

**A DESCRIPTIVE STUDY OF
DIVERSITY MANAGEMENT AND TRAINING
IN TEXAS STATE GOVERNMENT AGENCIES**

by
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An Applied Research Project (Political Science 5397)
Submitted to
The Department of Political Science
In Partial Fulfillment for the Requirements
for the Degree of Masters of Public Administration

Spring 2000

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ACKNOWLEDGMENTS

I want to thank the Texas state agency human resources directors who took the time to participate in this research project. This document would not exist without their participation. I also want to thank Carol Darby and the Travis County Human Resources Department staff for their feedback during the design phase of my survey instrument.

I wish to extend special thanks to Dr. Patricia Shields for her knowledge, patience and encouragement throughout the entire research process. This document is a much better product because of her input. I also want to thank Dr. Barbara Trepagnier of the SWT Sociology Department for her valuable input on this project. Thanks also to Dr. Howard Balanoff for being a friend and mentor during my time spent in the MPA program, and to Dr. Charles Garafalo and Dr. Hassan Tajalli for their wisdom and kindness. My experience in the program was made more enjoyable because of the interest each of these professors took in my work.

Lastly, I want to thank my mom and dad for instilling in me the need to be responsible and practical. These values have carried me throughout life and were especially useful in graduate school.

ABSTRACT

The American workplace is becoming more diverse in regard to the race, gender, culture, life style and functional specialty of its workers. A steady increase in workforce diversity is expected in light of predictions by demographers that half of the United States population will be nonwhite by the year 2010. This expected demographic shift could have major implications on workplace dynamics including: communications problems; organizational conflict; a significant degree of value incongruence among employees; and increased stress levels among managers and staff. These potential challenges could jeopardize the meeting of organizational goals if workplaces are not properly prepared to handle increased diversity. In the face of these changes, traditional practices and styles of managing will require new and innovative interventions.

In this study, a survey is conducted of Texas state agency human resource directors to assess their opinions on whether Texas state agencies are taking the proper steps to effectively manage a diverse workforce. The opinions of human resource directors were also solicited regarding perceived advantages, disadvantages and consequences of diversity management programs and training. This assessment is based on key elements of diversity management that have been identified in current literature. The findings of the research indicate that a majority of Texas state agencies are addressing diversity either through multi-intervention diversity management programs or through diversity training. Survey results indicate, however, that human resources departments are not being fully utilized by agency leaders to help develop and implement the most effective diversity initiatives for their agencies. The findings also indicate that most agencies are lacking the necessary accountability measures to evaluate the effectiveness of existing diversity initiatives.

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CHAPTER 1

INTRODUCTION AND STATEMENT OF THE RESEARCH PURPOSE

Introduction

Consider for a moment four hypothetical workplace scenarios¹:

- You are a human resource manager for a state government information systems agency. The agency has experienced a high turnover rate, partly because people are offered higher salaries for the same skills in the private sector. You notice, however, that the attrition rate is higher among women and minorities. A couple of years ago you recruited Monica, an African-American woman who holds a graduate degree in computer science and has approximately 10 years of technical experience. Her skill set is an almost perfect match for the requirements of the department she was hired for. Monica recently came to you to express some concerns she had about the way the department is being managed. In staff meetings, she was constantly being told by her boss, Thomas, that her ideas “won’t work” and that there are “tried and true ways to do things” in this environment. (A majority of the managers are non-degreed and gained their technical experience in the military. A few have earned undergraduate degrees.) In addition, Monica tells you that Thomas constantly requires that she make revisions to her work, even though she knows that there are more technically efficient ways to accomplish the task. When she challenges him, he tells her “You people are so pushy! I’m only looking out for your interests.” She tells you that she takes offense to some of his comments and is having a difficult time with his “dictatorial” management style. She is considering putting her resume out on the streets.

¹The first two scenarios adapted from *Society for Human Resource Management Diversity Dilemmas* training materials. The last two scenarios adapted from Travis County Human Resources Department diversity training materials. Modifications were been made to original material to fit the scope of this study.

- Jesse is a single male about 35 years old. He works for a state agency that is involved in conducting extensive audits of other agencies. The department's work requires a number of people to support auditing efforts with extensive travel away from home for weeks. The supervisor of the department often assigns the same individuals, who are young and single, to the larger, long-term projects. These assignments are often outside the scope of the individuals' regular job duties. When the out-of-town assignments end, the employees return to weeks of work left unattended. It seems as if the responsibilities are being evenly divided until Jesse declines to accept a new long-term assignment. Jesse's manager begins to pressure him. Jesse protests, pointing out that both Maria and Eric have yet to go on any assignments that require being away from the office for more than two or three days at a time. The manager mumbles something about Jesse having nothing keeping him home on the weekends. Jesse explained that he spends time on the weekends visiting his elderly mother in a local nursing home. In frustration, Jesse asks: "Why does everyone assume that because I am single I don't have a life and family responsibilities?"
- Augustine, a recent immigrant from Nigeria, has approached his supervisor regarding two of his subordinates, Licia and Angel. Whenever Augustine makes a request of them, they seem to first enter into a conversation in Spanish, often smiling and laughing as they do so. Not only do they seem to be taking their time in handling his requests, but Augustine wonders if they are making fun of him.
- Joseph, a project manager for a public environmental agency, is known for making negative comments about homosexuals. Whenever a male employee acts in ways which are not stereotypically masculine (such as professing non-interest in sports), John makes comments like, "Is he queer or what?" Joseph ridicules any television or newspaper special on gay rights issues, and takes particular delight in pointing out the connection between gays and AIDS. Dan, another

employee, approaches the department head (who is also Joseph's supervisor) and says that he is highly offended by Joseph's comments and would like to be removed from the project that is being managed by Joseph. Dan doesn't want Joseph to know that he has brought this issue to the department head's attention.

Demographic experts are predicting that half of the American population will be nonwhite by the year 2010 (Block and Carter, 1998: 265). In addition to becoming more racially diverse, American workplaces will be comprised of more women and people with varying lifestyles and cultures in the coming years. This expected demographic shift may have major effects on corporate and governmental workplaces, including the probability that sticky situations similar to the scenarios illustrated above will become more common. Research² suggests that communications problems, increased organizational conflict and a significant degree of value incongruence among employees could result from rapid increases in work force diversity. Stress levels among managers, and line staff alike, could increase if the organization is not properly prepared to meet the challenges of diversity (Hopkins, et al., 1994: 434). In the face of these potential challenges, traditional practices and styles of managing will require new interventions.

Purpose of the Research

The study has four purposes. The first purpose is to determine which state government agencies in Texas have diversity management programs and offer diversity training. Second, is to solicit the opinions of Texas state agency human resource directors regarding the evidence of essential components of diversity management. Third, is to describe the perceptions and

²See Hopkins, Willie E., Karen Sterkel-Powell and Shirley A. Hopkins (1994). "Training Priorities for a Diverse Work Force." *Public Personnel Management*. 23: 429-437.

attitudes of Texas human resource directors toward the advantages, disadvantages and consequences of diversity management programs and training. Fourth, is to describe the perceptions of Texas human resource directors regarding their agency's level of preparedness to manage a diverse work force.

The nature of the research is descriptive. Descriptive categories, based on the current literature, include: the essential components, advantages, disadvantages and consequences of diversity management programs and training; and the level of preparedness to address increased diversity. These categories make up the conceptual framework for this study.

Chapter Summaries

This applied research project includes six chapters. Chapter 1 states the purpose of the research and provides this summary of the chapters. Chapter 2 contains a review of the literature on diversity management and training. The chapter introduces the concept of diversity management and provides a historical perspective of the emergence of diversity management as a common workplace concept. Chapter 2 also provides the expert opinions of human resources professionals regarding the essential components, advantages, disadvantages and consequences of diversity initiatives. Chapter 3 describes the institutional setting of the research project. An explanation of the research methodology is contained in Chapter 4. An assessment of the methodology chosen for the research and information regarding the research population is included in this chapter. Chapter 5 contains an analysis of the survey data. Chapter 6 concludes the report with a summary of the applied research project and recommendations. The survey instrument and list of state agencies examined in the study are provided in the appendices.

