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A study of the Boston Naval Shipyard's community relations problems

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Honors Paper

A STUDY OF THE

BOSTON NAVAL SHIPYARD'S

COMMUNITY RELATIONS PROBLEMS

By

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AUTHOR'S NOTE

This Honors Paper is the first part of a two-phase study of the Community Relations Problems of the Boston Naval Shipyard. The author has attempted to assess the present conditions of the Boston Naval Shipyard's relationship with its internal publics. He has also attempted to prepare the way for the secondary phase of the study which is to be prepared by another Boston University graduate student, who will complete the project. His task will be to study the Shipyard's relationship with its external publics, draw appropriate conclusions, and complete the formulation of necessary recommendations for the improvement of the Boston Naval Shipyard's community relations.

This project is the product of close cooperation between the Administration of the Boston Naval Shipyard, Professor Carol Hills of Boston University and the author. The author would like to take this opportunity to thank all concerned for their valuable assistance in making this portion of the study a reality.

Fitzwilliam, New Hampshire
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INTRODUCTION

A simple definition of plant community relations could be ninety per cent being a good employer and good community neighbor and ten per cent telling about it. Another definition might be: "Public relations on the local level."¹

There is a major difference between plant community relations and the profession of public relations, however. The difference lies in the fact that while the plant community relations expert can easily define his community and his publics, this task would prove impossible for the public relations practitioner. This is because "community relations has many more two-way aspects than public relations with 'give and take' elements requiring the understanding of all concerned."²

John T. McCarty, community relations counselor to General Electric's plant managers, in his Community Relations for Business, defines plant community relations as "the management function that appraises plant community attitudes, identifies and relates company policies with community interests and initiates programs of action to earn community respect and confidence for the company."³

Unhappily, any operating institution has community relations whether it likes it or not. "Whether the organization's community relations are 'good' or 'bad' depends on the company, because community relations is a result!"⁴ Community relations is a result of what the institution's management people know, think and do about their organization's relationship with its publics.

Attitude surveys taken repeatedly since 1946 demonstrate that it is traditional for plant neighbors to know and care little or even nothing about the industries which are located in their communities.⁵ As a rule, these people are definitely unaware of the vital role played by each industry in the development of their town's progress and future. This vacuum of information can easily give rise to harmful rumors which doubtless will prove difficult to counteract in the future. Public opinion is a function of what the organization does or fails to do.

Good plant community relations has become an accepted goal of enlightened management. This is due to widespread realization that an institution exists only so long as the public gives permission for it to exist. The importance of good plant

community relations for the Boston Naval Shipyard is pointed up by this quotation:

Because the business of Government is the people's business, the Federal agencies have an obligation to report to the public on the conduct of its business. The only reason for the existence of any Federal establishment is the service it provides to the public or the mission it undertakes on behalf of the people as authorized by the Congress. In a very real sense, the people of American communities are the stockholders of the Government, and community relations programs help to interpret the Government to them. Moreover, the effectiveness of agency operations may depend upon public understanding and cooperation, and community relations programs can be a most effective means of developing the necessary public understanding and cooperation where it counts most -- at the 'grass roots' level... Too, like most business organizations, Federal establishments have a moral obligation to take their place in the community as 'corporate citizens,' to be 'good neighbors' and to demonstrate an awareness of community problems and a willingness to help out.⁶

Other compelling reasons for the need of good Shipyard-community relationships can be found in the employee interview series which the author conducted at the Boston Naval Shipyard in the fall of 1961. A real awareness of the fact that the Shipyard exists at the leave of the public, BUSHIPS and the Congress gave rise to repeated comments calling for better Shipyard community relations, i.e., a

better two-way flow of communications between the Shipyard's publics and itself. There apparently is a strong awareness that job security for the Shipyard workers lies in public understanding and acceptance of the Shipyard's vital role in the defense of the United States and in the economy of its sprawling communities.

The chapter, "Community Relations," in the U. S. Navy's Public Information Handbook notes that:

The relationship which exists between a naval command, the personnel attached to that command and the community is of vital importance to the Navy. The degree to which public understanding and support will accrue to the Navy is dependent in large measure upon the state of that relationship. It will be favorable if the command accepts and seeks to carry out its responsibility to the community and if individuals within the command are good neighbors and good citizens.⁷

The Government and the military increasingly have turned to big business and industry for guidance and suggestions on new methods of operation.. The Shipyard has adopted many innovations originated by progress which originated in private enterprise organizations. These innovations include modern cost accounting methods, production improvements, modernized inventory control and

automated data processing techniques. However, if full value is to be realized from a potential storehouse of modern management practices, then it will be necessary for the Administration of the Shipyard to explore the principles of good plant community relations as established by private business and industry. (The author has attempted to present an outline of these principles in the following pages.)

Another view of what there is to be gained for the Boston Naval Shipyard by an effective community relations program is found in Public Relations in the Local Community, by Louis B. Lundborg, who gives six reasons for community relations:

The people who do business of any kind in any city or town have a stake in what happens there for reasons of (1) business survival -- what local people can do by political action or otherwise to hurt or help a business; (2) business welfare -- what local conditions can do to efficiency of business operation and to efficiency of employee morale; (3) business promotion -- what community activities can do to create 'good conversation' and good will for the business; (4) public opinion development -- because state and national legislative movements start in community groups; (5) personal and family welfare -- to provide the most desirable place to live and raise a family; (6) personal satisfaction -- to gratify basic human instincts and urges by community activity.⁸

This paper, the first part of a two-phase study, will attempt to delineate the present conditions of the Boston Naval Shipyard's internal publics. When the second part of the study, dealing with the Shipyard's external publics, is completed the result should represent a guidebook for good community relations for the Boston Naval Shipyards for the next decade.

FOOTNOTES

- 1 United States Civil Service Commission, Community Relations ... a guide for Federal Agencies, Personnel Management Series No. 12, (Washington: U. S. Government Printing Office, January 1958), p. 3.
- 2 Ibid.
- 3 John T. McCarty, Community Relations for Business (Washington: BNA Incorporated, 1956), p. 1.
- 4 Ibid.
- 5 Ibid., p. 2.
- 6 United States Civil Service Commission, op. cit., p. 4.
- 7 United States Navy, Public Information Handbook, (Washington: NAVEXOS, 1960), Chapter 13, p. 105.
- 8 Louis B. Lundborg, Public Relations in the Local Community, (New York: Harper & Bros., 1950), p. 35.

CHAPTER I

HISTORY OF THE BOSTON NAVAL SHIPYARD

The pressure of Algerian corsairs on American merchant vessels and the British and French naval harassment of our commerce prompted the Congress of the United States in 1797 to consider the establishment of a series of Government shipyards. The Navy Department, itself, was established on April 30, 1798.

The Boston Naval Shipyard, officially established on August 26, 1800, was built on land located in Charlestown and purchased for eighteen thousand dollars. The location selected was the very land where the British had landed before the Battle of Bunker Hill. The Shipyard's first shore line was considerably in from the shore of the present Shipyard. (The term "Boston Naval Shipyard" refers to the entire geographic area know as: a) The Boston Naval Shipyard, Charlestown 29, Massachusetts, and b) The South Boston Naval Annex, South Boston, Massachusetts. See map on next page.)

The first ship to be constructed at the Yard was the 18-gun sloop, FROLIC, which was completed in 1814. The INDEPENDENCE, the Yard's second progeny, completed in 1814, was the flagship of Commodore Bainbridge in the Algerian Campaign of 1815.

Other ships which have figured importantly in American history, and which were built at the Boston Naval Shipyard, include the MERRIMAC of The Civil War, the Frigate CUMBERLAND, and the HARTFORD, which was Admiral Farragut's flagship at Mobile Bay. Many ships made famous in World Wars I and II were also built at the Shipyard.¹

The capabilities of the Shipyard have evolved over the years. During peace, build-up in production and repair capacity was rather slow; during wars the pace was quite rapid. Present employment ranges from 8,600 to 9,400. During the Second World War, the Boston Naval Shipyard was the second largest Naval Shipyard in the country, with a 1944 employment ceiling of approximately 55,000 workers.

The Korean conflict marked an increase in employment over the post-war low of 7,000. During the Korean War the Boston Naval Shipyard constructed two new submarines and overhauled and reactivated some of the Navy's largest war vessels.

Following the Korean War, several facilities were deleted from the Yard, including the Submarine Repair and Overhaul Facility, the Fuel Annex in the Orient Heights section of East Boston, the U. S. Navy

Ammunition Depot at Hingham and the South Boston Annex Submarine Facility. In 1959 the Navy Department announced that it would close the South Boston Annex, which employed 2,500 workers. It also announced plans for the enlargement of the South Boston Naval Drydock, which would have been capable of handling the new super aircraft carriers of the Forrestal class.

During this period of deletions from the facilities of the Shipyard, several of the other United States Navy shipyards were gaining new contracts and new capabilities for carrying on the task of ensuring that ours is a modern Navy. Naval Shipyards such as Norfolk, Virginia, Bremerton, Washington, Mare Island, California, Charleston, South Carolina, Portsmouth, New Hampshire and a large number of private shipbuilders were awarded contracts for the building of the Navy's nuclear propelled vessels and some were given appropriations to modernize their facilities.²

In a speech which former Shipyard Commander Watt often presented, he noted that the location of the Shipyard was and is an excellent choice for three military reasons. First, because of Boston's

prominence as a fine port and because of the skilled ship designers and builders here. Second, Boston's favored strategic position makes it the nearest port, by 174 miles, to the North Atlantic theatre of operations. Third, the length of the channel encountered at Boston is only 14 miles; New York's channel is 22 miles in length; Norfolk's channel is 26 miles long.³

The Boston Naval Shipyard of today has a many-faceted mission in its task of "Service to the Fleet". Overhaul and repair of thousands of Navy ships, ranging from tugs to carriers, has always been the Yard's job. At present, the Shipyard not only performs these overhaul and repair duties, but also performs major operations on larger ships -- notably cruisers and destroyers.

The following description of the Shipyard's present-day duties is paraphrased from an editorial by Mr. Harrington, Editor of the "NEWS" of the Boston Naval Shipyard. The age of the ship-borne guided missile, electronic computers, navigation aids and anti-submarine equipment calls for a shipyard which is able to cope with the problems of the modern Navy. The Shipyard's biggest job underway at present is the conversion of the USS ALBANY (CG-10) to a guided missile cruiser. When completed, the ALBANY will be the first cruiser to carry Talos and Tartar surface-to-air missiles forward

and aft, port and starboard.⁴

The job of conversion is not merely a task involving the ripping out of guns and replacing them with missiles. A very complex operation, this conversion requires installation of special guidance systems, vast quantities of the most up-to-date apparatus, and great technical skill on the part of the Yard workers and technicians.⁵

The role of the Shipyard seems to be evolving toward a capacity for the fulfillment of a process call "FRAM" -- short for Fleet Rehabilitation and Modernization. Mr. Harrington, in an editorial, said:

Under the FRAM System, older-type 'tired' ships, mostly of World War II vintage, are thoroughly overhauled and brought up-to-date with the most modern equipment and weapons... A destroyer undergoing FRAM is equipped, for example, with the Navy's latest anti-submarine rocket (ASROC) system, and with the drone anti-submarine helicopter (DASH) system. Ships that carry DASH can launch pilotless helicopters which fly in the vicinity of a hostile submarine, drop homing torpedoes, and return to the ship, all automatically.⁶

Other missions of the Boston Naval Shipyard include commissioning and outfitting new ships which have been built at other Yards, both private and Navy. The formal commissioning ceremony is a genuine public relations venture, planned by the

Administrative Assistant to the Shipyard Commander,
Mr. Fred Cummings.

The outfitting period lasts, on the average, about two months. This time allows the crew of the ship to become familiar with her complicated equipment and to put her through her final tests.

Mr. Harrington has given further description of still another aspect of the Boston Naval Shipyard's current activity:

Aid to friendly governments constitutes still another side of Shipyard work, under the Military Assistance Program. Under this plan, ships which are in 'mothballs' and not needed by our own Navy are reactivated, brought up to date, and turned over to foreign countries. Last year, ships were transferred to the governments of Peru, Columbia, and Brazil in this manner, and a destroyer escort which belonged to the Uruguayan Navy was overhauled for them.

Research into new materials and processes is also constantly pursued at the Shipyard. In shops and laboratories, new spheres of naval technology are opened. Visitors from local schools, colleges and universities often make pilgrimages to the Shipyard in order to learn about some of the latest naval developments. The officers of friendly foreign navies also often come to the Shipyard to observe and to learn. (Four hundred thousand visitors a year come to the Shipyard to tour the USS CONSTITUTION which is on display.)

Another vital operation at the Yard is the Apprentices Training Program which comes under the Employees Development Program, administered by the Industrial Relations Office. To quote from the "Family Album of the Boston Naval Shipyard":

This program is a four-year course -- designed to train qualified applicants for places in shops as journeymen, equipped with both theoretical and actual trade training. The curriculum is varied to afford training in all major trades. One fourth of the total time is devoted to actual, on-the-job work, related to the field being studied.⁸

After briefly reviewing the history and function of the Boston Naval Shipyard, it is obvious that its philosophy throughout the 162 years since its founding has been "Service to the Fleet". In time of peace and in time of war, the Shipyard has been ready, willing and equipped to fulfill its role as a vital link in America's defense chain. Less obvious, perhaps, is the Shipyard's unique position in the economy of Greater Boston and even of New England. To quote once again from Mr. Harrington:

As a factor in the economy of this area, the Shipyard has a second significant role. Last year, civilian employees of the Shipyard received \$54,396,057.00 in salaries and wages. Of this total, \$6,772,870.04 was withheld for Federal Income Tax and \$566,056.75 for Massachusetts State Income Tax. Shipyard employees bought more than \$3,202,214 in Series "E" Savings Bonds through the Payroll Savings Plan, and contributed towards life insurance, health insurance and retirement plans.⁹

In explaining where these wages and salaries were spent, Mr. Harrington remarks that the greatest part of this money, plus the wages and salaries of Naval personnel attached to the Shipyard and to ships on the waterfront, stayed right in the Greater Boston economy, "...in department stores, restaurants, super-markets and other business establishments in the Greater Boston area, and (went) to pay for rents, utilities and services."¹⁰

In addition to the above money, the Shipyard each year grants contracts valued at thousands of dollars for goods and services to large and small businesses in this area. In 1960, for example, these contracts totalled more than \$10,830,000. "In this manner ... through contracts with local businesses ... the Shipyard may buy anything from office supplies to heavy machinery, and may hire experts to wash windows or build piers. Thus many millions of dollars are spent by the Shipyard each year -- dollars that sooner or later find their way into the Greater Boston area..."¹¹

It is difficult for an outside observer to meaningfully analyze the complex interplay of motives and personalities which have produced the evolutionary changes in the role of the Boston Naval Shipyard.

