ If this Order is enforced by a judgment of a United States court of appeals, the words in the notice reading "Posted by Order of the National Labor Relations Board" shall read "Posted Pursuant to a Judgment of the United States Court of Appeals Enforcing an Order of the National Labor Relations Board."

APPENDIX

NOTICE TO EMPLOYEES

5

Posted by Order of the
National Labor Relations Board
An Agency of the United States Government

10 The National Labor Relations Board has found that we violated Federal labor law and has ordered us to post and obey this Notice.

FEDERAL LAW GIVES YOU THE RIGHT TO

15

Form, join, or assist a union
Choose representatives to bargain with us on your behalf
Act together with other employees for your benefit and protection
Choose not to engage in any of these protected activities

20

WE WILL NOT maintain the following work rule

25

Staff should not be permitted to solicit, obtain, accept or retain services, merchandise, commodities, etc. for personal gain/profit during working hours. This conduct is prohibited in all buildings and on surrounding grounds. Violation of this policy may result in immediate disciplinary action, up to and including termination of employment.

WE WILL NOT refuse to execute a written collective-bargaining agreement after reaching a complete agreement on terms and conditions of employment.

30

WE WILL NOT issue a memorandum to employees' that interferes with their right to engage in activities protected by Section 7 of the Act.

35

WE WILL NOT refuse to provide the Union with requested information relevant to the Union's performance of its collective-bargaining duties as your exclusive bargaining representative.

WE WILL NOT unilaterally reduce your hours of work, pay and other benefits or eliminate the hours of persons performing family therapy work.

40

WE WILL NOT bypass the Union and deal directly with our employees.

45

WE WILL NOT refuse to bargain with the Union as the exclusive collective-bargaining representative of a unit of our employees regarding the elimination of hours of persons performing family therapy work and the unilateral reduction in hours of work, pay and other benefits.

WE WILL NOT in any like or related manner interfere with, restrain, or coerce you in the exercise of the rights guaranteed you by Section of the Act.

50

WE WILL execute a written collective-bargaining agreement with the Union containing negotiated terms and conditions of employment.

WE WILL, on request, bargain with the Union in good faith over the elimination of hours for those persons performing family therapy work and the unilateral reduction in hours of work, pay, and other benefits.

5 WE WILL rescind the Work Rule quoted above and advise the employees in writing that the rule is no longer being maintained.

WE WILL rescind the October 23, 2003, memorandum that interfered with employees' rights guaranteed by Section 7 of the Act.

10 WE WILL furnish the Union the information it requested on November 19 and December 4, 2003.

15 WE WILL make employees whole for any loss of earnings and other benefits as the result of our unlawful action in not providing them longevity wage increases and the unilateral reduction in hours of work, pay and other benefits.

Children's Center for Behavioral Development

(Employer)

Dated _____ By _____
(Representative) (Title)

The National Labor Relations Board is an independent Federal agency created in 1935 to enforce the National Labor Relations Act. It conducts secret-ballot elections to determine whether employees want union representation and it investigates and remedies unfair labor practices by employers and unions. To find out more about your rights under the Act and how to file a charge or election petition, you may speak confidentially to any agent with the Board's Regional Office set forth below. You may also obtain information from the Board's website: www.nlr.gov.

1222 Spruce Street, Room 8.302, Saint Louis, MO 63103-2829
(314) 539-7770, Hours: 8 a.m. to 4:30 p.m.

THIS IS AN OFFICIAL NOTICE AND MUST NOT BE DEFACED BY ANYONE

THIS NOTICE MUST REMAIN POSTED FOR 60 CONSECUTIVE DAYS FROM THE DATE OF POSTING AND MUST NOT BE ALTERED, DEFACED, OR COVERED BY ANY OTHER MATERIAL. ANY QUESTIONS CONCERNING THIS NOTICE OR COMPLIANCE WITH ITS PROVISIONS MAY BE DIRECTED TO THE ABOVE REGIONAL OFFICE'S COMPLIANCE OFFICER, (314) 539-7780.