CHAPTER 2

LITERATURE REVIEW

Given the diversity of today's workforce, people can not achieve total quality and maximum performance if creativity and innovation from a whole group of people is discounted. If people can't make a contribution because of their ethnic background or gender we are sub-optimizing the opportunity to achieve quality.
James Kaiser, former Senior Vice President, Corning Glass Works Company (Dobbs, 1996: 354)

According to R. Roosevelt Thomas (1996)³, American workplaces embrace a particular phrase or concept every decade or so that stems from a general, wide-ranging issue (p. 4). Currently, the buzz phrase is "diversity management." *Diversity* refers to individual human differences that might include race, age, gender, cultural background, functional specialty, profession, sexual preference, life style, geographic origin, tenure with the organization, or position. For the purposes of this study, diversity is primarily addressed in a racial or cultural context. *Diversity management*⁴ refers to a strategic organizational approach to workforce diversity development. The goal of diversity management is to develop corporate strategies, systems and steps that encourage all persons in the organization to contribute to the bottom-line success of the organization while maintaining their individual, cultural and creative differences (Arrendondo, 1996: 17).

³R. Roosevelt Thomas, Jr., is the noted author of several books that address diversity issues in the workplace, including the book referenced in this study: *Redefining Diversity* (1996). John F. Smith, Jr., former Chairman of General Motors Corporation credits Thomas with helping the automobile company develop a diversity management program that is modeled by others in the business world.

⁴It is important to differentiate between the concepts of diversity management and affirmative action. Affirmative action policies were developed to increase the hiring and promotional opportunities for women and minorities in an effort to address past discrimination practices in the workplace. Diversity management represents a shift away from the assumptions defined by affirmative action towards a pragmatic approach to management practices that are inclusive and reflect the diversity of the workforce.

The purpose of this chapter is to provide a general description of what some organizations are doing to prepare themselves for a work force that is becoming more racially and culturally diverse. Emerging diversity management initiatives are explored in both private and governmental organizations. The expert opinions of human resources professionals and managers are provided regarding the essential components necessary to implement diversity management initiatives and evidence of organizational preparedness to address increased diversity. The perceived advantages, disadvantages and consequences of diversity management programs and diversity training are also discussed. In addition, several areas of scholarly inquiry are examined because of their relation to the topic of workforce diversity (organizational culture, organizational change, and the relationship of leadership to the process of organizational change).

Introduction

Caryn Block and Robert Carter, researchers in the field of business management, state that programs purporting to improve race relations in organizations have increased over the past five years, and the trend is expected to continue (Block and Carter, 1998: 265). While diversity initiatives appear to be on the rise, and will likely continue, their effectiveness depends on the commitment of leadership to foster the necessary institutional changes, and the willingness of all stakeholders to embrace and implement these changes.

The majority of the literature presents the attitudes and opinions of human resources experts and managers regarding issues surrounding workplace diversity.⁵ All members of the

⁵A significant portion of the literature presents the opinions of human resources (HR) professionals because of their significance in the diversity management process. HR experts possess valuable insight into the current status and future implications of work force diversity in modern organizations. A more detailed discussion

organization are ultimately responsible for implementing successful diversity policy. Nevertheless, human resources experts must play a key role in facilitating the process. Researchers suggest that “personnel directors, more than anyone else in organizations, are in a position to know what is needed to facilitate the transition to a more highly diverse work force” (Hopkins, et al., 1994: 435). In short, human resources professionals are usually more attuned to the attitudes and values of employees than other executives in the organization. Assessments conducted by human resources experts are important because, once training and intervention needs have been identified, they are relied upon to advise top leaders and managers on the appropriate interventions (Hopkins, et al., 1994: 435). Managers also play a key role in addressing diversity issues. They are critical change agents in organizations looking to initiate a culture change that values diversity. Strong leadership from managers is especially important because they are responsible for implementing organizational policies and influencing others to follow.

Before discussing the literature on organizational change and diversity management and training initiatives, it is necessary to examine the history of events leading to the current interest in the workplace diversity.

of the importance of HR guidance can be found in this report during the discussion of the essential components of diversity management. The perceptions of managers regarding the effectiveness of diversity initiatives are also presented throughout the study because of the critical role they play in the organizational change process.

The Emergence of Diversity Management in the Workplace: A Historical Perspective

A paradigm shift began to take shape after the fight for equal rights for women and minorities in the workplace during the 1960's (Leach, 1995: 12-13). During this time, women and minorities began to publicly express their objections to the discrimination they were experiencing in educational institutions, local communities and workplaces. After passage of the 1964 Civil Rights Act, organizations began to show more concern for employment fairness and equity. Equal employment opportunity was emphasized and organizations attempted to avoid discontent among the "protected classes"⁶ by affording all employees equal treatment.

During the 1970's, workplaces opened their doors to persons from diverse backgrounds in record numbers in response to affirmative action requirements.⁷ Organizations were strongly encouraged to make up for past and current inequities placed upon women and minorities. Dr. Norma Carr-Ruffino (1996), a management professor at San Francisco State University, believes that most companies were still using the "melting pot approach" during this time (p. 20). In other words, people from diverse backgrounds were expected to conform to a model of behavior that separated them from their culture and individuality. Nonwhites found it hard to give up important aspects of their own culture and personality to assimilate into the corporate culture. As a result, many organizations found themselves facing high attrition rates among women and

⁶Title VII of the 1964 Civil Rights Act identifies the protected classes as: race, sex, religion, national origin and color.

⁷Beginning in 1967, affirmative action policies emerged after a series of executive orders were signed by President Lyndon Johnson to address past discrimination practices in the federal government. The executive orders prohibited employment discrimination in federal agencies, and in businesses with federal government contracts, on the basis of race, color, religion, national origin or sex. Shortly after federal affirmative action policies were introduced, states began to enact their own affirmative action laws.

minorities. Company leaders searched for ways to encourage productive working relationships and decrease the high turnover rate. According to Carr-Ruffino (1996), “meeting these needs led to the valuing diversity approach” (p. 20).

Women and minorities still found themselves trying to meet expectations established by the white male business culture during the 1980's (Leach, 1995: p. 13). Although women and minorities were making noticeable strides in the workplace, they were beginning to experience the effects of “the glass ceiling⁸.” The 1980's also introduced the erosion of affirmative action laws, which carried over into the 1990's.⁹ During this time, managers were encouraged to take a race-, gender, culture- and color-blind approach to managing staff (Leach, 1995: 13). In other words, managers were taught to wear “blinders” and were rewarded for treating everyone the same.

Numerous insightful organizations recognized the importance of proactive approaches to diversity during the 1970's and 1980's; however, the concept of diversity management emerged on a wider scale more recently. So why has there been a widespread interest in diversity management in recent years? Patricia Arrendondo, an expert in diversity management, suggests that a 1987 report entitled *Workforce 2000*,¹⁰ is responsible for developing a nationwide awareness of the importance of diversity in the workplace during the 1990's (Arrendondo, 1996:

⁸According to a 1991 Department of Labor study on *The Glass Ceiling*, few women and minorities make it beyond lower-level management.

⁹Dr. Norma Carr-Ruffino in her book entitled *Managing Diversity: People Skills for a Multicultural Workplace*, attributed the erosion of affirmative action policies to the undermining actions of two successive Republican administrations from 1980 to 1992.

¹⁰See Johnston, W.B., & A.H. Packer (1987). *Workforce 2000: Work and Workers for the Twenty-first Century*. Indianapolis, IN: Hudson Institute.

4).¹¹ Thomas Harris (1997) suggests that *Workforce 2000* was the cornerstone study which established the importance of planning for an increase of women and minority groups in the workplace (p. 17). *Workforce 2000* identified several important demographic trends and shifts in the nation's workforce, including the overwhelming percentage (80%) of women, minorities and immigrants accounting for new entrants in the workforce by the year 2000 (Leach, 1995: 15). Companies across the country took heed of the message that issues accompanying the changing demographics had to be addressed if their businesses expected to remain competitive. Over the past few years, there has been a clear emphasis on acknowledging and appreciating the differences among workers. Organization leaders have now taken off the "blinders" and are beginning to capitalize on the benefits of diversity. Work environments are being created where all employees can function comfortably and contribute to the overall success of their organizations.