In this world of political realities, it may be expected that personalities have played an important part in this evolution, for the Government and the military are works of men. But it is also not to be doubted that the over-riding factor in the decision-making process has been pragmatism -- a seeking for more and more effective solutions to the constant problem of how to build the best Navy at the most economical cost. (Later in the paper, this topic is discussed in depth.)

Whatever caused the role of the Shipyard to change, that change is now reality. The author gathers from informal conversations that the present function of the Shipyard, concentrating as it does on repair, overhaul and FRAM conversions, is stabilized. From the best opinion which was available to the author, the status quo would seem to have been reached -- the Shipyard will, in all probability, continue its present tasks for some time into the future. One must ever bear in mind, when thinking about this subject, that the international situation is volatile; the Shipyard's role is always "subject to change without notice."

If one were to seek a single phrase which would sum up the way in which this evolution has been

interpreted by rank and file workers, "reduction-in-force - R I F" would probably do the best job. Workers apparently see the new role of the Shipyard as action which promises continual threat of lay-offs and cut-backs in the work force. Certain employee groups use this possibility as their chief "war cry"; it has become the crux of a certain group's message to present and potential members. The effect is a debilitating tension and erosion of morale.

It is the author's conclusion that, to the present, the general public has been aware of the Yard only in terms of news and/or rumors about impending reduction-in-force or complete close-down. This is an assumption which has not been empirically tested. However, we shall use it as a working hypothesis in discussing how this evolution from shipbuilding to ship-repair, overhaul and the FRAM Program has influenced the image of the Yard in the eyes of its community publics. We shall leave the testing of this hypothesis to my successor's opinion-attitude survey of the Yard's external publics.

Therefore, our working hypothesis concerning the Shipyard's external publics is: "The information level of the general public concerning the Boston Naval

Shipyard is alarmingly low." It is the author's contention that the only time the Shipyard's lay-public is aware of the Yard is during time of rumors concerning lay-offs or complete closing of the Shipyard.

(This is with the occasional exception of publicity concerning a ship commissioning or Armed Forces Day Open House which appears every once in a while.)

It is beyond the scope of this first part of the study to attempt objective assessment of how the evolution in role of the Boston Naval Shipyard has influenced the yard's relations with its external publics. My successor should be prepared to make a definitive statement on this point, based on his opinion-attitude survey data which will appear in the second part of this two-phase study.

The aim of the present author's portion of the project, discussed at length later in this paper, is to make statements concerning how the Shipyard's internal publics have reacted to this evolution, and what, if anything, need be done to change or correct the results of this reaction in terms of overall Shipyard community relations

The question of the future of the Boston Naval Shipyard is a crucial one for its nearly 9,000 employees. The question of its future should be of interest to all those of Greater Boston who are

concerned with the area's economic future. The question of how a strategic public relations program might serve to influence the future of the Shipyard and the state of its relationships with its external publics, is explored in depth later in this paper.

FOOTNOTES

- 1 U. S. Navy, "Information Handbook for Ships", (Boston: Boston Naval Shipyard, 15 Sept. 58), p. 1.
- 2 National Association of Government Employees, "Brief in Support of the Rejuvenation and Modernization of the Boston Naval Shipyard", (Boston: National Association of Government Employees, 12 Dec. 61), p. 8.
- 3 Shipyard Commander Watt, "Speech Number Six", (Boston: Boston Naval Shipyard, 1955), p. 1.
- 4 James Harrington, Boston Naval Shipyard "News", (Boston: Industrial Relations Office, Boston Naval Shipyard, 20 May 61), p. 1.
- 5 Ibid.
- 6 Ibid., p. 6.
- 7 Ibid.
- 8 Industrial Relations Department, "Family Album of Boston Naval Shipyard", (Boston: Boston Naval Shipyard, 1952), p. 37.
- 9 Harrington, op. cit., p. 5
- 10 Ibid.
- 11 Ibid., p. 6.

CHAPTER II
ORGANIZATIONAL MAKE-UP

The term "Naval Shipyard as it appears in this paper, denotes the entire geographical area known as:

- a Boston Naval Shipyard, Boston 29, (Charlestown) Mass.
- b Boston Naval Shipyard, South Boston Annex, South Boston, Mass.

The Naval Shipyard "is a component activity of the Naval Base. Its first mission is to give 'Service to the Fleet'. This service covers logistic support for the vessels of the Active and Reserve Fleet and service for assigned service craft; performing authorized work in connection with the construction, conversion, overhaul, alteration, repair, drydocking and outfitting of vessels as assigned; and related or special manufacturing work. Additionally, the Naval Shipyard conducts research and development projects and performs tests as assigned by the proper authority; develops and carries on training programs as ordered so as to properly perform the mission; and furnishes such miscellaneous common services as required."¹

"As are all Naval Shipyards, the Boston Naval Shipyard is under the managerial control of the Bureau of Ships, Department of the Navy, Washington, D.C. Its organization is identical with the other ten Navy Yards."²

"The Shipyard Commander is under the military command and coordination of the Commander, U. S. Naval Base, Boston, and is responsible to him for matters of internal security, fire protection, administration of Naval discipline, defense, and for logistical coordination."³

The general duties of the Shipyard Commander require him to administer and direct all of the work of the Shipyard, "assume full responsibility for the quality of work produced and assure the efficient, timely and economical performance of the work of the Shipyard."⁴

When the Shipyard Commander is absent from the limits of the Shipyard, the next Senior Line or Restricted Line Officer, regularly attached to the Shipyard "who has been authorized to succeed to command,"⁵ shall act as Shipyard Commander during the absence.

The role of the Shipyard Commander is partially analogous to that of the president in a private industrial plant. The analogy is imperfect because of the military and Governmental aspects of the Shipyard. The Commander has many other duties besides his role as director of the industrial plant. Among these are the 'head of state' roles which he plays as public

spokesman and official greeter of visiting "VIPs". The military nature of his command is, of course, the greatest point of difference between his role and that of a civilian plant president.

The Administrative Assistant to the Commander, Mr. F. R. Cummings, "is available to heads of departments, and senior civilians for advice, consultation and special assignments with concurrence of the Commander. He resolves problems through the advisory approach, bringing the matter to the Commander's attention where appropriate."⁶ His other duties include reviewing, recommending and assuring continuity of membership on various boards and committees. A major role is his job of advising the Shipyard Commander relative to the mores and customs of the area and regarding matters involving the Shipyard and local governments and officials.

Under this advisory capacity, he handles preparations and arrangements for the Shipyard Commander's public appearances, assists, when requested, on speeches, and handles preparations for 'affairs of state,' such as the commissioning of ships.

The Naval Shipyard Organization includes the following Department Heads, who are under the

control and authority of the Shipyard Commander and who have direct access to him at all times. The are the Heads of: The Planning Department; The Production Department; The Public Works Department; The Supply Department; The Comptroller Department; The Medical Department; The Dental Department; The Administrative Department; The Industrial Relations Office, and the Shipyard Commander's Assistants.

Management Doctrine states that the Shipyard management includes all the elements of administration from the Shipyard Commander to the individual who is charged with supervision of the smallest group. "The Management is charged by the Department of the Navy with the complete administration, coordination, management, operation and technical control of all phases of Naval Shipyard activity."⁷ The Doctrine specifically calls for differences to be settled, when possible, at the lowest level of management which has control of all units which are in conflict. Thus, the line of authority and control flows from the top -- from the Shipyard Commander downward through the Heads of Departments to the subordinate working units of the Shipyard.

The Head of each Department has direct responsibility for initiating budget estimates and requests for overhead funds for support of his department. He must

ensure that funds allotted to his department are not over-expended or over-obligated. He is also responsible for compliance with emergency and security plans for the Yard within the limits of assigned responsibility.⁸

(The following paragraphs contain brief descriptions of what the role of each Department is; the descriptions are expanded into detail only at points which potentially affect the public relations and community relations of the Boston Naval Shipyard.)

THE MANAGEMENT ENGINEERING OFFICE is a "high level staff organization which provides management assistance to the Shipyard Commander in all matters concerning general industrial management and mobilization planning."⁹

The Director of Management Engineering is the head of this Department, responsible to the Shipyard Commander for its organization, supervision and other duties such as the Shipyard Commander may designate. The Director of Management has the following duties:

- a plans and coordinates programs aimed at improving general and industrial management;

- b conducts studies and recommends ways to improve and simplify organization and make more economical use of manpower, materials and facilities;
- c recommends Shipyard policy for data processing matters;
- d coordinates the Production Planning and Control Program Shipyard-wide and serves as Mobilization Planning Director and Space Control Director.

The Management Engineering Office consists of the Management Engineering Division and the Mobilization Planning Division.

THE INDUSTRIAL RELATIONS OFFICE "is a staff department which provides assistance to the Shipyard Commander and all levels of management in the development and administration of the Shipyard Industrial Relations Program, and serves all departments in meeting civilian manpower requirements in matters concerning civilian employees."¹⁰

Mr. D. C. Healy, Head of the Industrial Relations Office, is responsible to the Shipyard Commander for the organization, supervision and administration of his department, and additionally, for any other duties which the Shipyard Commander may designate. His specific duties include the following:

- a developing industrial relations policies in conformity with official government rules;
- b recommending improvements, where needed, in industrial relations and general Shipyard operations;
- c providing technical and administrative direction to the industrial relations program;
- d maintaining liaison with outside organizations and groups;
- e representing the Shipyard Commander on public occasions in matters relating to industrial relations;
- f representing the Shipyard in relationships with the Civil Service Commission, the Office of Industrial Relations, and local governmental and private organizations in matters relating to the formulation and administration of industrial relations programs, etc. 11

The organization of the Industrial Relations Office consists of a Wage and Classification Division, an Employee Relations Division, an Employment Division, a Training Division, a Safety Division, and an Employee Services Division. The title of each Department is self-explanatory. Since these Departments play a vital role in the internal public relations of the Shipyard, they are described in some detail.

The Head of the Wage and Classification Division of the Industrial Relations Office is given responsibility for:

- a classifying all Group IVb (white collar) positions in the Shipyard;
- b serving and assisting departments concerning preparations of position descriptions;
- c collaborating with management and the Review Office to ensure conformity with approved organization;
- d participating in collecting data for wage surveys;
- e representing the Shipyard in wage and classification matters with appropriate governmental and Navy Offices.

The Head of the Employee Relations Division receives responsibility for:

- a serving and advising all departments on matters concerning employee grievances, group dealings, employees' councils, employee counselling, performance ratings, security program actions, veterans counselling, discrimination complaints and disciplinary review;
- b advising and assisting the Performance Rating Boards;
- c serving as recorder of the Grievance Committee.¹²

The Head of the Employment Division is given responsibility for:

- a helping all departments on matters concerning appointment, placement, assignment, promotion, separation, retirement, recruitment, transfer, change to lower grade, reduction, leave policy, employment statistics, selective service, and records and reports;
- b serving as Executive Secretary of the U. S. Civil Service Examiners.¹³

The Head of the Training Division is given responsibility for overseeing and coordinating training activities of the Shipyard. The Apprentice Program, which takes four years, is a major Shipyard public relations asset. It guarantees a steady flow of well-trained, skilled craftsmen for the employment needs of the Shipyard.

The Head of the Safety Division provides staff assistance to all levels of supervision, in all Departments, on the administrative and technical aspects of the Shipyard Safety Program (industrial and motor vehicle).¹⁴ He is given responsibility for preparing Shipyard safety instructions, manuals, statistics, safety programs and inspections. He acts for the Shipyard Commander in all injury compensation matters and maintains liaison with the Medical Department, the Administrative Department and the Public Works Department to see that Safety is properly executed.

The Head of the Employee Services Division is given responsibility for:

- a serving and advising all departments on matters concerning employee services;
- b developing, promoting and implementing group insurance plans, credit union activities and incentive awards programs;
- c administering social and recreational activities, food services, employee publications, welfare services, solicitations and collections and housing;
- d preparing employees' handbook (no such handbook is currently in use).¹⁵

From the above outline, it is apparent that the Shipyard enjoys a modern industrial relations program. There are, however, points where many interviewees found fault. These criticisms and suggestions are discussed later in this paper.

THE PLANNING DEPARTMENT, with 603 employees, is headed by Captain E. T. Steigleman. He is responsible for the organization, administration and supervision of this Department and for any other duties which the Shipyard Commander may assign to him.

The Planning Officer's role is to be responsible for the preparation of man-day and cost estimates for all work issued by the Planning Office

and to revise this data, when necessary. He assures that no job order goes out which authorizes costs against the customer in excess of available funds. He gives the Production Department advance information to help them in central scheduling work. He is obliged to consider the productive capacity stated by the Production Officer, when he authorizes work.

Among his duties are: ship design, arrival conferences (concerning the overhaul of ships); correspondence and reports on shipbuilding and ship overhaul; home and yard planning; time of availability (assuring that no item of work is ordered which will take more time than is estimated and available).¹⁶

The organization of the Planning Department consists of an Administrative Assistant, a Planning and Estimating Division, a Design Division and a Weapons System Division. Thus, the Planning Officer and his Department is responsible for planning the Shipyard budget, setting up the repair program, routing work into shops, projecting completion dates, and initiating the procurement of vital material and money for industrial activities of the Yard requested by other Departments. The Design Division has a good deal of contact with contractors' representatives, its major external public.

THE PRODUCTION DEPARTMENT, headed by Captain E. A. Grantham, with a personnel complement of 6349, is by far the largest Department in the Yard. Captain Grantham is responsible for the organization, administration and supervision of the Production Department, including shop facilities, and personnel for the execution of all work issued by the Planning Department. The Production Department carries on the actual construction and repair work through a large, closely coordinated effort.

Some of the duties of the Production Department include keeping work accomplished within time, funds, and instructional limits, meeting work commitments, housekeeping and security, safety, materials responsibility, and Shipyard craft maintenance.

The organization of the Production Department consists of an Administrative Division, Quality Control Division, Shipbuilding Division, Ship Repair Division, Production Engineering Division and Shop Groups.