Corporate and governmental organizations, alike, realized that a major demographic shift would not only affect the workforce, but would also change their customer bases. Hence, other important concepts emerged during the past decade: *customer-driven government* and *total quality management*.¹² These concepts emphasized valuing the needs of the customer. The first step governmental agencies took was to begin looking at people in need of services as *customers*

¹¹John S. Butler, author of *All That We Can Be* (1996), provides a different explanation for the newfound interest in diversity. According to Butler, "multiculturalism and 'diversity' as affirmative action concepts entered the vocabulary only after non-black groups came to be included in the programs. The decline of Afro-Americans in affirmative action priorities corresponded directly with replacement of equal opportunity with the rhetoric of multiculturalism and diversity" (p. 140).

¹²See Osborne, David and Ted Gaebler (1992). *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*. Reading, MA: Addison-Wesley Publishing Co.

instead of *clients*. The total quality management¹³ method encouraged organizations to listen to customers. Hence, public institutions moved away from “one-size-fits-all” services in order to address the needs of a culturally diverse society (Osborne & Gaebler, 1992: 168).

Approaches to diversity management most often involve an organizational culture change that reflects the diversity of the workforce and its potential. The following section discusses issues surrounding organizational culture and change, and the importance of strong leadership in the change process.

Organizational Culture and Change

Caryn Block and Robert Carter (1998: 273) note that most organizations derive their climate and culture from their leaders and decision makers. In other words, the leaders define the culture of the organization which, in turn, is adopted by other members of the organization. Hopkins, et al. (1994: 434) suggest that the values and beliefs of incoming employees from diverse backgrounds will not usually be aligned with the beliefs and values of current employees. Thus, indoctrinating employees in the organization’s culture will become more crucial as the work force becomes more diverse. Block and Carter (1998: 273) define organizational culture as the formally and informally held beliefs, values, and assumptions that exist in an organization. Organizational culture, so defined, determines the norms that develop over time as well as the appropriate patterns of behavior that arise from these norms. These norms ultimately influence

¹³Total quality management (TQM) is a concept introduced by W. Edwards Deming that encouraged business to shape their services and products according to what customers wanted. Under TQM, the most important people for an organization are the customers, those who directly serve customers are next, and managers are there to serve those who serve the customers.

the organization's policies, procedures and practices. Therefore, changing the culture involves changing the values and assumptions that guide organizational behavior (Dobbs, 1996: 363).

Dobbs suggests that the strategic plan is a tool for establishing the organization's culture. Hence, when diversity goals are incorporated into an organization's strategic plan, the organization is fostering a culture that values diversity (Dobbs, 1996: 357).

Organizational Cultures and their Approaches to Diversity

Block and Carter (1998: 274) classify five different types of organizational cultures based upon their approaches to diversity. These organizational cultures are defined as: (1) contact organizations; (2) disintegration organizations; (3) reintegration organizations; (4) pseudoindependent organizations; and (5) autonomy organizations.

Contact organizations approach organizational policies by failing to acknowledge racial problems. These organizations overlook the fact that some visible ethnic groups are denied equal access to employment and are often treated differently in organizations (Block and Carter, 1998: 274). Leaders in this type of organization do not see a need for diversity training or any other type of diversity intervention because they don't believe stereotypes exist. This "color-blind" approach might discount the contributions of entire segments of their work force.

Leaders in *disintegration organizations* are aware that racial inequities exist, but are not sure how to deal with them except by hiring members of minority groups. "Their policies and procedures are well-meaning, but they also operate under the assumption that visible ethnic group people must make the accommodation, must learn how to function in the white corporate world, and, in effect, must give up things that they may value about themselves" (Block and

Carter, 1998: 275). This approach is counterproductive to the goals of various diversity management initiatives. Effective diversity management initiatives should encourage workers to value differences in beliefs and values of diverse groups of individuals and use those differences to create innovative solutions to common problems.

Reintegration organizations are made up of white employees who believe that everyone can achieve success if they work hard enough (Block and Carter, 1998: 275). Most managers in this type of organization believe that minorities are not well integrated within all levels of the organization (including the top) because they have not worked hard enough or do not have what it takes. The culture denies the importance of historical discrimination on employment patterns. Thus, the only training available is “basic new-employee orientation with no racial or diversity component” (Block and Carter, 1998: 275).¹⁴

Block and Carter describe a *pseudoindependent organization* as one that “represents intellectual, self-centered, and marginal acceptance and understanding of racial differences” (1998: 276). They explain that organizations exhibiting these characteristics would have an affirmative action program and may also offer socialization training. The goal of training, however, would likely be to teach people how to fit into the organization and culture. According to Block and Carter, these well-meaning attempts to manage diversity usually fail (Block and Carter, 1998: 275).

¹⁴Lewis Rambo (1976: 23-2), who has conducted research on training for special populations, asserts that there are a fair number of minorities and women in organizations with talents that have been underutilized because they were undetected or overlooked. He suggests that “organizational support, managerial attention and the revision of outmoded promotional policies” are needed in organizations where a lack of promotional opportunities for women and minorities is apparent (Rambo, 1976: 23-2).

The final type of organization examined by Block and Carter (1998: 277) is the *autonomy organization*. Organizations at this level would be able to use the “racial differences in the styles, perceptions, and values of its members in the way the organization functions. It would create forums and mechanisms for its members to be who they are and use various perspectives as part of the organization’s ability to be flexible and responsive” (Block and Carter, 1998: 277). This type of organization has a large mix of people and their differences are viewed as strengths that can be individually developed for the good of the organization. Organizations that are genuinely committed to incorporating a philosophy of diversity would take the following approach:

It would develop policies and practices that would foster a climate that welcomed different types of people, one that reflected an understanding of who they are and what they need to be productive. Thus, the socialization orientation of this type of organization would include diversity- and race-based training that would be ongoing elements of employee training. The upper management of this type of organization also would be racially diverse, and power in the organization would be reflected in the diversity that the organization values (Block and Carter, 1998: 277).

One might wonder where most modern organizations fit in the above continuum. Current literature suggests that organizations fit into a variety of organizational types. Diversity management champions, however, encourage organizations to develop policies that are more aligned with the goals and concepts of the *autonomy organization*.

Effective leadership is key in facilitating policy changes that foster a more inclusive working environment. The following section discusses the importance of leadership in the midst of organizational changes.

Leadership and Organizational Change

Much of the literature suggests that organizational success depends on effective leadership, particularly in the face of change. One author summed up the significance of leadership by stating that “leadership is a pivotal force behind successful organizations” (Dobbs, 1996: 357). A lack of strong leadership is often blamed for the hindering progress toward diversity (Fernandez, 1991: 269). An article written on race relations in public agencies suggested that programs aimed at improving race relations must begin with senior managers in order to meet the challenges presented by a more diversified workforce (Hudson and Hudson, 1996: 2).

“The importance of leadership to the change management process is underscored by the fact that change, by definition, requires creating a new system and then institutionalizing the new approaches” (Eisenbach, et al., 1999: 80). Transformational leadership is often mentioned as an effective model for managing diversity. The theory of transformational leadership posits that effective leaders “motivate followers to identify with the leader’s vision and sacrifice their self-interest for that of the group or the organization” (Eisenbach, et al., 1999: 83).

During a recent examination of change-oriented leadership, researchers identified numerous common leadership factors that facilitate change (Eisenbach, et al., 1999). First, effective leaders clearly recognize a need for change. Next, they articulate a vision and link it to specific organizational goals. These leaders exhibit a strong commitment to change and foster the acceptance of group goals while providing individual support to followers in order to achieve the organizations’ goals. Change-oriented leaders are also effective in changing the values, beliefs and attitudes of the organizations’ followers. As a result, followers performed

above minimum expectations. Leaders are able to institutionalize changes. This approach has long-term effects because institutionalized changes are perceived by followers as the way things are done. Eisenbach, et al., (1999: 85) note that it is “important that the leader models the behaviors that are required to institutionalize the change and sets the standards for the rest of the organization to emulate.” Dobbs (1996) discusses the influence transformational leaders can have by articulating a corporate mission that stresses the importance of diversity in such a way that gains the support of workers. According to Dobbs, a corporate mission that values diversity, “is a process of planned change that requires total culture involvement and long term change management processes” (Dobbs, 1996: 357). Dobbs explains that “as transformative leadership takes place at all levels of the organization and policies and procedures reflect the mission statement, cultural change gradually occurs” (Dobbs, 1996: 357).

The logics of dialectics and trialectics are also useful in understanding the linkage between leadership and organizational change (Eisenbach et al., 1999: 82). The dialectic model assumes that there has to be a dissatisfaction with the status quo before change can occur. The logic of dialectics also assumes that “conflict between the forces for and against change are two opposing actions that ‘work at each other’ until one dominates the resulting outcome” (Eisenbach et al., 1999: 82). A transformational leader is more likely to utilize the logic of trialectics where “changes do not result from ‘pushes’ or pressure to move away from the present situation, but instead result from being ‘pulled’ toward or attracted to different possibilities” (Eisenbach et al., 1999: 82). This logic of experimentation is similar to Patricia Shields’ (1996) application philosophy of pragmatism to public administration. Shields describes the scope of public administration as one that involves exploring different possibilities through experimentation and

notes that “if policy implies theory, the public administrator tests those theories in the laboratory of the bureaucracy” (Shields, 1996: 395). It can therefore be argued that transformational leaders are pragmatic administrators who opt to resolve problems through the development and testing of “ongoing working hypotheses” (Shields, 1996: 396).

The next section provides an overview of some of the “experiments” taking shape in private and public organizations.

Emerging Diversity Management Initiatives

During recent years, private and public organizations have sought ways to effectively address increased diversity while maintaining efficient and productive operations. Organizations have also struggled with the most effective and efficient ways to combat racism and racial discrimination in the workplace. A series of initiatives, including quality circles, sensitivity training, and T-groups were adopted in the past, only to be quickly discarded by many organizations (Dobbs, 1996: 357). According to Dobbs, (1996), the failure of such initiatives proves that “quick fixes” are not the answer. A discussion of some of the recent diversity management initiatives in private and public organizations is presented below. The long-term effects of some of the more recent initiatives are yet to be realized. Experts in human resources and managements suggest that the inclusion of specific essential components will likely bring positive results. A discussion of the essential components, advantages, disadvantages and consequences of diversity management follows.

Private Sector Diversity Management Initiatives

In the private sector, several methods have surfaced such as focus groups, quality improvement teams, employee surveys, mentoring programs, and other initiatives as attempts to assess diversity training and intervention needs (Dobbs, 1996: 355). Diversity and sensitivity training are the most popular methods of intervention. The increased interest in addressing diversity has resulted in an increase in consulting businesses specializing in diversity training. Experts warn, however, that training should be only one of multiple interventions offered in an organization.

Dobbs (1996) studied the processes used by several private companies and presented three basic strategies for implementing diversity interventions. These strategies include education, enforcement and exposure. “The education strategy involves development of non traditional persons for success in organizations and development for traditional managers to overcome prejudices in interactions with people who are different” (Dobbs, 1996: 352). The enforcement strategy involves accountability in organizational systems, policies and procedures, and the exposure strategy ensures that all employees are involved in the process (Dobbs, 1996: 352). Another point made in the literature was that in order for diversity management to be successful, it should be viewed as a long-term process (Dobbs, 1996: 357).

The examination of private sector initiatives reveals that leadership, organizational support and commitment, and active employee involvement are common factors in successful diversity strategies. The importance of leadership commitment and employee involvement were evident in the successful implementation of *Corning Glass Works*’ diversity initiatives in 1987 (Dobbs, 1996: 354; Leah et al., 1995: 35). Although *Corning* had committed to affirmative

action goals for 20 years, women and people of color continued to experience a cycle of recruitment, plateau, and resignations. To address these problems, top management did more than vocalize a commitment; they began to actively work on strategies for change. A variety of interventions were introduced, including two quality improvement teams headed by senior executives. One quality improvement team was formed to address diversity issues for women, the other team addressed the concerns of racial minorities. In addition, all salaried employees attended gender and racial awareness training sessions. Employees also participated in focus groups and surveys to identify problems related to diversity. *Corning's* corporate initiative was three-fold: performance, quality and diversity. Company executives believed that the three elements were interrelated. "To improve performance it is necessary to improve quality. To improve quality means tapping the organization's key resource, people" (Dobbs, 1996: 354). As a result of *Corning's* diversity initiatives, a drop in the attrition rate for women and people of color was experienced, and improvements in performance and quality were realized. One company executive summed up the importance of addressing diversity issues in this way:

Given the diversity of today's workforce, people can not achieve total quality and maximum performance if creativity and innovation from a whole group of people is discounted. If people can't make a contribution because of their ethnic background or gender we are sub-optimizing the opportunity to achieve quality (Dobbs, 1996: 354).¹⁵

Leaders at the *Gannet Company* express similar views on diversity. The organizational climate at *Gannett* is such that managers are trained "to anticipate demographic and social trends

¹⁵Quote attributed to James Kaiser, who was the Senior Vice-President of *Corning Glass Works*, Corning, New York during the time research was conducted at the company.

and prepare for their impact on its workforce and marketplace” (Dobbs, 1996: 356). At *Gannet*, each operating unit has a diversity committee that is chaired by a key manager. The committees are composed of a variety of workers from each function. The purpose of the committees is to develop goals and initiatives to address diversity, and to assist with recruitment, training and mentoring. Bonuses and awards are given to managers for exemplary performance in the areas of equal employment opportunity, quality and diversity (Dobbs, 1996: 355). Unlike contact organizations, it appears that these companies are aware of the need for diversity interventions and are taking the appropriate actions.

Public Sector Diversity Management Initiatives

There is a dearth of literature available on race and ethnicity relations in modern public organizations. In a recent article on race relations in public organizations, J. Hudson & Bonetta Hines-Hudson (1996: 1) suggest that this comparative lack of interest can be attributed to the belief on the part of many academicians that race relations is a subject of interest only to people of color, not a societal evil (Hudson & Hudson, 1996: 1). There is a considerable amount of literature, however, on diversity in the private sector, which leads one to wonder whether there are lessons learned in corporate America that might be useful in public sector environments? Unlike private businesses who are primarily driven by profits, public organizations are more often concerned with service accountability issues and satisfying a variety of bureaucratic and political demands. Some would argue that there are non-economic imperatives such as worker retention, promotion, service delivery and team-building that can affect how well, or how poorly, a service organization deals with diversity (Hudson and Hudson, 1996: 3).

One example of a public organization who learned from private sector diversity experiences is the City of San Diego. San Diego's city manager exhibited considerable visionary leadership by openly communicating with internal and external stakeholders and involving them in making recommendations for a diversity training program. Although the charge was to develop a diversity training program, it evolved into a larger on-going process. Early on in the process, stakeholders realized that they had a chance at successfully addressing diversity if they developed multiple interventions to improve the quality of life for all employees, including gay and lesbian employees, white males, minorities, older workers, and people with disabilities. As part of a short-term intervention, diversity modules were added to existing training programs and task forces were formed to address long-term career development and training needs. A long-term strategy included the changing of policies and procedures after input from managers, supervisors and employees. This process took several years to complete. Top leaders continually communicated with supervisory groups regarding performance measurements related to diversity goals and solicited suggestions for improvements from employees (Dobbs, 1996: 361). Consistent with Eisenbach, Watson and Pillai's (1999) discussion of leadership and change, the transformational leadership of the San Diego city manager facilitated a culture change and helped create an environment that valued the differences among all employees.

The literature suggests that certain organizational components are essential to ensure that workplaces are adequately prepared to address increased diversity. The next section discusses the essential components most commonly identified in the literature for effective diversity management. Perceived advantages, disadvantages and consequences associated with diversity programs are also discussed.

Essential Components of Diversity Management Programs and Preparedness of Organizations to Address Increased Diversity

Dobbs (1996: 352) explored the opinions of managers from different organizations regarding what they thought the essential components of effective diversity programs and initiatives were. A majority of the respondents identified numerous common factors that were effective in diversity management programs. Those factors included: top management commitment and leadership; a clearly articulated mission tied to business goals; a supportive culture that valued diversity; multiple interventions designed to address diversity; active employee involvement; an ongoing process for institutionalizing change; and evaluation and modification. Block and Carter (1998) noted a common problem in typical diversity training programs: members of the majority population are basically encouraged to tolerate and get along with individuals who are different from them. "There is little or no focus on the racial and cultural characteristics of the majority of people in the organization" (Block and Carter, 1998: 266). Involvement of key stakeholders in the planning process might minimize this problem. Involvement of a diverse group of stakeholders in the planning process should also be considered in order to prevent excluding any one segment of the workplace population.