Thus we can see that the Production Officer, Captain Grantham, is responsible for many tasks. They include all production shops, responsibility for the accomplishment of all work accepted by the Yard, for the supervision of any new construction, and for meeting work and delivery schedules by directing the overall repair program in accordance with Shipyard policy.¹⁸

THE PUBLIC WORKS DEPARTMENT is Headed by Captain I. N. Curtis. He "is responsible for the organization, administration and supervision of the Public Works Department, including the shops, facilities and personnel... He has charge of the design, construction, maintenance, and repair of the public works and public utilities of the Shipyard."19

The Public Works Department administers, controls and maintains the Transportation Department, The Public Works Shop, the Power Plant, and the distribution systems. The Public Works Department has a mutual-aid agreement with the Boston Fire Department. The Shipyard, through this Department, buys all of its gas, part of its electricity, all of its water (MDC), and all of its coal. Small local firms are guaranteed a significant portion of Shipyard public works maintenance jobs under the ruling of the Federal Small Business Administration.

Thus the Public Works Department administers the design, construction, maintenance and repair of the public works and public utilities of the Yard and the execution of similar jobs, when required, elsewhere in the First Naval District.

THE SUPPLY DEPARTMENT, Headed by Captain T. Fuller, has a personnel complement of 688. He "is responsible for all supply functions of the Shipyard, except as modified by specific directives from the Navy Department or higher authority."²⁰

Among the Department's duties are materials custody, base and fleet supply, and cargo carrier responsibility. The organization of the Supply Department consists of an Assistant Supply Officer, a Planning Division, a Technical Division, an Inventory Division, a Control Division, a Purchase Division, a Material Division, and a General Mess Division.²¹

Briefly then, the Supply Department requisitions necessary supplies and equipment and issues these with a minimum of time lag so that work may be completed on or even ahead of schedule. It is also responsible for procuring and issuing supplies to the Fleet. Since the Shipyard is such a big customer, it has business contacts with many local, regional and national suppliers.

THE COMPTROLLER DEPARTMENT has a staff of 215. It is headed by Commander G. L. Bouteiller, who is responsible for the organization, administration and supervision of his Department. His duties include

"implementing and administering the law, policies and regulations and directives pertaining to the financial systems and operations of the Shipyard, including budgeting, accounting, disbursing, financial statistical and progress reporting, internal accounting review, and the procedures relating to such responsibilities."²²

Other duties of the Comptroller and his Department include acting as advisor to the Shipyard Commander and his Staff on financial policy matters, directing preparation of the Shipyard's operating budget and budgetary control programs, developing and analyzing statistical data, establishing overhead rates, and administering the Shipyard Electronic Data Processing System.

The Comptroller Department is closely analogous to those in private industry; it has little contact with external publics.

THE MEDICAL DEPARTMENT has a staff of 21 and is headed by Captain J. B. Barger. He is responsible for the organization, administration and supervision of the Medical Department. "He provides such medical care and physical examinations for military and civilian personnel as are authorized, and is generally responsible for ensuring healthful and sanitary conditions."²³

DENTAL DEPARTMENT duties at the Shipyard are Headed by Captain S. T. Kasper. His Department ministers to the dental needs of all military personnel at the Shipyard and to those men whose ships do not have dental facilities aboard. He also serves emergency civilian dental needs. His duties include an oral hygiene program, administration of dental supplies and services, and service, when authorized, to other Naval activities.²⁴

THE ADMINISTRATIVE DEPARTMENT is headed by Captain J. J. Flachsenhar, who has 190 on his staff. He is responsible for the organization, supervision and administration of the Administrative Department, for any additional duties assigned by the Shipyard Commander (at present, he has collateral Public Information Officer Duty), and is Commanding Officer of enlisted personnel attached to the Shipyard.

His duties include responsibility for fire and police protection and security, the Shipyard journal, domestic emergency and security. The organization of the Administrative Department consists of and Assistant to the Administrative Officer, an Operations Division, and an Administrative Services Division.²⁵

In brief, he is responsible for Shipyard security, communications, administrative details of

the Shipyard which include correspondence, central files, reports and records, pilots and ship movements.²⁶

Even before he became Public Information Officer, he carried on work and contacts with many publics. His is a key position in the public relations picture of the Shipyard.

FOOTNOTES

- 1 Boston Naval Shipyard, "Boston Naval Shipyard Regulations", (Boston: Boston Naval Shipyard, 4 Oct. 61), p. 1.
- 2 U. S. Navy, "Information Handbook for Ships", (Boston: Boston Naval Shipyard, 15 Sept. 58), p. 1.
- 3 Ibid., p. 5.
- 4 "Boston Naval Shipyard Regulations", op. cit., p. III-1, Item 303.
- 5 Ibid., p. III-1, Item 304.
- 6 Ibid., p. III-1, Item 306.2.
- 7 Ibid., p. II-1, Item 201.
- 8 Ibid., p. II-2, Item 204.
- 9 Ibid., p. IV-1, Item 400.
- 10 Ibid., p. V-1, Item 504.
- 11 Ibid., p. V-2, Item 505.
- 12 Ibid., p. V-2, Item 506.
- 13 Ibid., p. V-2, Item 506.
- 14 Ibid., p. V-2, Item 508.
- 15 Ibid., Item 509.
- 16 Ibid., p. VI-1, Item 600.
- 17 Ibid..
- 18 Ibid., P. VII-1, Items 700, 701, 703.
- 19 Ibid., p. VIII-1, Item 800.
- 20 Ibid., p. IX-1, Item 901.

- 21 Ibid., Item 906.
- 22 Ibid., p. X-1, Item 1001.
- 23 "Family Album of Boston Naval Shipyard", op. cit.,
p. 7.
- 24 "Boston Naval Shipyard Regulations", op. cit.,
p. XI-1, Item 1200, 1201.
- 25 Ibid., p. XII-1, Item 1300.
- 26 "Family Album", op. cit., p. 6.

CHAPTER III
THE SHIPYARD PUBLICS

We have arbitrarily defined the publics of the Boston Naval Shipyard as:

- I The Navy Publics;
- II The Internal Publics;
- III The "VIP -- Very Important People" Publics;
- IV The Community Publics.

The Navy is the reason for the Shipyard's existence. "Service to the Fleet," the Shipyard's motto and purpose, suggests how important the Navy is considered in the orientation of the Shipyard's operations. The "customers" of the Shipyard are the ships, their officers and their crew, which come to the Yard for service, supplies and repairs. Other Navy publics include the officers and enlisted men who are assigned to duty at the Boston Naval Shipyard; temporary-duty Naval personnel attached to the Shipyard; the families and close friends of the aforementioned parties; Active and Reserve Naval personnel attached to District One; the personnel complements of the foreign naval vessels which are also repair "customers".

The Internal Publics are made up of more than 9,000 people -- complexly inter-related groups and individuals. It would require sociometric research to exactly define these publics. However, for our purposes, they may be viewed as consisting of the following categories:

The Internal Publics:

- A. Civilian Shipyard Employees --
 - a Group II: Laborers, Helpers & Apprentices;
 - b Group III: Journeymen (mechanics);
 - c Group IVa: Supervisors of Group II & III Employees;
 - d Group IVb: G S (General Service - Clerical, Administrative, Fiscal, Professional and Sub-professional);
 - e C P C (Custodial and Protective);
 - f Employees' Families & Close Friends.

- B Naval Personnel On Duty at Shipyard --
(The appearance of Naval Personnel in this list and the "Navy Publics" list is a result of the dual role which Shipyard Navy Personnel play -- employee and military man.)
 - a Officers
 - b Enlisted Men
 - c Families of Naval Personnel

- D Officially Recognized Employee Groups & Their Officers --(complete list appended).

- D Visitors to the Shipyard --
 - a Open House Day Guests
 - b Tourists (Constitution)
 - c School and College Students
 - d Employee Applicants
 - f Company Sales Representatives
 - g Contractor Representatives
 - h Delivery Men
 - i Temporary Civilian Workers
(Employed by Contractors)
 - j Ship Commissioning Guests
(Non-VIPs)
 - k Members of the Press, Radio & TV

The Shipyard often plays host to important visitors; leaders in political, commercial, military and educational fields. The following is but a skeletal list, suggesting the variety of "VIPs" who frequently visit the Shipyard and form an exceedingly important public.

- E The "VIP -- Very Important People"
Publics --
 - a Visiting Naval Officials
 - b Visiting State and Local
Political Dignitaries
 - c Visiting United States
Congressmen and Senators
 - d Visiting Local Commercial,
Lay, Professional and Clergy

The Community is the Shipyard's largest and most complex public. We have arbitrarily defined the Community of the Boston Naval Shipyard as that area which lies within the perimeter of Route 128. It is within this area that more than ninety per cent of the working men and women of the Shipyard live. Some commute from much greater distances, however. Since it is the purpose of this first portion of the two-phase study to examine only the Internal public relations of the Shipyard, the following list is presented in the spirit of a procedural suggestion for my predecessor, rather than an absolute list. In reality, it concerns itself with segments of any community. (Community here meaning any given town or city, rather than our operational definition, "Community," used above.) The author hopes that this list proves useful when time comes for the examination of specific community attitudes and opinions to be implemented.

The Community Publics:

- A The Home --
 - a Pre-school Children
 - b School Children
 - c College Students (who live at home)

- d Parents and Immediate Family
 - e Wife or Husband of Worker
 - f Near-by Neighbors & Close Friends
- B Educational Publics
- a Public Schools
 - b School Board
 - c Superintendent of Schools
 - d Principals
 - e Supervisors -- Elementary,
Secondary,
Specific Technical
Subjects,
 - f Guidance Department(s)
 - g Teachers -- Especially
Science & Mathematics
 - h Parent-Teachers' Associations
 - i Technical Schools, Colleges,
Universities -- Administration
Guidance Counselors
Faculty (especially
Science & Mathematics)
Students
Fraternities
Science Clubs
Engineering Clubs
Alumni Association
- C Interest Groups
- a Residents -- Home-owners' Associations
 - b Business People

- D Governmental Groups --
 - a City Officials -- Mayor,
City Councilmen,
Aldermen
 - b State Officials -- Govenor,
Legislators,
State Public
Employees
 - c Federal Officials -- The President,
Congressmen,
Senators
 - d Service Groups -- Newspapers,
Radio,
Television
Newsreels
Magazines
Book Publishers
 - e Community Workers -- Mailmen
Firemen
Policemen
 - f City Employees -- Office Workers,
Maintenance,
Public Works (MDC,
Mass. Port Authority),
Highway Department
Public Welfare

- E Public Utilities
 - a MDC
 - b Edison Electric & Illuminating Co., etc.
 - c Boston Gas Co., etc.

- F Transportation Firms -- rail
air
trucking
MTA
Bus Lines
Taxi Cab Firms

- G Suppliers -- Raw Materials,
Food,
Technical Equipment,
Machinery, ETC.
- H Community Groups -- Social
Religious
Welfare
- I Civic Groups -- Kiwanis
Chambers of Commerce
Lions Club
Fraternal Orders
Boosters Clubs
- J Other Organizations -- Retail Merchants,
Retail Salesmen,
Industrial Groups,
Unions,
Management Groups,
Professional Groups,
Educational Agencies
-- Federal, City,
State and County.
- K Professionals -- Engineers,
Lawyers - Jurists,
Labor Leaders,
Clergy,
Scientists,
Politicians,
Bankers,
Business Leaders,
Foundations,
Educational & Career
Consultants,
Editors of Professional
Journals.
- L Et Cetera

FOOTNOTES

- 1 "Information Handbook for Ships", op. cit., pp. 56-57.
- 2 Dr. Otto Lerbinger, "Employee Communications", an article in Public Relations Handbook, (New York: McGraw-Hill Book Co., Inc, 1960), p. 440.
- 3 "Family Album of Boston Naval Shipyard", op. cit., p. 34.
- 4 Dr. Lerbinger, op. cit., p. 444.
- 5 Ibid.

CHAPTER IV
INTERNAL RELATIONS

The attitude of the Administration of the Boston Naval Shipyard indicates confidence in the potential of a revised public relations - community relations program for the Shipyard. Evidence for this is found in the fact that in February of 1961, Lieutenant Junior Grade Herbert Adler, USNR, was assigned the task of making a general survey of existing public information activities and of making proposals for the improvement of the existing program, if necessary. Later, the School of Public Relations and Communications at Boston University was contacted concerning the possibility of having one of their graduate students conduct a more detailed study of Shipyard community relations. This paper is a result.

The recent history of Shipyard public information activities would seem to indicate that a revision and re-direction of such activities is urgently needed. A BUSHIP Instruction of March, 1955, severely restricted the public information activities of the Shipyard, allowing only for service information, as distinguished from public information, to be carried on.

No press releases were allowed to be sent out to the press. However, all questions from the press were to be answered in a courteous manner. The Shipyard's only official communications - public information channel was the First Naval District Public Information Officer, who was to inform the public about the Shipyard as a small portion of his total duty.

Before the March 1955 BUSHIPS Instruction, Mr. J. L. Harrington, present editor of the Shipyard newspaper, was active in Shipyard publicity. Upon receipt of the Instruction Mr. F. R. Cummings, Administrative Assistant to the Shipyard Commander, assumed this activity.

The Instruction was cancelled in July of 1960. A thorough revision of community relations-public information activity at the Shipyard awaits clarification of needs and goals. The author hopes to be of assistance in this task through the final section of this paper which concerns itself with a program for revised activity of the Shipyard in the community relations - public relations field.

Until such a revised program is readied for introduction, Captain Flachsenhar has been

designated Collateral Duty Public Information Officer of the Shipyard. He is responsible for the public information affairs of the Shipyard. The public relations of the Shipyard at present, of necessity, are carried on in a rather fragmentized fashion. This is due entirely to severe limitations of time and the small size of the staff.

Since Captain Flachsenhar has been given his public information role on the basis of collateral duty and already has an overly-full work schedule in his primary duty as Administrative Officer, the time which he is able to devote to the tasks of public information has been estimated at five per cent of his work day. Mr. Cummings, Administrative Assistant to the Shipyard Commander, is faced with a similar situation. His work load does not permit him to spend enough time on the problem to develop and implement effectively a program suitable for an industrial complex as large as the Boston Naval Shipyard. The Editor of the "Shipyard News" is also in a position which requires his full-time for proper performance. The formal execution of public relations at the Shipyard is quite inadequate.