Table 2.1 summarizes the essential components of diversity management programs associated with diversity management programs.

Table 2.1. Essential Components of Diversity Management Programs

- **Visionary leadership and commitment**
- **An organizational culture that values diversity**
- **Incorporation of diversity goals into strategic plan**
- **Expert guidance from human resources professionals**
- **Multiple and on-going interventions**
- **Involvement of key stakeholders**
- **Integration of diversity strategies into organizational practices**
- **Accountability measures, evaluation and modifications**

Key highlights of these essential components are presented below.

Visionary Leadership and Commitment. Visionary leadership is required when changes are necessary to accommodate increased diversity. A visionary leader must articulate a vision for implementing diversity initiatives and link them to specific goals of the organization (Eisenbach, et al., 1999: 83). Management must be knowledgeable about the concept of diversity and the processes involved to effectively manage diversity (Dobbs, 1996: 363). The attitudes and commitment of top management will determine whether diversity goals are successfully met because their behaviors will influence the attitudes and behaviors of other employees in the organization (Block and Carter, 1998: 273; Dobbs, 1996: 351-367).

Organizational Culture that Values Diversity. Changing the culture of the organization involves changing the values and assumptions that guide organizational behavior. The organization's mission statement is important because it can be used as a tool to clearly express a commitment to provide a high level of service to citizens. The development and enforcement of policies and procedures that endorse the organization's

commitment to diversity are also important. Organizations should not create a culture that produces a workplace full of clones. In order for people to feel appreciated in the workplace, their differences should be recognized and valued. Once an organization has institutionalized a commitment to diversity, it can use the creativity, energy and skills of all of its employees to successfully accomplish its strategic goals (Dobbs, 1996: 357. 364; Gonzalez & Payne, 1995: 114; Hudson & Hines- Hudson, 1996: 7).

Incorporation of Diversity Goals into Strategic Planning. The literature notes that the biggest challenge human resources professionals face is “convincing their corporations and government agencies to incorporate the demographic, global and economic forecasts of workforce trends into their strategic planning processes” (Mathews, 1998: 176). However, organizations must align diversity programs with the broader and more long-term goals and missions of the organization. They must not be “one-shot” deals (Ricucci, 1997: 40). In other words, diversity goals should be linked to the organization’s strategic goals (Dobbs, 1996: 363). Managers should be able to rely on the expertise of human resources experts when integrating stated diversity goals into the overall business strategies of the organization.

Expert Guidance from Human Resource Professionals. Effective human resources professionals are considered the organization’s behavioral science experts and agents of change. Their insights and knowledge are significant and useful in integrating diversity goals into the organization’s strategic plan. Human resources experts should

work collaboratively with top executives to find answers to questions relating to the organization's future resource requirements as they relate to the strategic plan. In addition, the familiarity of human resources experts with business strategies and ways to integrate the goals, budget, workforce skills and competencies into the organization's culture are useful (Mathews, 1998: 177).

Multiple and On-going Interventions. Many organizations assume that diversity training is sufficient in managing diversity; however, the literature suggests that training should be just one facet of an organization's diversity management program. Other interventions might include: continuous education of managers and employees; mentoring and succession planning, performance management and organizational development (Dobbs, 1996: 356, 364). "Diversity efforts must be integrated into a broader human resources management program aimed at recruiting, hiring, training, promoting, and developing all workers" (Riccucci, 1997: 38).

Involvement of Key Stakeholders. The involvement of internal stakeholders (management and line staff) is a key factor in identifying issues, planning and implementing changes. Stakeholder participation helps produce lasting changes because the changes made will impact the ability of stakeholders to function within the organization (Dobbs, 1996: 361, 364). Soliciting the views of those most affected by a change process will also encourage internal buy-in for any proposed diversity initiatives. Other advantages to employee participation are that it allows for better flow of

information, results in better planning and provides cohesiveness to work relationships (Harris, 1997: 41).

The attitudes of external stakeholders, including customers and citizens, should also be considered. The input of external stakeholders is important because any changes made by the organization could impact the quality of services received by these stakeholders.¹⁶ Governmental organizations should also solicit input from legislators. The input from legislators could be useful in making future budgetary decisions. Obtaining legislative support is important because legislators are ultimately responsible for determining how much money is appropriated to the agency for organizational operations.

The Integration of Diversity Strategies into Organizational Practices.

“Taking specific measures to reinforce and fully integrate diversity into ongoing organizational procedures will help sustain changes” (Dobbs, 1996: 364). Diversity strategies should be reflected in written policies and procedures so that employees will take them seriously. This will serve to reduce overt resistance from skeptical employees.

¹⁶See Chapter 6 of Osborne and Gaebler's *Reinventing Government*. Chapter 6 discusses the concept of customer-driven government and total quality management methods. The premise behind customer-driven government is that organizations solicit the input from the citizens they serve and provide services to accommodate their special needs.

Accountability Measures, Evaluation and Modifications. In order to determine what is working and what modifications are needed, specific measures should be established and diversity practices should be evaluated against these measures (Dobbs, 1996: 355-356). The existence of accountability measures reflect an organization's commitment to change. At *Gannett Company*, "managers are not only held accountable for hiring diverse members of the work force but also for their development, retention and promotion" (Dobbs, 1996: 355). A 1997 survey of training practices in state government illustrates a current lack of accountability in the public organizations. According to the survey, the expenditures on training and development at state agencies are not justified by "corresponding long-term results" (Gray, Hall, Miller and Shasky, 1997: 199). This lack of accountability may cause cuts in the funding necessary to implement projects targeted for addressing diversity.

Evidence of Organizational Preparedness to Address Increased Diversity

Experts on diversity management believe that organizations must possess the essential components discussed above if they are serious about effectively managing an increasingly diverse work force (Dobbs, 1996: 361-364). In a survey conducted by Hopkins, et al. (1994), personnel directors were asked to answer questions regarding their organizations' level of preparedness to deal with increased diversity. Sixty-one percent of the survey respondents believed that their organizations were poorly prepared. Further probing revealed that most organizations lacked most or all of the essential components perceived necessary to effectively

manage diversity. Fifty-two percent of the survey respondents indicated that there were plans to develop diversity training programs in the near future (Hopkins, et al., 1994: 430).¹⁷

Advantages, Disadvantages and Consequences of Diversity Management Programs

Another purpose of the literature review was to examine the attitudes of managers and human resources experts regarding diversity management programs. Table 2.2 summarizes the advantages, disadvantages and consequences of diversity management programs discussed in the literature.

<i>Table 2.2. Advantages, Disadvantages and Consequences Associated with Diversity Management Programs</i>	
<i>Advantages:</i>	<ul style="list-style-type: none">• Demonstrate organizational support for all groups of employees• All employees are made aware of organization's missions and goals• Clear, concise policies and procedures that support diversity are developed
<i>Disadvantage:</i>	<ul style="list-style-type: none">• Time-consuming
<i>Consequences:</i>	<ul style="list-style-type: none">• Employee Retention, Better Morale, Increased Productivity and Less Absenteeism• Improved Services Rendered to a Diverse Population of Customers

A brief discussion of the advantages, disadvantages and consequences of diversity management is presented below.

¹⁷The only subcategory used to describe an organization's level of preparedness to deal with an increase in diversity management is: evidence of the essential components. Therefore, a table corresponding to this category is not necessary.

Advantages:

Demonstrate organizational support for all groups of employees. The presence of diversity initiatives in an organization indicates its commitment to supporting the goals of all employees. It shows that the organization values the different styles and perspectives of people from diverse groups which, in turn, fosters a productive working climate (Block and Carter, 1998: 277).