To review briefly the present formal public relations organization, Captain Flachsenhar is in charge of the program as a collateral duty, able to spend only five per cent of his time on the task of administering it. Mr. Cummings, in his role as advisor to the Shipyard Commander on matters relative to the mores and customs of the area and on matters involving the Shipyard's relations with local governments and officials, plays a considerable part in the contemporary formal public relations organization of the Shipyard. He handles preparations and arrangements for the Shipyard Commander's public appearances, some of his talks, and is active in preparations for ship commissionings, for publicity on the BUSHIPS Anniversary Party, Ship Open Houses, monthly civilian awards, beneficial suggestions and new contracts.

Mr. Harrington and his assistant, Miss Ruth Kaplan, prepare the weekly Shipyard internal newspaper. Its format is in strict conformity to that of the other Navy Shipyard weeklies around the country. The above three areas constitute the present formal organization of Shipyard public relations activity.

The word "public relations" means many things to many people. In the above context, it denotes tasks

which would seem to fit best into the category of public information. That is, the above roles constitute an attempt on the part of the Shipyard Administration to send out a one-way flow of information to its various publics. It is not concerned with "feedback", with the philosophy of good public relations or any consistent or easily-verbalized needs, goals or functions; it does not reflect an understanding of these.

"Public Relations News," a weekly newsletter for public relations practitioners, defines public relations as follows:

Public relations is the management function which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and executes a program of action to earn public understanding and acceptance.

The author has been unable to discover any indication that organized or unorganized, formal or informal, Shipyard activity conforms to the above definition. The above, concise definition tells us what an ideal public relations philosophy should be.

The following quote, from Bertrand R. Canfield's Public Relations Principles, Cases and Problems, concerns itself with telling us what the field

of public relations should and should and should not be considered as being:

Public relations is not a specialized function of business as is manufacturing finance, sales, and purchasing. It is an activity which pervades each of these functions as an operating philosophy and responsibility of all persons engaged in the business. Good public relations cannot be exclusively delegated to a public relations department. Every officer, department head, supervisor, and employee must take it upon himself to interpret the aims and actions of the business to people₁ within and without the organization.

The above definition would fit very well into an analysis of the informal public relations of the Shipyard. This is not to imply that all persons in the Shipyard know or even care about their organization's public relations. However, survey interviews indicate that many employees do know and care -- they are constantly working to become better ambassadors of Shipyard goodwill.

Informally, public relations at the Shipyard is carried on in several quarters, from top to bottom of the organizational chart, and by a wide variety of individuals and groups. Civilian workers expressed awareness, in many cases, of the vital asset which an effectively integrated and executed public relations program could^{sub} prove itself to be. Many

people to whom the author has talked expressed the opinion that good public relations for the Shipyard would not merely be an advantage, but a dire necessity if the Shipyard is to remain open. Whether or not this view is extreme, it does indicate wide concern for good public relations. The following activities are carried out on an informally organized basis in order that the Shipyard image might be improved.

The Annual Christmas Parties, which benefit local needy children, receives a traditionally good response. It is primarily a humanitarian gesture, but it has valuable public relations ramifications. Retirement parties, and attending publicity, produce a cohesive feeling among employees and any resulting publicity helps to humanize the Shipyard and its workers. The Planning Department assiduously cultivates a good working relationship with contractors' representatives -- the engineers who visit the Shipyard and help develop new processes, equipment and techniques.

Many of the Shipyard's civilian employees and groups conduct their own public relations programs. For instance, the Naval Civilian Administrators' Association has initiated a series of functions,

"designed to highlight the industrial performance and attainments of the Shipyard... through inviting Bay State city and town officials to a luncheon, followed by a visit aboard a destroyer and a tour of selected Shop areas."² The National Association of Government Employees has presented a series of Congressional Breakfasts where Briefs in favor of the Shipyard's future are presented to Commonwealth Congressmen and Senators. Most Shipyard groups engage in some variation of a newsletter for their members.

Evidence of excellent areas of cooperation with assorted external publics is found in comments from the author's interviews with Shipyard employees. Among points cited was the close work between the Shipyard's Data Processing people in the Comptroller's Department and various other members of the Electronic Data Processing Association of Boston; the fine relationship between the Public Works Department and the Boston Fire Department, the Massachusetts Port Authority and the Metropolitan District Commission. A detailed list of Shipyard public relations advantages appears in a later portion of this paper.

The Industrial Relations Department plays a large role in the informal public relations organization of the Shipyard by helping to ensure that the

employees enjoy many benefits which help to make them loyal and satisfied supporters of the Shipyard. A wide variety of benefits, many guaranteed under Civil Service, are administered under the jurisdiction of the Industrial Relations Office. Among such services and benefits mentioned in the "Family Album of Boston Naval Shipyard are:

BLOOD DONOR PROGRAM	(of greatest benefit to Shipyard employees and their families)
CREDIT UNION	check-cashing, banking services, Christmas and Vacation Clubs, low-cost loans, etc.
BROAD FOOD SERVICES	cafeteria, snack-bar, coffee-carts, food vending machines, etc.
MEDICAL * DENTAL	(services described on pg. 29-30)
INFORMATION SERVICE	Shipyard internal weekly newspaper, public address, posters bulletin boards, mimeo bulletins, etc.
LOW-COST GROUP HEALTH INSURANCE SERVICE	
PERSONAL SERVICES	assistance with problems concerning transportation, housing, legal aid, welfare assistance, family aid.
RECREATIONAL PROGRAM	physical activities, social activities, outings.
RED FEATHER SERVICES ³	
SAFETY SHOE STORE	

Civil Service rules operate to protect both the employee and the United States Government. The author discovered an alarming number of interviewees who had tension-charged opinions concerning the institution called the United States Civil Service. The following twelve points of explanation about Civil Service quoted from "The Family Album of Boston Naval Shipyard," are presented here in order to lend context to the recorded comments of interviewees concerning Civil Service:

"A DOZEN FACTS ABOUT CIVIL SERVICE

1 When you accept employment with any government activity, you are assured of your job rights in accordance with rules and regulations of the United States Government, the Civil Service Commission and the Navy Department.

2 You will be entitled to all the exceptional advantages of Civil Service employment, such as a generous Retirement Plan, fair pay, fair treatment, eligibility for many types of incentive awards, and the respect and esteem normally due a citizen in the service of his country.

3 Employment at the Boston Naval Shipyard, or at any government establishment, is open to all qualified citizens of the United States in accordance with Civil Service Rules and Regulations.

4 Your selection for employment is determined by examination by the Civil Service Commission, and is dependent upon satisfactory meeting of the required standards established by the Civil Service Commission and the Navy Department.

5 As an applicant for employment, your physical fitness is determined by examination by the Civil Service Medical Officer of this activity.

6 There is no discrimination against an applicant or employee because of race, color, creed or affiliation with labor groups or other lawful organizations.

7 Employees are not permitted to belong to any organization in which they may be obliged to strike or to assist any strike against the United States of America.

8 Employees must not belong to or join any organization which advocates the overthrow of the constitutional form of government.

9 Employees must not take an active part in political management or campaigns. You retain your right to vote and to express opinions privately on political subjects, of course.

10 You are hired on the assumption that you are willing to work during such hours and on such days and in such locations in the greater Boston area as the yard management may specify.

11 The first twelve months of your employment are considered to be a trial period.

12 Employees are recalled from reinstatement reserve lists and then from reappointment lists before new employees are offered appointments."

These are the rules which for the Civil Service context for the civilian employees of the Boston Naval Shipyard. In a later portion, where so many interviewees are quoted as being unsympathetic to Civil Service, we can usefully refer back to the above list and thereby make an objectively-based

decisions as to the validity of the employee complaints concerning Civil Service Regulations and policy.

Let us now turn to the examination of how the Shipyard proceeds in its dealings with its three major internal publics:

THE NAVY PUBLIC

The standard procedure which has been set up for the arrival of U. S. Navy ship repair "customers" includes the following things. A Ship Superintendent and an Assistant Planning and Estimating Superintendent are assigned to the particular ship before it arrives. When it docks, the Ship Superintendent boards the vessel and does the following:

- a introduces himself to the commanding officer, the executive officer and heads of departments;
- b ensures that the brow, utilities and services are connected to the ship;
- c gives necessary information on Shipyard waterfront housekeeping program and answers any immediate questions.

An Administrative Arrival Conference is held as soon as is practicable in order to welcome the ship and to present the ship's officers with a short indoctrination in Shipyard regulations and procedures. The Shipyard facility offers a very wide

range of services to the "customers" -- both the officers and the enlisted men of ships in for work.

The following such services are available:

- a Tugs and Pilots
- b Berthing Arrangements
- c Telephones
- d Guard Mail Center
- e Fresh Water
- f Steam
- g Electricity
- h Compressed Air
- i Production Facilities & Service
- j Boiler Feed Water Analysis Training
- k Radiac Equipment Calibration and Repair
- l Motion Picture Exchange
- m Divine Services
- n Navy Exchange
- o Commercial Dry Cleaners, Laundry, Mobile Canteen
- p Berthing and Messing
- q Public Information: "Commanding Officers of ships present at Yard are requested to:
 - a) Refer public information items relating to the Shipyard Commander via the Administrative Assistant to the Commander;
 - b) Release information on matters pertaining to the Ship's activities only after the nature and text of the information⁵ has been approved by the Distric PIO."

THE INTERNAL PUBLICS

Dr. Otto Lerbinger, in his article, "Employee Communications", reminds us that the process of communications is threefold in nature -- it goes down, up and across:

Downward goes word of the policies that guide the actions of the entire organization; down, too, go specific instructions, rules, orders. Upward go the raw materials of decision making -- the countless production and accounting facts that, with each upward step, are further cap-suled. A newer addition to this upward flow is information about what people below are thinking, how they react to management decisions, and what they want from management. Finally, across go specialized bits of knowledge from one expert to another, from staff management to line management. There is a constant exchange of different viewpoints on problems, taking place through memoranda, telephone calls, informal chats, and formal committee meetings.

The problem of tapping this communications flow is quite important in planning a meaningful public relations program for any industrial organization. Employee morale is clearly reflected in the condition of an industrial organization's community relations status. We can find relevant application for the above communications analysis, if only we seek in the right areas.

The problem of discovering employee attitudes is complex. We often use handy stereotypes in dealing with generalizations concerning the way in which large

numbers of people think and feel. This is a useful and even necessary first-step. But it is only a start. Stereotypes are often misleading because they are the product of our own internal prejudices, predispositions and psychological "sets". There are other meaningful ways of arriving at employee attitudes, and most can honestly claim a modicum of objectivity.

The Beneficial Suggestion Program might prove a promising place for the Shipyard management to seek-out information concerning sub-surface data about employee morale and attitudes. By reasoning deductively from all the suggestions submitted ("good" and "bad"), management might be able to tap a meaningful information source of attitudes and opinions of the employees towards their working context -- physical and human.

The Beneficial Suggestion Program was established in 1919. Its present form is an attempt on the part of the Navy to secure suggestions from employees, outside of their regular line of duties, for ways of saving time, money material and of ways to improve the general welfare of their fellow workers. Employee participation allows realization of the following gains: cash awards, recognition, prestige, cooperation and better working conditions. Management benefits through improved safety, improved employee morale, improved production and services, reduced costs, improved tools,

equipment and processes.

For an alert public relations analyst, a thorough search through all suggestions could well lead to an interesting new insight into hidden needs and desires which might well be adversely influencing employee morale. Present participation in the Beneficial Suggestion Program is more than 25 per cent of Shipyard employees, and the numbers are increasing each year. The above analysis might be a fruitful source of information -- the cost of investigating it would be negligible.

There are other potentially rich sources of feed-back at the Shipyard. One way could be a thoroughly professional opinion-attitude research survey. The time and expense involved in this approach, however, would probably prohibit its use.

Other sources of information about employee attitudes might include an examination of recent Shipyard records -- grievance reports, safety reports, performance reports of various kinds.

Another is to interview management and supervisory personnel in order to discover what communications problems they perceive. Sometimes a communications planning committee is useful for this purpose. Finally, periodic surveys must be taken. These surveys discover those attitudes and needs that escape the notice of management and supervisory personnel or are intentionally or unintentionally distorted by them. It is a form of direct communication between worker and top management.⁷

The periodic surveys mentioned above need not be elaborate or expensive. They easily could be random, five-minute chats with rank and file employees; attempts to get at gripes and the causal tensions behind them. The author found that his brief, chatty interviews were rich in content, when the conversation was channelled along the desired paths.

The recommendations for needed improvements and changes which are reported in the final portion of this paper derive from just such a series of informal interviews conducted over a three-month period by the author within the organizational framework of the Shipyard. This attempt to get at attitudes and opinions can be referred to as a seeking of "feedback." Listening carefully is an efficient way of discovering obscure facts about the weak points of an organization.

FOOTNOTES

- 1 Bertrand R. Canfield, Public Relations Principles, Cases and Problems, (Homewood, Illinois: Richard D. Irwin, Inc., 1960), p. 19.
- 2 "Boston Naval Shipyard News," 2 Feb. '62., p. 4.
- 3 Boston Naval Shipyard, "Family Album of Boston Naval Shipyard", (Boston Naval Shipyard: 1952), p. 34.
- 4 Ibid.
- 5 "Information Booklet For Ships", op. cit., p. 5.
- 6 Dr. Otto Lerbinger, op. cit., p. 448.
- 7 Ibid., p. 444.

CHAPTER V
THE SHIPYARD AND ITS EMPLOYEES

Before we discuss the Shipyard interview results, it would seem to be appropriate for us to try to place the Shipyard and its workers in an objective context. To do this, data concerning the condition of the Yard's physical plant, official views on the advisability of keeping the Shipyard open and selected statistical data depicting the "average" Boston Naval Shipyard civilian worker are presented on the following pages.

The "Report of Special Subcommittee On Utilization Of Naval Shipyard Facilities," published on September 19, 1961, was submitted to the Chairman of the Committee On Armed Services, United States House of Representatives, as a fact-finding project. It apparently resulted from a deep concern on the part of many members of the Armed Services Committee concerning the status of United States Naval Shipyard Facilities. To quote from the Report:

Their concern manifested itself in many ways and principally stemmed from an apparent reluctance on the part of Navy representatives to recommend and support a long-range military construction program designed to modernize existing naval shipyard facilities. As a consequence, many members of the Congress were of the opinion that this position of the Department gave credence to the rumored possibility that certain of these shipyards were being recommended for possible early

deactivation.¹

Thus the general inquiry was initiated. Expert Naval testimony was given. Several conclusions resulted. The Subcommittee came to the definite conclusion that "any effort to reduce or abolish this essential support system would only result in detracting from the total capability of our Naval force with a consequent impairment of our national security."²

They expressed concern that production equipment now in use by the United States Naval Shipyards is essentially obsolete. Apparently private American shipbuilders face the same problem, while many foreign shipyard, which were demolished during World War II, have been completely refurbished and are now equipped in the most modern manner. The result is that American shipbuilding, plagued with high labor costs, faces the additional burden of obsolete production equipment, a burden unshared by most other industrial nations.

To correct this situation, "the Subcommittee has recommended immediate initiation by the Department of the Navy of a 10-year modernization program which will accomplish the incremental replacement of obsolete and obsolescent production equipment at Naval Shipyards. Cost is estimated at \$200 million at an annual cost of \$20 million."³

Justification for this program includes

includes increased production economies and a greater ability on the part of our Naval Shipyards to respond to emergencies in the minimum amount of time.

"The subcommittee believes that it is imperative that responsible Navy officials give continuing attention to the correlation of changing fleet requirements with the overhaul and repair capabilities at all Naval Shipyards, and promptly initiate appropriate changes in these capabilities."⁴ This portion of the report refers specifically to the question of repair and overhaul capability for nuclear-propelled vessels.

The Report delves into reasons why some shipyards are given one type of work, and other shipyards, other types. The present principal use of the Boston Naval Shipyard is stated in the Report as being, "Conversion, modernization and overhaul of surface ships up to, but not including Forrestal Carriers."⁵ It notes that there is little duplication in the uses to which the various United States Shipyards are put. It is reasonable to infer then that the present role of the Shipyard has been arrived at with the best interest of our Country's total defense posture as the primary consideration. It would seem that the Boston Naval Shipyard is here to stay, at least for the foreseeable future.

In the Introduction of this Paper, it was mentioned that the primary concern of employees at the Shipyard seemed to be fear of a reduction-in-force or even of a complete closing of the Yard. The Subcommittee states that "while Shipyard employment could be increased substantially without any significant increase in the cost of a direct-labor man-day, there remain other factors which nevertheless would affect the efficiency of Yard employees. Perhaps the most significant of these is the question of employee morale. Employee morale is necessarily reduced whenever radical changes occur in employment levels."⁶

The employment level has remained relatively stable at the Shipyard over the past five years (see appended chart, "Employees On Board". Rumors, however, keep tension constantly in the air and the fact that the Subcommittee mentioned employee morale as being, in part, a function of changes in employment levels supports our concern over such nebulous tensions. It is vital that the new public relations program make a concerted effort to present, to the fullest possible extent, the facts concerning the optimistic future of the Shipyard to its employees.

The proposed public relations people should stress the fact that much of the recent reductions have mostly been the result of the Navy Department's attempt to get its Shipyards out of competition with private civilian enterprise. Such reductions certainly do not affect the ability of the Shipyard to repair a ship -- that ability is, in the final analysis, the only reason for the Shipyard's existence.

The following quotation will explain how and when such a modernization program might be undertaken:

Representatives of the Department of the Navy have advised that no formal requests have been made for funds to accomplish this essential modernization because of the higher priority attached by the Department of Defense to other procurement items. The members of the Subcommittee were of the unanimous opinion that provision should be made in the fiscal year 1963 budget for the initial replacement and modernization of production equipment at all Naval Shipyards. This initial step should provide a minimum of \$20 million.

When the objective truth concerning the the probable future of the Shipyard has been explained to the employees in an effective use of all communications media available to management, the incidence of much tension-caused discontent among workers should be drastically reduced.

THE AVERAGE SHIPYARD WORKER

The following facts are presented in order to illustrate the important economic and social role which the employees of the Boston Naval Shipyard play in the communities surrounding the Yard. (The statistics are freely adapted from a National Association of Government Employees Brief, which in turn used figures collected by the Industrial Relations Office.)

The 9,500 employees of the Shipyard comprise one sixth of all Federal employees who reside in the Commonwealth. One in every 69 working residents in the six counties immediately surrounding the Shipyard is a Boston Naval Shipyard employee. The odds are 1 to 3 that they live in either Middlesex County or Suffolk County. Chances are 9 to 5 that they live north of the Shipyard and 2 to 1 that they live outside of the City of Boston. They live within a 40-mile radius of the Shipyard;

- a) 5,260 live north of the Shipyard;
- b) 4,240 live south of the Shipyard;
- c) 3,500 live in Suffolk County;
- d) 3,250 live in Middlesex County;
- e) 1,200 live in Norfolk County;
- f) 950 live in Essex, 60 in Bristol;
- g) Approximately 200 live beyond the 40-mile radius of Boston, 100 live out of state.

- h) Shipyard families in Boston have an average of less than 4 to support;
- i) Shipyard families living in the suburbs have an average of 4 to support;
- j) U. S. schooling grants of \$2,500,000 annually average out to \$110 for each school age child yearly;
- k) One of every 130 families in Boston is a Shipyard family;
- l) Shipyard workers receive a total of \$55,000,000;
- m) They purchase \$3,000,000 in government bonds each year;
- n) They pay \$7,000,000 in Federal Income Tax -- \$600,000 in State Income Tax;
- o) \$4,600,000 of their pay goes toward retirement, health plans and life insurance;
- p) Their collective take-home pay is \$40,000,000 annually;
- q) \$15,000,000 is spent annually in Suffolk County, the same amount in Middlesex County and \$4,000,000 in Norfolk;
- r) The commute by auto 15,000,000 miles per year -- 2,000 cars are parked daily in private parking lots;
- s) Their average age is 47, average time employed by government: 17 years; Most have graduated from high school, 25% have attended college.
- t) They make significant contributions to their churches and charities and are active in community works, youth movements, municipal affairs, etc. 8

FOOTNOTES

- 1 Committee On Armed Services, House of Representatives, "Report Of Special Subcommittee On Utilization Of Naval Shipyard Facilities", (Washington: U. S. Government Printing Office, 1961), p. 2843.
- 2 Ibid., p. 2841.
- 3 Ibid., p. 2842.
- 4 Ibid.
- 5 Ibid., p. 2848.
- 6 Ibid.
- 7 Ibid.
- 8 National Association of Government Employees, op. cit., no page number listed.

CHAPTER VI
INTERVIEW FINDINGS

The central source of research data for this paper was obtained through informal, non-directive employee interviews conducted by the author in the fall of 1961. These interviews represent an attempt by the author and the Administration of the Shipyard to discover employee attitudes and opinions toward their work, their employer and their fellow-workers.

The importance of establishing two-way communications between management and employees has been stressed as necessary for the establishment of good worker morale and pride -- both of which are essential for the founding of a basis for an effective community relations program. The interviews proved to be a method of examining the condition of such internal communications at the Shipyard and of discovering suggestions for needed improvements in communications and the plant.

Rather than to present the findings in graph or statistical form the author has chosen to make near-verbatim quotes of interviewees in their own words. The results have been grouped into categories of "Public Relations Problems" and "Public Relations Assets".

For purposes of objectivity, the author has omitted any mention of the source of the following quotations or of the frequency with which they occurred. This path was selected because each comment deserves full consideration on its own merit without the addition of a source or frequency notation with their built-in danger of prejudice.

PUBLIC RELATIONS PROBLEMS

A Internal Communications Problems:

- a "The Yard paper omits really important news; they only print what they want us to know."
- b "Channel-skipping is the biggest single factor in starting rumors. The men won't wait for an official explanation -- prefer to believe the tallest possible tale."
- c "Rumors about RIF (reduction in force) is the biggest rumor factor and the one that does most to eat-away morale."
- d "There's not any employee handbook for the Shipyard."
- e "There's not Apprentice Rule Book nor an Instruction Book for the new apprentice -- this makes for confusion and a harder job of teaching the apprentices. They have a harder job to get adjusted to the program with these."
- f "How can we explain mix-ups material shortages, and so forth to the water front workers so they don't lose heart? There's a communications brick wall between management and the blue-collars."
- g "Distributing the "NEWS" is often a problem. It seems some workers never get their copies."
- h "The Yard newspaper is burdened with the job which by rights, belongs to middle-management, but which is often ignored by them. It has to try to make contact with the workers themselves because bosses fail to read many instructions."

B External Communications Problems:

- a "The biggest public relations job the Yard has is to bring up to par the low level of the general public's knowledge about the Yard's economic and defense contributions to the area."
- b "The Shipyard's community relations is in a bad way and the public relations is worse."
- c "Attracting skilled craftsmen is my department's biggest job."
- d "The problem of attracting and keeping good engineers is our biggest problem. We've lost more good men in the last five years than we've been able to hire replacements for."
- e "The worst public information bottle neck I can think of, off-hand is the Press pass admittance problem at the main gates. The guards just don't understand how important newspaper men are to the Yard."
- f "The car pass problem for legitimate salesmen is a big Shipyard public relations headache."
- g "Tax-payers think they own any government property; they get real mad when the guards don't give run of the Shipyard with their cars."
- h "Ex-Officers try to use their old I.D. badges to get into the Yard for business purposes. They get mad when they're refused entrance."
- i "The Boston Chamber of Commerce couldn't care less about the Shipyard. They are completely and cynically indifferent to our existence."
- j "Our political representatives don't do the job for us that they should. Just look at Senator Rivers and what he's done for Charleston, South Carolina."
- k "There are too many voices in the Yard claiming to speak for the entire Shipyard. I've had Congressmen call and say, 'what does the Shipyard want? I've hear five different versions of their complaints and petitions.' We need to get our public relations pitches coordinated."

B External Communications Problems (con't.):

- l "Only the bad things -- rumors about the Yard closing, or a fire, ever make the daily Boston papers."
- m "Civil Service has a bad name -- a loafer stigma -- attached to it in too many peoples' minds. That means they're hostile to Shipyard workers and the workers' morale is hurt because they don't feel proud of being 'public servants'".
- n "Profession men -- engineers, etc., feel that Civil Service work is flunky work and so they refuse to even consider working here at BNS."
- o "What we need is good personal contact with the editors of the Boston papers so we'll get fair treatment and an occasional favorable story about the Yard."
- p "Private doctors resent rumors that the BNS Medical Department is treating non-accident cases. This causes professional resentment against Shipyard and Shipyard doctors, alike."
- q "We need to sell the idea that BNS is a good place to work, that there is great challenge and opportunity for training; we need to attract top-notch people but the public stereotype of Civil Service makes this nearly impossible."
- r "We must convince the administrations of the technical schools and colleges that BNS is a good place for a young engineer to start his career."

C Shipyard Administrative Problems:

- a "We need a Management Council to help the Planning Officer coordinate jobs; he'd be a permanent technical advisor to the Shipyard Commander, too."
- b "We need a profession civilian general manager for the entire Shipyard."

C Shipyard Administrative Problems (con't.):

- c "Civil Service Regulations make discipline, rewarding and firing more trouble than its worth. I think the system defeats its own purpose."
- d "The management-leadership of the Shipyard is so bad, it's almost non-existent. This means that the leadership-vacuum creates very low morale levels and problems of motivation."
- e "There are too many middle aged workers who know they've got it knocked -- retirement is almost here -- so they don't care what happens to the jobs of younger people. They also do morale-damage by blocking-up the upper level positions and almost freezing younger, capable men in dead-end jobs."
- f "Ship Supervisors have to 'baby' their men to get a minimum amount of work out of them because of the soft Civil Service Regulations. They have to waste time "motivating" the men instead of merely giving them instructions and having them obeyed."
- g "The Administration of the Yard caters altogether too much to the whims of the workers."
- h "There are daily complaints, minor as yet, of employees violating local parking laws. The hotbed for this is in the Charlestown Housing Project."
- i "Drinking on the job is a big headache. Supers won't report their men if they can 'look the other way'; when they do, the Doctor gets stuck with making the decision after most of the effects of the alcohol have worn off. Safety suffers greatly from the present set-up."
- j "Shipyard Dispensary patients try to diagnose themselves. When the Medic disagrees, they get mad and spread foul rumors about the quacks in the BNS Dispensary."
- k "The Doctors are often over-worked because of the 'something-for-nothing' psychology attached to the free medical aid feature of the Dispensary."

C Shipyard Administrative Problems (con't.):

- l "The incentive system at the Shipyard is totally inadequate for the motivation job which faces management."
- m "The coffee break is a disgracefully abused privilege on the water front."
- n "Too often, Officers find themselves supervising civilians -- this is sometimes a real source of friction, resentment and morale difficulty."
- o "Paper job orders have to passed through a verbal un-scrambler on the water front in order for the workers to grasp 'water front reality. Water front workers can't see the work that the office workers do, so they don't really think that much work gets done in offices."
- p "Crafts dominate the work load -- these jobs don't lend themselves to repetitive set-ups nor to time, motion and quality study and control."
- q. "Lower and middle-level conferences are useful. The general, all-purpose conference is useless."
- r "The water fron coffee vending arrangement is a success in the eyes of the Industrial Relations people; it makes Production very undhappy."
- s "The supply service on materials needed for jobs in progress is often slow. That means shortages and the men waste time scavenging around for parts and materials."

D Employee Morale Problems:

- a "Minor thefts gives Yard a morale black-eye."
- b "Braggarts on MTA sit back and loudly boast about not having done anything for their pay. This makes honest workers sometimes ashamed of being connected with an outfit with a name for lazy Civil Service workers and sometimes it makes them resentful. Either way, it's poison for morale."
- c "Shop merger rumors do big damage to the morale of workers -- they often feel threatened. This means that they can't relax and feel completely comfortable -- r i f rumors nag them."
- d "There is no formal human relations training for developing new leaders from within the ranks of workers. This training should be added at once."
- e "The unions and employees associations can do all the talking they want. This builds up tension which is normally let off by action; action is denied under Civil Service. The tension remains."
- f "There is a chop-off of vertical mobility for younger men. The system favors senior personnel and supervisors and veterans. This hurts the morale of the younger men who won't to get ahead, but feel they can't."
- g "There is an alarming divorce of union members from their leaders. A few voices claim to speak authoritatively for many. Leadership is denied to many members who might aspire to it because of internal political set-ups."
- h "There is a continuous flow of untrained union leaders, who can only serve for three years and then their services are lost for good. This means that someone is always learning but once they have learned they're automatically retired."
- i "Supers of mechanics gripe about shortages and the apparent lack of coordination. They can't see the whole picture and no one from management bothers to explain that there are legitimate reasons -- money and time factors vs. easiest way."