All employees are made aware of organization's missions and goals. Linking the strategic plan to diversity initiatives provides opportunities for organization leaders to remind employees of the organization's mission and goals. Statements about the organization's mission and strategic goals can be incorporated into diversity activities that all employees are expected to participate in. These activities may include focus groups, Intranet chats, newsletters, employee forums, and diversity training (Mathews, 1998: 177).

Clear, concise policies and procedures that support diversity are developed. The implementation of diversity initiatives that are linked to strategic goals provides an opportunity for management to put into place written policies and procedures that encourage employees to practice the kind of behavior necessary to accomplish desired goals. Written policies that include the linkage between diversity and strategic plans will ensure that organizational goals are accomplished in a climate that values diversity

(Dobbs, 1996: 357). The evidence of *written* policies supporting diversity illustrates an organization's visible commitment as opposed to one that is merely verbal (Brinkman, 1997: 117). Employees tend to take written policies more seriously and are more likely to commit to implementing them (Dobbs, 1996: 364; Hudson and Hudson, 1996: 4).

*Disadvantage:*¹⁸

Time-consuming. An effective diversity management program is not a quick-fix training program. It involves a variety of interventions which could take a number of years to implement. Managers who are not completely convinced about the benefits of diversity management may show resistance because they don't believe they have the time or energy to implement another initiative (Dobbs, 1996: 361; Carr-Ruffino, 1996: 550). Supporters of diversity suggest that time is actually saved in the long-run because diversity management can reduce the amount of time spent defending grievances, complaints and lawsuits regarding discrimination and similar problems (Carr-Ruffino, 1996: 24).

Consequences:

Employee Retention/Better Morale/Increased Productivity/Less Absenteeism.

Diversity interventions reflect the organization's concern for its employees. Research shows that certain interventions, such as training, are supported because employees have

¹⁸The only common disadvantage discussed in the literature is the amount of time it takes to develop and implement meaningful diversity interventions. Since the topic of diversity management is somewhat new, other perceived disadvantages may surface as more organizations deal with the issue of increased diversity.

tangible evidence that the organization cares about them. Employees are likely to stick around when they feel that the organization places value on their contributions (Sims and Sims, 1994: 628; Mathews, 1998: 177). Productivity is also increased because diversity initiatives often take a team approach to solving problems and achieving organizational goals. Carr-Ruffino (1996) points to a study by the Center for Creative Leadership which identified twelve companies that showed exceptional leadership in encouraging diversity. According to the report, all of the companies were in the top half of *Fortune* magazine's "most admired" companies (p. 25). Another report¹⁹ cited by Carr-Ruffino found that companies with progressive human resources practices, including diversity management, had more profitability and financial growth than their competitors over a twenty-year period (Carr-Ruffino, 1996: 25).

Improved Services Rendered to a Diverse Population of Customers. Workers who value diversity will be able to relate to people from diverse backgrounds. Also, if employees are satisfied with their work and their organizational climates, they will provide better services to the public (Mathews, 1998: 178). Better services to diverse populations may also result from public organizations applying Osborne and Gaebler's (1992) philosophy of customer-driven government to their diversity management processes. The philosophy of customer-driven government stresses the importance of always keeping the needs of the customer first (Osborne and Gaebler, 1992: 172).

¹⁹See Kanter, R.M. (1979). *Men and Women of the Corporation*. New York: Basic Books.

The Role of Training

One of the purposes of the literature search was to examine the role of training in organizations and to then examine diversity training, specifically. Research indicates that the primary role of workplace training is to improve the long-term behavior of employees (Gray, Hall, Miller and Shasky, 1997: 194). Caruth and Handlogten (1997: 257) identify several organizational purposes of planning and development programs, for which training is a major part. Some of the key purposes identified are: a reduction in employee turnover; increased employee motivation and commitment; and the improved utilization of its personnel.

A study by James Conant (1996: 23) examined the perceptions of public managers in the state of Wisconsin regarding the role of education and training and the type of training preferred by management. Although the research focused on the thoughts of management regarding how best to improve performance, the responses provided some insight into what attitudes managers might have when faced with the need to provide diversity training. Most of the managers interviewed for the study expressed concerns about the lack of cohesiveness among managers in the company and that mid-level managers did not have enough contact with upper management unless a crisis arose. In other words, managers were unhappy with the department norm of organizational autonomy. Managers were supportive of department-based management education and training programs that provided opportunities for social cohesiveness (Conant, 1996: 34).

The Importance of Training Assessments

A recent study on training practices in state government agencies revealed that a limited number of government agencies (13%) deal with formal training needs assessments (Gray, et al., 1997: 190). “Based on this data, state government has limited current knowledge of whether the enormous amount of training monies expended is actually meeting the needs or goals of their organization” (Gray, et al., 1997: 190). It appears that the expenditures on training and development at state agencies are not currently being justified by “corresponding long-term results”(Gray, et al., 1997: 196). The study also revealed that past literature on state-level training practices have been largely ignored. The lack of attention was surprising given the amount of money allocated for training in state government (Gray, et al., 1997: 187). “Estimates of training dollars spent by state governments stand at \$12 billion or higher. This figure compares to an estimated \$600 million to \$1 billion spent at the federal level and \$45 billion in the private sector” (Gray, et al., 197: 187).

Assessments to evaluate the effectiveness of any training, including diversity training, should be a priority since organizations will be continuously faced with challenges associated with increased diversity. During research on state agency training priorities, managers indicated that most agencies assess program expectations, trainer teaching style and relevance of program. The assessment of specific human elements such as attitudes, motivation, career goals, and learning styles were not as much of a concern to managers when determining training needs (Gray, et al., 1997: 194). A 1994 study on training priorities (Hopkins, et al.) suggested that all members of an organization should be given ample opportunity to contribute to their fullest potential in order for culturally heterogeneous work teams to perform well. Researchers

concluded that interpersonal communications, group cohesiveness, and interpersonal conflict issues needed to be successfully addressed during training (Hopkins et al., 1994: 433). In short, human elements should be a primary consideration when assessing the training needs in a diverse work force.

Ostroff and Ford (1989) discuss organizational analysis as part of the process of assessing training needs. Assessment is important in determining “whether training is a viable strategy for accomplishing organizational goals” (Ostroff and Ford, 1989: 26). Post-training assessment is critical for variety of reasons. It is especially crucial when determining whether the money spent on training is worth the expense in terms of individual and organizational outcomes (Gray, et al., 1997: 196).

Issues In Diversity Training

The literature suggests that multiple interventions are necessary to effectively deal with the challenges of diversity. Training specifically designed to address diversity is considered to be an important component. Diversity training is frequently mentioned as an effective intervention method in the literature on workplace diversity management. Block and Carter (1998) noted that the purpose of sensitivity or diversity training is to help organizational members understand the attitudes, beliefs, and experiences of ethnic groups (p. 266). A survey of personnel directors conducted in 1994 revealed that personnel directors believe that diversity training minimizes disruptions that may be associated with significant increases in work force diversity (Hopkins, et al., 1994: 435). Nadia Rubaii-Barrett and Ann Beck write in their article on managing culture diversity that “managers must recognize the importance of the atmosphere and work environment

to ethnic groups that are entering the workforce in greater numbers” (Rubaii-Barrett and Beck, 1993: 515). The article goes on to suggest that better training should be provided to help managers understand and appreciate the diversity of the workforce as it affects levels of job-satisfaction among employees (Rubaii-Barrett and Beck, 1993: 515). Another important point raised by training research is that training of any type should be linked to the organization’s strategic goals in order to be purposeful and effective (Gray, Hall, Miller and Shasky, 1997: 188).

Even though diversity training is believed to be an effective method of intervention, a recent *Business Week* survey suggests that “the percentage of organizations currently preparing to deal with these future challenges by providing and involving their employees in diversity training programs, is relatively small” (Hopkins, Sterkel-Powell and Hopkins, 1994: 435). The survey results revealed that 29% of the organizations had diversity training programs currently in place, while 52% indicated that there were plans to develop training programs in this area in the future. Caruth and Handlogten (1997: 258), suggest that training designed to address the specific needs of members of protected classes should be part of an organization’s planning and development program to ensure the upward mobility for all employees, including those in protected classes.

Essential Components of Diversity Training

The previous discussion indicates that numerous factors influence diversity training effectiveness. Table 2.3 summarizes the essential components of effective diversity training, based on the available literature.