D Employee Morale Problems (con't.):

- j "There is not sufficient, fairly administered parking space."
- k "Unpatriotic cynicism is rampant in the Yard."
- l "The method of determining pay for the blue collar workers means that they stay at current pay levels consistent with civilian workers in private industry. The white collar worker must unfairly wait for Congress to admit that the times are changing. An elevator operator in a government hospital might well get more than a registered nurse who works under Civil Service regs."
- m "Morale is hurt by the lack of enough good incentives for worthy workers."
- n "The morale level at BNS is pathetic."
- o "The non-permissive attitude of management does a lot to hurt the morale level at the Shipyard."
- p "Water front mechanics are sometimes at angles, because the mechanic won't believe that his boss can still do handcraft work. That makes him suspicious of his Super's orders and advice."
- q "The rumor mill tosses about 50 per cent more material into a story than it had when it started making the rounds. The additions usually don't help morale a bit."
- r "Fear of r i f, not shutdown, is biggest detriment to good employee morale."
- s "Belly-aching about the Shipyard to their families is an old BNS tradition -- it sometimes spreads to friends, then another chink is knocked in the morale of the Yard."
- t "Worker morale is a function of work load."
- u "The shamefully low United Fund Contributions in 1961 is our best indication of low employee morale."
- v "Food costs too much and the water front coffee machines don't work well."

E Community Relations Needs:

- a "The Shipyard should establish a volunteer community relations council, headed by the new Shipyard public relations man, which could coordinate and strengthen the work and goals of all the individuals, groups and organizations in the Yard which are interested in seeing the Shipyard's public image improved."
- b "The Shipyard needs a new civilian position, similar to the director of public relations found in private industry, who could act as "pr boss" and get the needed public relations jobs accomplished."
- c "The physical plant of the Shipyard is shabby. The electronic computers have air conditioning, but many important work-areas -- most in fact -- do not have even adequate ventilation for summer. How can we attract top-flight engineers if they are expected to work in a hot house?"
- d "The acute parking problem is a real threat to any attempt to improve relations with the people who visit the Shipyard."
- e "The poor entrances and exits to the Yard present a real safety and community relations liability. Something must be done about them."

PUBLIC RELATIONS ASSETS

A Administrative Strengths:

- a "The Shipyard enjoys a very good working relationship with the engineering company representatives. In emergency situations, we can get immediate help and then sign the contract later."
- b "Ship Supers do a fine motivating job -- they establish a good working relationship between the ship and the employees."
- c "The regular meetings with Supervisors in the Production Department are successful and worthwhile -- there's no yelling except on safety."

A Administrative Strengths (con't.):

- d "The fact that strikes are not allowed in the Shipyard is both an administrative and public relations asset."

B Employee Morale Strengths:

- a. "A good case can be made for the fact that morale in the Shipyard is high, based on the very low rate of turn-over the Civil Service benefits which are offered and the fine retire program which is available."
- b. "Morale is pretty fair, even though the temporary workers are being laid-off."
- c "There are signs of good community spirit at the annual Christmas Parties for needy kids."
- d "There are some very fine retirement parties which seem to me to mean that morale is pretty high."
- e "The internal promotion system is so good that by itself it makes an automatic recruiter for new employees."
- f "The newspaper feature story about the USS ALBANY was very good for the morale of the workers on that project."
- g "Morale in my area couldn't be better."
- h "We have the best working conditions in the country compared to similar outfits."
- i "The men are proud of all the skills and crafts which can be found in the yard. They know we're flexible and can actually fabricate almost any need part that's otherwise impossible to get hold of."

C Community Relations Advantages (real and potential):

- a "The Shipyard has excellent photo and reproduction facilities."
- b "The NCAA Community Relations Project, with personal invitations for guests, is a real first step toward a better understanding of the Shipyard by its communities."

C Community Relations Advantages (con't.):

- c "The Shipyard produces exceptional performance --our work is the best of any U. S. Shipyard for in-service Fleet operation. We do good work. Why can't we just tell the public our story?"
- d "Our city/government relations are excellent."
- e "We often help Boston by plowing outside our boundaries so the Boston Department of Public Works doesn't have that job to bother with."
- f "We often loan our big plows and operators to the City during bad snow storms."
- g "We have a mutual fire assistance agreement with the Boston Fire Department -- we both profit by the arrangement and so do the tax payers."
- h "We are mighty big customers of gas water, electricity coal, etc."
- i "Small local business contractors get quite a lot of Shipyard work. All our windows are cleaned by commercial firms, one-half of our janitorial work is done by outsiders. All the asphalt roads are paved by local private firms."
- j "We work closely and well with local police, especially in cases of traffic violations."
- k "When a worker dies at the Shipyard, his family receives a personal visit by the deceased man's boss -- the job is never left to the coroner."
- l "The editors of the papers in Lynn, Everett, Chelsea, Malden and Charlestown; the chambers of commerce in those towns and their city government officials are all aware of and try to boost the Shipyard."
- m "The State Legislature has always been completely cooperative during BNS emergencies -- they've passed two pro-Shipyard Resolutions for more work for the Boston Naval Shipyard."

D Shipyard Public Relations Aids and Activities:

- a "The Industrial Relations Office has generated statistics concerning the "average worker" at the Boston Naval Shipyard. This information has been converted into 35 m.m. slides and is available for use by employees in their talks about the Shipyard to their clubs in their communities. The set does a fine job of stressing the Shipyard's economic contribution to the area."
- b "Customer parties, cocktail hours for officers from a certain number of ships in for repairs, are given at the Officers' Club and paid for by civilian Shipyard employees on a pro-rated basis."
- c "Vibration trials are pre-work ship checks where design people are sent about the new customer's vessel in order to ensure the best possible pre-work planning and ultimate satisfaction with the work of the Shipyard."
- d "The Sea Power Presentation is often given to civic groups in the area. It does a fine job of selling the Navy to its viewers."
- e "The Ship Arrival Conference includes a 45-minute slide presentation of facts about the Shipyard which is a good public relations gesture."
- f "Shipyard Commander Brockett has given a presentation of the "Oceanograph" 35-m.m. slide set to an audience in Salen. It was very well received."
- g "The Machinists Union publishes bulletins for its members -- tries to promote the Yard and stresses the point that each man's work makes the Shipyard's reputation."
- h "The Supply Department Shop Committee Conference is an effective, on-a-month relief valve. Complaints are repetitious, but it lets off accumulated steam."
- i "The Supply Department's Monthly Management Meeting is an effective means of giving the Department's heads a feeling of being in on things. Topics include work problems and a presentation such as "Sea Power", "Brain-washing, etc."

D Shipyard Public Relations Aids (con't.):

- j "Once a week, the head of the Shipyard Dental Department attends post graduate seminars on prosthodontics and gives papers - participates. He often talks to the Mass. Dental Association and expects soon to give talks to some dental societies."

CHAPTER VII

RECOMMENDATIONS

The previous chapters of this paper represent an attempt at objective observation and presentation of the condition of contemporary community relations - public relations at the Boston Naval Shipyard. In this final chapter, the author attempts to evaluate these findings and to suggest recommendations for a revised program.

Up to this point we have traced the origins of the Shipyard; the evolution of its role in the defense context of the United States; explored its organizational structure and examined its various publics and the opinions of internal publics through selective interviews. In this final chapter of summation, evaluation and recommendation, the author will seek to present a case for the urgent need for a drastically reoriented philosophy of community relations - public relations for the Shipyard and to suggest possible methods for its implementation.

This chapter is organized around five key-word concepts: Integration, Identification, Information, Evaluation and Execution.

Integration represents our logical first-step. We must define our new public relations philosophy, generating a kind of "compass" which will tell us where we should want to be headed in terms of community relations - public relations. Our definition must be dynamic, yet generalized enough so that it becomes integrated into the thoughts and actions of Shipyard people at all levels -- civilian and military management through rank and file workers. It must be more than mere ritualistic words; it must become an integrated part of the human relations patterns of the Shipyard.

In an earlier portion of this paper it was pointed out that public relations is more than a management function. In its ideal form it is an activity which permeates all organizational functions as an operating philosophy and is the responsibility of all members. It is not the sole task of the public relations department. It is the one task in the Shipyard which demands the full cooperation and action of all hands, if it is to prove effective.

Our public relations philosophy can be broken down into two general parts: immediate goals and long-term goals. By unanimous agreement, the Shipyard has three major stories to tell its community public:

- a The Boston Naval Shipyard is a key contributor to the United

States defense effort;

- b The Boston Naval Shipyard makes an enormous economic contribution to the welfare of greater Boston;
- c The Boston Naval Shipyard is a good industrial neighbor.

The above three points form our basic theme for all future communications efforts. Both our immediate and long-term goals will stress these three basic points. The goals of the Shipyard can only be separated on paper into immediate and long-term categories. Our over-all goals must include the following imperatives:

- a Tell the Shipyard's three-sided story (defense contribution, economic contribution, good neighbor policy);
- b Tell all people connected with the Shipyard about its operations and convert them to good will ambassadors for the Yard;
- c Correct misunderstandings, answer criticism and repel attacks on the Shipyard by local groups who are misinformed about Shipyard policy and purpose;
- d Maintain a two-way flow of communication between the Shipyard and its local publics so that management not only informs but is, itself, informed about community-wide reaction to the existence and operation of the Shipyard;
- e Get acquainted with local opinion leaders by engaging in tours and luncheons for visitors to the Shipyard;

- f Win support of the community during times of rumors concerning reductions in force and the closing of the Yard by candid discussion of the issues involved and presentation of the Shipyard/Navy position.
- g Improve the Shipyard's standing as a good industrial neighbor by expanding its role in local projects and efforts - community health-welfare activities, participation in community life projects, sharing available services and facilities;
- h Get acquainted with the Shipyard's communities by inviting local groups and opinion leaders to meet Shipyard executives so that they may see how the Shipyard operates and what its many community-benefitting contributions are.
- i Aid local government in the improvement of public services and facilities.

Our immediate and long-term goals are clearly seen to be essentially the same: To further the development and holding of the community's respect for and confidence in the Shipyard and its people; to improve the Shipyard's relations with its Navy, Governmental and employee publics.

We have noted that the above goals must be integrated into the thoughts and actions of Shipyard people at all organizational levels. Identification, the chapter's second key-word, merely reminds us that we must always seek for the identification of the public interest in all our community relations - public relations efforts. Identification is a concept which we

have kept and must continue to keep upper-most in our thoughts when planning and executing our new program.

Evaluation, our third key-word concept, refers to the ever-present need for accurate evaluation of opinions and attitudes of Shipyard publics. If our over-all community relations - public relations program is like a compass, then evaluation, in this context, may be thought of as a continuing weather report. Sound evaluation will prove an invaluable tool for generating and capturing feed-back. Without it, our compass can easily guide us into stormy, treacherous waters.

Information, our fourth key-word concept, refers to the content of our communications effort. Our three basic themes -- defense contribution, economic contribution, good neighbor policy -- form the foundation for our information activities. It is variations of these three themes, interwoven and elaborated upon, that will determine the effectiveness and very nature of future Shipyard public relations communications activities.

Information flow in the employee communications effort at the Shipyard can be analyzed as:

- 1 Communications between management personnel and rank-and-file employees;

- 2 Formal communications material and programs prepared by staff organization;
- 3 New communications tasks identified with the new Department of Public Relations.

The above list indicates three informational areas which the Department of Public Relations will be expected to oversee. Other Departments besides Public Relations will share in this responsibility, however. A key factor in Shipyard employee relations and communications, the Industrial Relations Office, may seem to present a conflict of authority problem. Here the issue of potentially conflicting roles between the proposed new Department of Public Relations and the existing structure and function of the Industrial Relations Office arises. Dr. Lerbinger tells us that since World War II there has been a decided tendency for trained industrial relations personnel to assume a large portion of employee communications - information responsibility. Industrial relations people sometimes feel that this is a threatening infringement on their traditional role.² We can more meaningfully discuss this apparent conflict later in the paper, after we have described the requirements for the new Department of Public Relations and its Director.

THE NEW PUBLIC RELATIONS DEPARTMENT

It is the recommendation of the author that a new Department of Public Relations should be established at the Boston Naval Shipyard. A new civilian position, the Director of Public Relations, carrying a minimum Civil Service job classification of GS-9, would provide a head for the new Department. The man selected should be qualified for industrial public relations work by his education, experience and ability. Ideally, he should report directly to the Shipyard Commander. (If this proves impracticable, a feasible alternative might be for him to report to the Shipyard Commander through the Administrative Officer of the Shipyard.)

His qualifications require him to be a well-trained "alter ego" of the Shipyard Commander in matters pertaining to Shipyard community relations, - public relations. By this we mean that he should be personable and able to act as public spokesman for the Shipyard Commander in his absence; able to act in unison and conformity with the manner in which the Shipyard Commander might be expected to act -- in short, to "think like his boss thinks".

In his job, the new Director of Public Relations must seek to be an educator -- he must try very hard to infiltrate the ranks of the Shipyard with a realization of the importance of good community relations - public relations. His position in the organizational structure of the Shipyard must be made secure against varying administrations and administrators. Once a sound public relations policy and machinery for its execution has been established, means must be found for perpetuating it over the long-run. His position should ideally be made to work independently of Administrative changes.

His main role would be that of coordinator and initiator. He would act as the "spark plug" of the entire Shipyard public relations effort. Since he will hopefully report only to the Shipyard Commander, it is absolutely essential that he have full authority and responsibility to authorize the admission of members of the press and radio - television through the Shipyard gates.

He must have the ability to write simply, clearly and well. His role as "alter ego" for the Shipyard Commander should guarantee that he will prove "sympatico" -- in sympathy with the feelings and philosophy of the Shipyard administration. He must be able to communicate, through the written word, the

sentiments and opinions of the military mind and translate this information into readable and interesting copy. He should not be limited in this task by having to "lift" material, but be able to initiate and execute writing assignments for the Shipyard Commander by acting as an extension of his superior's personality.

His writing ability should also prepare him to be of great assistance to the rest of the Shipyard. He should be able to create, write and edit brochures, pamphlets and booklets for any authorized activity or department. He should not only be able to execute such work, but in his capacity as public relations "philosopher" for the Shipyard, he should know when such materials are needed and how to get authority to produce them. This function is an important part of his "spark plug" role.

He should be acquainted with the art of photography, able to crop photos, write meaningful and readable captions and know where to send them so they will receive deserved attention. He should also be able to design and prepare television "telops" which could supplement his radio spot announcements. His education and experience should prepare him for work in the graphic arts; he should be able to do rough lay outs and know where and how to get professional commercial art services of good quality.

His personality should be pleasing. He must have direct, personal contact with the "gatekeepers" of the press and radio - television. He must try to establish a cooperative working arrangement with these people by giving service as well as seeking space. His production of good stories and story-ideas should be fruitful enough to assure that the media of greater Boston give significantly increased coverage to the Shipyard. He should also be thoroughly familiar with all the various media of the area, know their specific formats and requirements and be acquainted with specific editors who most probably would be interested in Shipyard material.

In an earlier portion of this paper, the author mentioned that the Public Information Company Number One of the First Naval District, headed by Commander Robert Brett, could prove to be a real asset for our revised Shipyard community relations - public relations program. The new Director of Public Relations for the Shipyard should work, whenever possible, with this fine organization in order to take full advantage of the media contacts and experience which it possesses. (Many Naval Reserve Officers are attached to this Public Information Company and, at the same time, are civilian leaders in their respective media fields. Many of them are radio and television writers and announcers and newspaper and

magazine editors, writers and reporters.)

The organizational structure of the new Department of Public Relations for the Shipyard should include the following features:

- A An Assistant to the Director who would be suited to his position by education, experience and ability. His qualifications should run along the same lines as his superior. He should be able to write simply, clearly and well. Just as the Director of Public Relations should be an "alter ego" for the Shipyard Commander, so the Assistant to the Director of Public Relations should be an "alter ego" for his own boss. Therefore, his qualifications should go somewhat beyond the ability to write press releases, write and edit handbooks, brochures and speeches and feature articles. He also should be able to write captions for photographs, do picture-cropping, prepare radio and television spot announcements and make TV telops. His ability to meet and deal successfully with people, especially the press corps, should approach that of his superior. A working knowledge of graphic arts and photographs would also prove rewarding.
- B Two Clerk Typists who should be able to handle simple, routine editing assignments, mimeograph releases, and handle press inquiries for information over the telephone or in person.
- C A readily available photographer who would understand the photographic needs and styles of a public relations activity. This person should have 24-hour access to the Shipyard photo lab.
- D A physical plant which would include the following features:

- 1 A location which is convenient for press and other visitors to reach and which offers a minimum parking facility for three or four automobiles.
- 2 A comfortable and hospitable reception area for all visitors. Special attention should be given to the needs of visiting press corps members including: one or two writing tables, typewriters, paper and pencils and telephones. Coffee should be made available for those guests who desire it.
- 3 An ample office establishment, which would include ordinary accessories such as telephones, typewriters, etc., as well as a modern duplicating machine for press releases and "speed letters" a tape recorder, a Speed Graphic Camera and/or a Polaroid Land Camera.
- 4 Professional-style press release forms, printed on paper suitable for use in the duplicating machine.
- 5 A drafting table and graphic arts supplies.
- 6 Ample filing cabinets with room for storing all speeches, old releases, printed materials, photos and background material.
- 7 Ample routine office supplies.

THE COMMUNITY RELATIONS COMMITTEE

It is the recommendation of the author that a volunteer Community Relations Council be established at the Boston Naval Shipyard, under the guidance of the new Director of Public Relations. The Community Relations Committee, permanently chaired by the new Director of Public Relations, would be composed of a balanced representation of Shipyard people drawn from many areas. Representatives should be admitted to the Committee on the basis of interest and ability.

It would be the role of the Committee to seek to diffuse a spirit of public relations teamwork throughout the Shipyard. Jealousies between groups concerning their respective public relations activities would have to be subordinated; the energies released from such conflicts should be canalized into coordinated group works. The best talent and energy of each member group would be integrated into the total effort with the goal of working toward Shipyard-wide publicity and public relations benefit. Thus, previous isolated and un-coordinated publicity and public relations activity on the part of many Shipyard su-groups would become a dynamic, working whole; talents and resources would be pooled and the results should be fruitful.

The Committee should not be considered a

a policy-making body. Rather, it should avoid any attempt to usurp the authority of the Shipyard Administration, the Public Relations Director or the Planning Officer. It is an advisory task which is called for -- the Committee would supply strong feed-back from all parts of the Shipyard -- the resulting suggestions and recommendations would guarantee that the Director of Public Relations would do a better, more complete job of telling the Yard's story.

The Committee's primary function would be supplemented by its personalized, many-faceted public relations activity. It should not attempt to operate as a clearing house for complaints. However, legitimate suggestions and recommendations from Shipyard people could be funnelled through the Committee by using its manifold information root-systems as a source richly significant in feed-back. It should not and could not, by itself, cure such problems as air conditioning shortages, supervisor-employee conflicts and the problem of deteriorated physical plant situations. It could, however, advise member groups on public relations techniques and campaigns to help effect needed corrections and cures.

The author feels that approximate on dozen members would be an optimum number for the Committee's

membership roll. The positions on the Committee, which we have said would be permanently chaired by the new Director of Public Relations, should be as broadly representative of the entire Shipyard as possible. Permanent Committee members should include:

- A The Administrative Assistant to the Shipyard Commander;
- B The Shipyard's Administrative Officer;
- C The Editor of the Shipyard "News";
- D Heads or representatives from:
 - 1 The Management Engineering Office;
 - 2 The Industrial Relations Office;
 - 3 The Planning Department;
 - 4 The Public Works Department;
 - 5 The Supply Department;
 - 6 The Production Department;
- E Others on the Committee should be drawn, on a rotating basis, from:
 - 1 Recognized Employee Groups (The following groups have expressed interest in joining in the Committee's work: The Metal Trades Council, The Nation Association of Government Employees, The National Civilian Administrators Association and the Boston Naval Shipyard Apprentices and Alumni Association.)
 - 2 Key rank and file employees

The number of Committee members has been arbitrarily set at twelve because this would seem to be

an ideal compromise between too few and too many members for optimum operation. Fewer members would threaten to make the Committee unrepresentative; more would tend to make it cumbersome and unweildly.

Let us briefly review the proposed role of the new Community Relations Committee. It would be an action and advisory body, benefiting from the permanent chairmanship of a professional public relations man and, in return, benefiting the ultimate effectiveness of Shipyard public relations activity. It would act as a coordinating body, bringing interested and able Shipyard people together on common Shipyard community relations problems. Marshalling the best ideas and group energies, it could multiploy the effectiveness of any Shipyard public relations endeavor. At present, the Shipyard is criss-crossed with the individual publicity and public relations activities of many individual groups. These well-intentioned activities sometimes result in conflicting voices, each claiming to speak for the Yard to its various publics. A coordinated Committee-directed program promises to change the present disonnance into a harmonizing and effective group-directed activity.

Before we turn our attention to specific operational suggestions and recommendations for a revise community relations - public relations program for the Shipyard, it seems appropriate to discuss the previously mentioned apparent conflict of roles between the present Shipyard Industrial Relations Office and future Public Relations Department.

As we noted earlier, Industrial relations people sometimes fear that it is a definite infringement on their traditional role for trained industrial public relations personnel to assume a large portion of employee communications responsibility. Dr. Lerbinger gives two sides for the argument and a compromise working-solution which seems to the author to fit very nicely into the proposed public relations scheme for the Shipyard.

The public relations department argument given by Dr. Lerbinger is roughly as follows: Public relations men point out the following advantages for their handling of the responsibility of taking over a large portion of the employee communications tasks in an industrial complex:

- 1 They possess the necessary writing skill and know how to make a message interesting and attractive, readable and memorable. They know where and how to direct the message so that it reaches the appropriate audience;

- 2 They possess a broad public relations outlook on organizational problems and are a collecting point for information concerning internal and external organizational activities;
- 3 They accept the aggressive philosophy that an organization must not only act in a fair and proper manner, but must also then sell its position to its various publics in order to maximize the advantage for the organization. They claim that those in personnel administration many times fail to do this.³

The counter-argument, in favor of the Industrial Relations people is roughly as follows:

- 1 The industrial relations people are responsible for maintaining a contented and productive morale and efficient workers; misdirected activity by the public relations people could backfire and destroy much of the good will that has been carefully built up.
- 2 The industrial relations people are in closer contact with the line organization and employees. Thus they avoid the danger of dealing with stereotypes of employees. They possess specific knowledge of what employees are thinking at any given moment and of how they are likely to react to any given message. They are also better prepared to take advantage of the principle of organic evolution by integrating staff communications with line.⁴

A solution to the conflict between the above claims is found in Dr. Lerbinger's article. He tells us that the public relations department is an activity which is in an awkward jurisdictional position. It is concerned with all phases of the organization's operations that have a bearing on favorable attitudes of the organization. Previously he has established that "since favorable attitudes are a joint product of communications and everyday activities, public relations men can not take the attitude slice from all operations and put them under his jurisdiction. The task is more difficult."⁵

He suggests that the role of the industrial public relations man is to take it upon himself to teach other units within his organization to appreciate public relations objectives and to internalize sound public relations policies and practices into their everyday work life. This should be done without usurping the decision-making powers of other departments, but by convincing them that public relations can help the individual parts of the organization as well as the whole.

Thus employee morale and cooperation should remain the primary concern of the industrial relations department. "However, the public relations man should have a part in the drawing up of general policy in regard to employee communications, because employees are a valuable source of public relations. This is particularly

true with regard to governmental relations problems and community relations problems."

When it comes to specifics, the writing talents of the public relations department should be utilized in preparing media, such as organizational publications. But in doing so, it is essential that strong ties be maintained with the people in the personnel department.

When it comes to the preparation of employee handbooks and various booklets, these should be the main responsibility of the personnel department with respect to content. Here again, however, the public relations department can be of immense assistance by making this sometimes dull writing attractive, interesting and readable.

We can now readily see how this cooperation in role-taking between the industrial relations people and the public relations people would result in a mutually-advantageous symbiosis; a fusion of ideas and skills, contributing to the over-all effectiveness of the Shipyard's new community relations - public relations program.

THE CRUX OF THE REVISED PROGRAM

The essential ingredients of our program are contained in the six following imperatives:

- 1 Community relations begin at home; inform your employees first,
- 2 Produce a monthly newsletter for local opinion leaders -- by reaching people who are leaders in their communities, you reach many others,
- 3 Establish a well organized Speakers Bureau -- this costs nothing and key Shipyard people can spread the gospel of the Yard to many local groups,
- 4 Encourage Shipyard employees and officials to be active in their home communities and organizations,
- 5 Make intense and concentrated use of news releases,
- 6 Seek out as much radio and television time (especially spot announcements) as possible.

Once our program has been approved, the new Director of Public Relations must delegate authority for needed activities and projects, set deadlines, counsel those who need advice on community relations - public relations problems evaluate projects, results and the development of the overall program and make continuing recommendations for need changes in goals, projects and methods.

A key place to begin our task of keeping employees informed is with their wives, children and

close relatives. If the family is favorably impressed, the worker is given a morale boost and the family becomes a group of good will ambassadors for the Shipyard.

The Yard can keep families informed through brief newsletters mailed directly to workers' homes, letters of merit, appreciation and commendation, announcement of coming events, and notes of congratulations on attainments of career status by the employee. Outings, picnics, dances, and the Annual Armed Forces Day Open House are also good methods.

The following list suggests some of the items about which employees should receive information:

- 1 Overall Shipyard objectives and policies;
- 2 Recognition given long-term employees;
- 3 Employee benefits;
- 4 Layoff possibilities, reasons for these, how employees may be affected;
- 5 Personnel requirements of the Shipyard, resulting opportunities for employees;
- 6 Operation and objectives of the Beneficial Suggestion Program;
- 7 Major policy decisions which affect workers and their families;
- 8 The way in which the employee fits into the general Shipyard's operational patter -- his contribution.

Key people in the community should also be kept informed about Shipyard developments. This is easily and

effectively done by opinion-leader mailings (mimeographed newsletters are the least expensive). A mailing of copies of Shipyard speeches, the "NEWS", news releases and special reports. The possibility of inviting one or two community thought-leaders to sit in on the Community Relations Committee's meetings, in an advisory capacity, might be explored.

TELLING OUR STORY

The press is the cornerstone of good public relations. Publicity printed by newspapers is free -- the only draw-back is that the public relations man has no control over what part of his release or story will be printed, where it will appear in the paper, which edition it will appear in, or even if it will appear at all. We should put most of our emphasis on newspapers, but we must also remember that other communications channels must be used to supplement the limitations of the press.

It is not enough to send out current copies of the Shipyard "NEWS" as press releases. It is the job of the new Director of Public Relations to collect background material, generate ideas, write and reproduce releases and place them, to best advantage, with the papers in the area. This is where his friendly working relationship with the press corps will prove very valuable.

Press conferences should be arranged for any very special occasion (change of command, new processes, new Shipyard assignments). News tip -- an informal call to an editor or reporter to tell them of a story possibility -- is also useful. Courtesy and service to the press will result in benefits to the public relations program of the Shipyard far beyond reasonable expectations.

The Shipyard presents many story possibilities which will contribute to improved community relations.

The following are a few examples:

- 1 New appointments to key jobs,
- 2 Plans for new facilities or threats of closing existing facilities,
- 3 Key announcements and speeches by executives,
- 4 The introduction of new processes and procedures to effect production economies,
- 5 The economic impact of the Shipyard on the area,
- 6 Non-classified, new developments in equipment and technology which contributes to the Yard's effectiveness as a defense bastion,
- 7 Results of incentive awards program,
- 8 Vital organizational changes,
- 9 The accomplishment of significant goals,
- 10 Plans to hire more people or lay some off,
- 11 Acquisition of story-worthy new equipment,

- 12 Retirements,
- 13 Special employee achievements,
- 14 Changes in mission or goals of yard.

The hometown story, directed to the town in which the employee being publicized lives, should be used. A standard format for each kind of story (retirement, promotion, award for achievement, etc.) should be developed to simplify this program.

A clipping service should be subscribed to and a chronological scrapbook of clips should be maintained as a check of effectiveness of the newspaper publicity continuing campaign.