Table 2.3. Essential Components of Diversity Training

- **Organizational/Managerial Commitment**
- **Linkage to Organizational Strategic Goals**
- **The Facilitation of Open Dialogue Between All Employees**
- **Training for the Improvement of Supervisory and Communication Skills**
- **Training topics that foster cooperative working relationships among all employees**
- **Effective Evaluation Tools and Modifications**

A brief discussion of these components is provided below.

Organizational/Managerial Commitment. “Organizational influences are the factors that shape how training will be implemented in organizations as well as how it will be perceived by employees” (Salas, et al., 1999, 125). First, the organization must value diversity; and before any diversity training is initiated, managers must admit there are problems present and fully commit to resolving them. They should endorse diversity training and state their expectations that employees should fully participate and commit to implementing substantive changes in policies and practices (Hudson and Hines-Hudson, 1996: 4).

Linkage to Organization’s Strategic Goals. A study by Gray, et al. (1997) on training practices in state government agencies discussed the importance of linking training programs to the organization’s strategic goals (Gray, et al., 1997: 188). The study implied that there was ample evidence suggesting that most successful training

initiatives are linked to the business or strategic goals of the organization. If the linkage is made between training goals and the organization's strategic goals, it is easier for decision makers to determine whether goals on both ends are accomplished (Ostroff and Ford, 1989: 26).

The Facilitation of Open Dialogue Between all Employees. An effective training program must identify and deconstruct historical/cultural myths and stereotypes that underlie most discriminatory behavior. It should then facilitate participant interaction under circumstances which promote open and honest dialogue and allow those issues to be dealt with in a factual manner. Small group interactions work most effectively (Dobbs, 1996: 355; Hudson and Hines-Hudson, 1996: 4, 7). To avoid backlash from white males, and others who don't believe there is a need for diversity training, organizations should communicate to them that diversity models are based on inclusion, not exclusion. White males, in turn, should be allowed to openly express their concerns (Ricucci, 1997: 39). Hopefully, this open communication will prepare all employees to work in a heterogeneous environment, "where everyone can compete equally for organizational resources" (Ricucci: 1997, 39).

Training Component Specifically Designed for the Improvement of Supervisory and Communication Skills. Minority group members, women, and the economically, socially and educationally disadvantaged workers often have special training needs. Supervisors and managers should be properly trained to communicate

with, assist and support these workers (Rambo, 1976: 23-1). An argument can also be made for the improvement of supervisory and communications skills because studies suggest a strong relationship between successful job performance and the strong support of supervisory staff. “Managers need to be exposed to professional guidance techniques, the use of feedback methods, and knowledge of the potential positive and negative effects of their own personal verbal and nonverbal behavior on their subordinates” (Rambo, 1976: 23-8). Rubaii-Barrett and Beck’s(1993) study on managing cultural diversity stressed the importance of training supervisors in team-building and problem-solving skills. According to the study, these skills are essential in creating an environment that is conducive to developing cooperative working relations among coworkers (Rubaii-Barrett and Beck, 1993: 39).

Training Topics that Foster Cooperative Working Relationships Among All Employees. The Society for Human Resource Management (SHRM) surveyed 785 human resources professionals in the private and public sector in 1997 to assess the most successful types of diversity policies and training programs. Sexual harassment policies and programs to accommodate the special needs of employees with disabilities were thought to be the most important (Ricucci, 1977: 36). Researchers warned that these programs may not have been motivated by a genuine concern for diversity, but were used as a measure to avoid possible discrimination claims (Riccuci, 1997: 37). Some studies indicate that organizations often use training to accomplish goals other than those having to do with training employees. Sexual harassment seminars, in fact, may be offered for

purposes of image or political correctness. As a result, “the message employees receive is that training is punishment for making a mistake rather than a preventative intervention that keeps them from making mistakes” (Salas, et al., 1999:128). Diversity training needs to reflect the organization’s genuine commitment to diversity and should *not* be motivated by a need to minimize lawsuits. A better example of topics might include: cross-cultural skills development; an open discussion about cultural and racial stereotypes and how these stereotypes can affect the working environment; how to create a working environment where everyone can excel; learning about culture and organizational change; teaming and leadership skills, etc.

Effective Evaluation Tools and Modifications. “The objective of most training programs can be stated in terms of results such as reduced turnover, reduced costs, improved efficiency, reduction in grievances, increase in quality and quantity of production, or improved morale, which, it is hoped, will lead to some of the previously stated results” (Kirkpatrick, 1976: 18-20). The stated objectives of a carefully designed training evaluation tool should reflect some of these stated results, including: improved accountability, effectiveness and efficiency; greater credibility; strong commitment by key administrators; corrective feedback; effective decision making tool for managers; quantifiable data for agency researchers; increased visibility; and increased knowledge and expertise (Sims, 1993: 593). It is important to assess the organizational operations and employees to determine whether these organizational goals are met (Ostroff and Ford, 1989: 26). If stated expectations are not met, the evaluation tool can assist the

organization in making the appropriate modifications (Dobbs, 1996: 356; Gray, et al., 1997: 199).

Since diversity training is still a fairly new concept, many organizations currently offering this type of training may need to overhaul or reconceptualize their programs to address some of the preliminary concerns (Riccucci, 1997: 40). After examining training evaluations in the public sector, Donald R. Sims (1993) noted that current evaluation mechanisms in governments are ineffective because they often yield results that are of little use. Sims suggested that the problem resulted from collecting the wrong information, using technical jargon to describe results or presenting results after critical decisions had already been made. Therefore, it is recommended that training program evaluations programs focus on the direct outcomes of training -- "behavior change" (Sims, 1993: 597).

Finally, a case can be made for the importance of effective performance measures when justifying an organization's or department's budget request. Training departments, especially those in governmental agencies, are pressured to prove their worth. This pressure stems from the scrutiny of legislators who decide appropriations, and public citizens who demand greater effectiveness and efficiency for their money. In light of the constant scrutiny, government decision makers will clearly choose a department or program that adds value to the accomplishment of their organization's strategic goals when given accurate information (Sims and Sims, 1994: 622).

Advantages, Disadvantages and Consequences of Diversity Training

Diversity training is one of the most popular intervention methods chosen by organizations (Caruth and Hadlogten, 1997: 258). Although organizations have benefitted from this type of training, the literature reveals that there are some disadvantages and negative consequences to consider as well. Based on the available literature, Table 2.4 summarizes the advantages, disadvantages and consequences associated with diversity training.

Table 2.4. The Advantages, Disadvantages and Consequences Associated with Diversity Training

Advantages:

- **Fosters Open Communication between Employees**
- **Broader range of knowledge skills and abilities**

Disadvantages:

- **Time-consuming**
- **Costly**

Positive consequences:

- **Minimizes absenteeism and turnover**
- **Results in Satisfactory Employee Performance**
- **Better decisions are made based on different perspectives**
- **Better Services to Diverse Populations**

Negative consequence:

- **Backlash and resistance from white males**

A brief discussion of these advantages, disadvantages and consequences is presented below.

Advantages:

Fosters Open Communication between Employees. Diversity training programs can create an environment that encourages employees to speak freely about their concerns and receive feedback (Dobbs, 1996: 355).

Provides for a broader range of knowledge skills and abilities. The goal of any type of training is to provide for a broader range of knowledge, skills and abilities. In a world of increasing diversity, it is crucial that employees receive the proper training to work in a changing work environment (Gray, et al., 1997: 194).

Disadvantages:

Time-consuming. Training programs of any sort can be time-consuming and costly. Opponents of diversity training point to the cost of lost productivity when employees are in training. Proponents suggest that diversity training facilitates organizational change. In their opinions an organization committed to change should have realistic expectations about the speed with which positive changes can occur. (Leach, et al., 1995: 96)

Costly. The cost of lost productivity is a concern of some managers; however, supporters of diversity training point to the cost-savings that may occur as a result of

training (Carr-Ruffino, 1996: 24).²⁰ Organization leaders often complain about the cost of diversity training. They emphasize the fact that they are looking to get the best training programs for the lowest price (Arrendondo, 1996: 143). Training planners express the fear that they will sacrifice quality for cost, or they will pay big bucks and receive an unsatisfactory program. Cost-effective training of any sort requires managers to have a thorough understanding of any detailed costs involved. Documentation of any savings and a careful comparison of program costs against alternative methods should be considered whenever developing a training budget (Jenness, 1976: 4-12). According to the literature, managers should have “political savvy” when defending training budgets. They must be able to demonstrate that training is effective and aligns with organizational goals (Sims and Sims, 1994: 616).