Radio and television can play a vital role in the overall task of telling the Shipyard's story. Merely because television is new and glamorous, we should not overlook the radio. Both radio and television are pledged to operate in the "public interest, convenience, or necessity," and so will willingly give free time to deserving stories, material and causes. News releases, converted into radio format, should be sent to radio and television news editors as well as to newspapers.

The spot announcement is a highly satisfactory means of telling about the Shipyard. With spots, many people can be reached repeatedly with simple, but meaningful messages.

Television spots consist of verbal copy edited to the needs of time and oral presentation, coupled with "telops" or slides which are projected on the the television screen simultaneously with the spoken message. The USS CONSTITUTION, the USS ALBANY, and the home of Admiral Espe all would make suitable photos from which telops could be produced. Historical and seasonal tie-ins are ways of making more sure that Shipyard material will be used.

Radio and television interview programs are popular in Boston. The possibility of having Shipyard workers, who can speak well publicly, as guests on such shows should be investigated. Since television demands visual supports and aids, radio programs present an easier market to "crack". However, big Shipyard events might lend themselves to news coverage by television camera men. The new Director of Public Relations will be familiar with all Boston and surrounding radio and television formats and needs. He can easily dovetail the Shipyard story into part of these stations and programs with great benefit to public information and interest in the Shipyard.

A Speakers Bureau for the Shipyard promises to provide several benefits to the overall public relations program. First, groups which invite a representative from the Shipyard to speak to them are predisposed

to hold the speaker as a high "credibility source". He is also quick to establish rapport with his audience, thus opening up a "two-way flow of communications". They not only tell the audience about the Shipyard, they can learn at first hand how the group thinks and feels about the Yard. This method can develop contacts which help promote understanding and cooperation.

The Director of Public Relations should maintain a file card index of all employees and management people who are able and willing to make public speaking engagements. The card should indicate their name, department, position, home address and phone, subject, and a list of past speaking engagements indicating to whom they have already told the Shipyard story. These speakers could be trained by the Shipyard Toastmasters Club. Engagements can be made with fraternal groups, social clubs, schools and colleges and civic groups. Additional interest can be given to these talks by supplementary audio-visual aids, some of which are now ready and others which should be added to the Shipyard Public Relations Department "stockpile".

Some direct mail materials can be used to good advantage in the program if they are planned carefully. A periodic community newsletter, on letterhead mimeograph stock, should be sent to local opinion leaders, groups, selected technical schools, clubs and organizations.

Copies of the revised "NEWS" and the new newsletter should be sent to all libraries, and places where people have time to kill by reading randomly, such as doctors and dentists offices, barber shops, etc. These should be accompanied by a brief mimeoed note explaining why the material is being sent.

Special event programs form the backbone of the present community relations program. The author feels that the richest potential for new special events is the guided tour for carefully selected groups. Emphasis should be placed on technical and engineering school publics -- students and faculties. The groups should be kept small and need not interfere with normal shop operation. Other events include exhibits, dedications of new facilities, ceremonies, conferences and meetings, special days and weeks (National Safety Week, Fire Prevention Week, National Employ the Physically Handicapped Week, etc.).

It might prove worthwhile to plan an open house during National Civil Service Week (observed during the week in which occurs the anniversary of the signing of the Civil Service Act of January 16, 1883). At any rate, this date would prove an appropriate time for the public relations people to produce a barrage of material on the contribution of Shipyard Civil Servants to the defense of the Country.

Internal Media should be milked for all the communications mileage possible. Advertising men have a slogan: "repetition is reputation". This is also true in employee communications. The facts should be told in many ways at many times in many different forms. Above all, management should seek, through the public relations and industrial relations channels, to destroy the stereotype that "management won't share and doesn't care".

The absence of an employee manual means that other media will have to assume the role usually reserved for such a booklet: The Shipyard "NEWS", paycheck inserts, all-personnel memos, flyers, and even briefed versions of the annual report for distribution to the internal publics. Bulletin boards should be kept neat and current. Exhibits, displays and demonstrations can usefully supplement movies and other audio-visuals. Word-of-mouth channels can be exploited by orientation and training programs, ceremonies, on-job supervisor-employee contacts, and the public address system.

The grapevine must be used to work in favor of management goals. This can be done by making sure that employees believe that management wants to share information. Employees must be encouraged to seek verification of the latest scuttlebut. The management problem of uncontrolled rumors -- the grapevine -- is the inevitable result of human interaction among large numbers of people.

The grapevine can not be killed. It can only be rendered harmless by "tuning in" on it. Management must try to "pipe in" facts into the grapevine. No employee must be rebuffed when he attempts to get answers; otherwise the grapevine will wind around management and create more and more harmful rumors. If management expects employees to play fairly and openly, it must return the favor. It must always seek to be open and frank, for there is no better insurance against a malignant twist in the inexorable grapevine.

SELECTED PROJECTS

Rather than attempt to present an arbitrary, step-by-step community relations map, the author has chosen to suggest the following projects which, when added to the preceding recommendations, should result in an improve relationship between the Boston Naval Shipyard and its several publics.

- 1 An inventory of the Shipyard's physical plant is needed. Glaring deficiencies, such as lack of air conditioning in critical morale areas (Design Department, etc.) hopefully should be taken care of.
- 2 Plant tours for engineering and technical students and faculties should be planned. Strong emphasis should be placed on the unique engineering and design career challenges which the Shipyard affords the prospective employee.
- 3 A new luncheon place, suitable for entertaining visiting groups, should be provided as an addition to Shipyard public relations effectiveness. The present set-up of the cafeteria and the Officers Club are extremes of insufficiency and inadequacy for the need.
- 4 The Sea Power presentation should have an addition -- a new closing which should be professionally prepared by the Director of Public Relations and which would plug the Shipyard as an important link in the defense of the United States.
- 5 Coffee break abuses on the waterfront contribute to the stereotype of shiftless civil service workers. There should be a gradual reformation of such violation, accomplished by a level-by-level change in operations from the supervisory level to the mechanics. Eventually, the new rule that each worker

- should take only his rightful 15 or 20 minute break at the coffee vending machine. The new enforcement would be made more palatable by making certain that all equipment operates properly and no one fails to get his coffee or other food within his allotted time.
- 6 The Community Fund Drive should be re-vitalized. In other Naval Shipyards, the master of one of the big shops is made head of such drives. This works in favor of morale and builds interest on the part of workers in their community-aid efforts.
 - 7 A Reception Committee for new employees in addition to a revised employee's handbook would aid in assuring the quick adjustment of new personnel to the needs of the Boston Naval Shipyard.
 - 8 Since the Boston Naval Shipyard is one of the last remaining full-skill range apprentice programs, steps should be taken to guarantee that the new employee-apprentice is prepared to take full advantage of his opportunity. The period of indoctrination should be held two months after hiring so that the worker can ask relevant, intelligent questions and use his experience as feedback. There should be available a good apprentice rules and instruction handbook.
 - 9 The Shipyard Public Relations Department should write and mail hometown-type stories about workers who have recently enjoyed accomplishments and successes. This builds pride in the worker and his family concerning the Yard and helps the entire community relations program.
 - 10 The Shipyard should extend its policy of offering available facilities to groups. Un-used rooms and facilities could be made available to groups for certain community events. The USS CONSTITUTION should always be made a focal point of any such visitations.

- 11 Additional Community Advisory Committee activity on the part of key Shipyard personnel should be engaged in. The present cooperation between the head of the Yard's Public Works Department and the city planning people should be imitated on other levels by other key figures. This will aid in developing cooperation and understanding between the civilian and military establishments. Such committees might include representatives of local, state and Federal governments, heads of local businesses, civilian leaders and representatives of the schools and the clergy.
- 12 Employer-Educator Committees might be established which would link the Shipyard with local schools in the effort to develop skilled workers who are needed by the plant. Perhaps obsolete tools and equipment could be made available to schools such as Wentworth Institute. Work-study and apprentice programs might also be developed
- 13 Full use of letters of appreciation and certificates to acknowledge service to the Shipyard should be sent to cooperative radio and television stations, newspapers, groups and individuals for their help. Inexpensive visitors certificates might be presented as mementos of visits to the Shipyard.
- 14 Milestones should be publicized. Such events as the completion of a year without a lost-time accident, the setting of a significant production record, a new technical invention or process, etc., deserves full press release coverage.
- 15 A "speaker-exchange" program might be established which would allow for the exchange of viewpoints between the Shipyard and cooperating groups. After one of the Yard people has spoken to a group, one of its members could reciprocate.

- 16 Publicity emphasis should be placed on the service and contribution of the Shipyard to the national security and to the local economy. Exhibits, displays and posters should be used to the fullest extent practicable.
- 17 Full publicity coverage should be sought for the Federal Employee's Incentive Awards Program. Vehicles for the accomplishment of this goal include ceremonies, exhibits, window displays, radio and television news releases, and hometown news coverage.
- 18 All the Shipyard's slides and film strips and any other audio-visual materials and equipment should be collected by the new Director of Public Relations and maintained by him in his office. A check-out plan should then be established for their safety.
- 19 The Public Relations Department should be prepared to handle the requests of students for background materials concerning the Shipyard's role in the history of the Navy. The material should supplement, not repeat that found in traditional school texts.
- 20 Window displays, arranged in cooperation with local merchants, banks, libraries, etc., can give a good lift to the community relations effort of the Shipyard. Tie-ins with Armed Forces Day and National Civil Service Week are definite possibilities.
- 21 Public Relations Training -- how to meet the public by telephone, by letter and in person -- would be a vital addition. Good attitude, manners and understanding will make the overall task of making friends for the Shipyard easier and more effective. Simple seminars and booklets could be produced, with special emphasis on those folks who have a great deal of contact with the public -- telephone operators, gate guards, Supply Department people, etc.
- 22 Professional-level employees should be encouraged to join and actively participate in the professional societies of their respective fields and to submit to the journals of these organizations.

- 23 Key personnel should be asked to submit brief biographical sketches which the Public Relations Department can use for background in writing necessary news releases and which the editor of the NEWS can use for possible weekly personality sketches.

Until we have received the results of the opinion-attitude survey of the Shipyard's external community publics which is described in later pages, we can do little more to suggest policy for the revision of the community relations - public relations program. The above steps should form a firm foundation for later additions and changes which should be expected from the empirical evidence which the author's successor is expected to produce.

THE SECOND PORTION OF THE STUDY

Up to this point we have been concerned with steps which can be executed at once, using data obtained from our interviews of personnel within the framework of the Boston Naval Shipyard. The balance of steps in the following outline require extensive opinion-attitude research in the towns and cities which lie within the area perviously described as the "Boston Naval Shipyard - Route 128 community perimeter.

We have made arrangements for this research to be executed by the author's successor, who will enjoy the undivided cooperation of the students in Professor Hills' PR 342 course at Boston University. This successor will be responsible for organizing, directing, collating and analyzing the data which will be obtained by Professor Hills' class.

The steps in the following outline should therefore be considered as guideposts for the second phase of this study; that phase dealing with external publics. These steps are not to be considered as any part of the author's portion of this study.

I ATTITUDES OF PUBLICS:

- A What attitudes do the various publics hold toward the Shipyard?
1. Favorable, neutral or unfavorable?
 2. In each case, what action or non-action caused the attitude?

- B Discuss the reason for these known attitudes.
- C How much do people understand of the work of the Shipyard?
- D Are present communications (both ways) effective?
- E How does each public feel about the contributions of the Shipyard?
- F How does each public feel about the methods used to provide the contributions in "E" above?
- G How do they feel about the quality of the organization's performance? (Are policies really followed out or just given lip-service?)
- H How has the organization tried to cope with these attitudes? What has been done to change unfavorable public opinion to favorable?

II External Relations - PR Programs and Policies:

- A The Community:
 - 1 A brief analysis of the communities with which the Shipyard deals.
 - 2 What factors in the community are important to consider in the development of a PR program for the Shipyard?
 - 3 How do the people in the community regard the Shipyard?
 - 4 What can be done to improve the existing relationship between the Shipyard and the community, or to maintain the status quo?

B Public Relations Activities
and Needs -- External Publics:

Analyze Shipyard external publics by answering or discussing the points outlined above under INTERNAL PUBLICS portion of Part One of this Study.

III Recommendations - for any necessary revisions for the program proposed in Part One of this Study. Draw up any needed revisions which the Boston Naval Shipyard should implement in order to complete its public relations reorganization.

Revise the program so that it includes:

- 1 What additionally is to be done and why?
- 2 What additional tools of communications should be used;
- 3 Additional personnel needed (if any) to complete the implementation of your suggested revisions.

The above outline represents an opportunity to make final revisions to the proposed reorganization program in community relations - public relations at the Boston Naval Shipyard. With the execution of these revisions, the study of the community relations problems of the Boston Naval Shipyard will be completed.

BOSTON NAVAL SHIPYARD
SHIPYARD COMMANDER CODE 100 (M)

POLICY COMMITTEES
<u>EXAMPLES:</u> Shipyard Development Board Safety Policy Committee Fire Prevention Council Shipyard Training Committee Incentive Awards Committee

MANAGEMENT ENGINEERING OFFICE 140
HEAD, MANAGEMENT ENGINEERING OFFICE 140
See Chart No. 2

INDUSTRIAL RELATIONS OFFICE 150
INDUSTRIAL RELATIONS OFFICER 150 (C)
See Chart No. 3

PLANNING DEPARTMENT 200
PLANNING OFFICER 200 (M)
See Chart No. 4

PRODUCTION DEPARTMENT 300
PRODUCTION OFFICER 300 (M)
See Chart No. 5

PUBLIC WORKS DEPARTMENT 400
PUBLIC WORKS OFFICER 400 (M)
See Chart No. 6

SUPPLY DEPARTMENT 500
SUPPLY OFFICER 500 (M)
See Chart No. 7

COMPTROLLER DEPARTMENT 600
COMPTROLLER 600 (M)
See Chart No. 8

MEDICAL DEPARTMENT 700
MEDICAL OFFICER 700
See Chart No. 9

DENTAL DEPARTMENT 750
DENTAL OFFICER 750
See Chart No. 10

ADMINISTRATIVE DEPARTMENT 800
ADMINISTRATIVE OFFICER 800 (M)
See Chart No. 11

DATE 1 MAY 1960	APPROVED <i>Ed. Ruelwan</i> CAPT, USN, COMMANDER, BOSTON NAVAL SHIPYARD	BUREAU OF SHIPS	BOSTON NAVAL SHIPYARD	SHIPYARD STRUCTURAL ORGANIZATION	CHART NO. 1
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