Consequences:

Minimizes absenteeism and turnover. Ignoring diversity training needs can be costly to an organization if dissatisfied employees leave or are consistently absent. In a discussion on training in general, Jenness (1976) suggests that problematic factors including absenteeism and turnover can be traced to organizational costs and climate. “Effective training, and management’s interest in helping individuals achieve their maximum potential, can play an important part in improving the climate and reducing such costs” (Jenness, 1976: 4-2). Jim Fuller and Jeanne Farrington (1999) contend that

²⁰Carr-Ruffino notes the cost savings associated with the decrease in grievances, complaints and lawsuits that may result from initiating diversity training.

training, in general, can motivate employees to achieve and grow within an organization. “Some employees may be on the verge of quitting for years, turning in marginal performance due to a lack of motivation” (Fuller and Farrington, 1999: 48, 50). One can rationalize that diversity training, in particular, illustrates an organization’s commitment to helping and retaining *all* employees; and employees will therefore be motivated to stay with the organization in order to achieve their maximum potential.

Satisfactory Employee Performance. Nadia Rubaii-Barrett and Ann Beck (1993) note that satisfactory employee performance is a desired goal of employers. If the interests of minority employees are continuously ignored, employer may not get the most of these employees. They contend that work satisfaction is an “indirect measure of job performance” and can help employers “identify various work elements that are subject to managerial control which may be modified to increase employee performance in ethnically integrated work settings” (Rubaii-Barrett and Beck, 1993: 504). Diversity training teaches managers and staff how to value the differences in others and how to capitalize on those differences. Carr-Ruffino (1996) suggests that job performance and attendance are boosted when employees perceive they are valued in the workplace. In addition, employees are more innovative in an atmosphere that celebrates the differences in diverse groups (p. 25).

Better Decisions Based on Different Perspectives. Many organizations have succeeded in bringing staff together from all backgrounds in order to deal with

organizational problems and make decisions (Hudson and Hudson, 1996: 7). *Corning GlassWorks* proved that an organization could benefit from the creativity and innovation of all types of people within the organization by involving them in focus groups, surveys and quality improvement teams. (Dobbs, 1996: 355) By allowing a diverse group of people within the organization to participate in the process, better decisions were made that affected all employees, instead of one group of employees.

Better Services to Diverse Populations. Diversity training can help organizations to identify and eliminate stereotypes; explore group similarities and differences, and improve productivity and service delivery by ridding the workplace of prejudicial behaviors. This type of training can often eliminate stereotypes deriving from ignorance, allowing workers to understand and serve diverse populations more effectively (Hudson and Hines-Hudson, 1996: 2-3).

Backlash and Resistance from White Males. Unfortunately, diversity training can have negative effects if there is resistance from those who don't see the value of the training. "At the heart of the issue for many white males is the question of merit -- that in the rush for a more diverse workplace, they will lose out to less qualified workers" (Ricucci, 1997: 39). Resistance may also be encountered if white males feel excluded as the result of diversity work in organizations (Leach, et al., 1995: 95). To facilitate discussions around backlash, organizations are encouraged to consider the feelings, thoughts, and perceptions of white men. This suggestion complements the previous

discussion regarding the inclusion of key stakeholders in the planning process.²¹ Efforts to address the concerns of everyone in the organization who will be affected by diversity initiatives will reduce the likelihood of backlash.

Conceptual Framework

This review of the literature has carried the reader through some of the challenges encountered by organizations attempting to address diversity. An understanding of organizational culture and change, visionary leadership, and the development of appropriate interventions are all necessary in managing diversity. Leaders in the public sector can learn from some of the experiences discussed in this study as they begin to experience changes in the make-up of their organizations.

The primary goal of the literature review was to develop a conceptual framework for organizing the empirical portion of this study. The attitudes and speculations of scholars, organizational leaders and human resources professionals have been examined in this chapter. The conceptual framework shown in Table 2.5 was developed from the opinions and attitudes reflected in the literature. The table shows a linkage between the descriptive categories used for this study and the literature. A questionnaire tied to the literature will be used to assess the attitudes of public human resources directors in state agencies in Texas using this framework.

²¹See page 26 of this chapter.

*Table 2.5. Conceptual Framework's
Linkage to the Literature*

<i>Category</i>	<i>Source</i>
ESSENTIAL COMPONENTS OF DIVERSITY MANAGEMENT PROGRAMS	
Visionary leadership & commitment	Eisenbach, Watson & Pillai (1999); Dobbs (1996); Block & Carter (1998)
Culture that values diversity	Dobbs (1996); Gonzalez & Payne (1995); Hudson & Hines-Hudson (1996)
Diversity goals linked to strategic plan	Mathews (1998); Riccucci (1997); Dobbs (1996)
Expert guidance from Human Resources Dept.	Hopkins, Sterkel-Powell & Hopkins (1994); Mathews (1998)
Multiple & on-going interventions	Dobbs (1996); Riccucci (1997)
Involvement of key stakeholders in planning	Dobbs (1996); Harris (1997)
Diversity goals integrated into written procedures and policies	Dobbs (1996)
Accountability measures, evaluation and modifications	Dobbs (1996); Gray, et al. (1997)
LEVEL OF PREPAREDNESS	
Evidence of the essential components for diversity management and training	Hopkins, et al. (1994); Hudson & Hines-Hudson (1996)
ADVANTAGES	
Visible organizational support for all groups of employees	Block & Carter (1998)
Employees are made aware of organization's mission and goals	Mathews (1998)
Clear, concise policies and procedures that support diversity are written	Brinkman (1997); Dobbs (1996); Hudson & Hudson (1996)
DISADVANTAGE	
Time-consuming	Dobbs (1996); Carr-Ruffino (1996)
CONSEQUENCES	
Employee retention/better morale/increased productivity/less absenteeism	Carr-Ruffino (1996); Sims & Sims (1994); Mathews (1998)
Improved services to diverse populations	Dobbs (1996); Osborne & Gaebler (1992)

*Table 2.5. Conceptual Framework's
Linkage to the Literature (continued)*

<i>Category</i>	<i>Source</i>
ESSENTIAL COMPONENTS OF DIVERSITY TRAINING	
Organizational/managerial commitment	Salas, et al. (1999)
Linkage to organization's strategic goals	Dobbs (1996); Gray, et al. (1997); Mathews (1998); Ostroff & Ford (1989)
Facilitation of open dialogue between all employees	Dobbs (1996); Hudson & Hines-Hudson (1996); Riccucci (1997)
Training to improve supervisory and communications skills	Rambo (1976); Rubaii-Barrett & Beck (1993)
Training to foster cooperative working relationships	Riccucci (1997); Salas, et al. (1999)
Effective evaluation tools and modifications	Dobbs (1996); Gray, et al. (1997); Kirkpatrick (1976); Ostroff & Ford (1989); Sims (1993); Sims & Sims (1994)
Improved services rendered to diverse populations	Dobbs (1996)
ADVANTAGES	
Open communication between employees	Dobbs (1996)
Broader range of knowledge, skills and abilities	Gray, et al. (1997)
DISADVANTAGES	
Time-consuming	Leach, et al. (1995)
Costly	Carr-Ruffino (1996); Jenness (1976); Sims & Sims (1994)
CONSEQUENCES	
Minimizes absenteeism and turnover	Jenness (1976); Fuller & Farrington (1999)
Satisfactory employee performance	Carr-Ruffino (1996); Rubaii-Barrett & Beck (1993)
Better decisions based on different perspectives	Dobbs (1996); Hudson & Hines-Hudson (1996)
Better services rendered to diverse populations	Dobbs (1996); Hudson & Hines-Hudson (1996)
Backlash and resistance from some employees	Leach (1995); Riccucci (1997); Salas, et al. (1999)

Conclusion

Some organizations are preparing themselves for the anticipated consequences of a major demographic shift and are beginning to recognize diversity as a positive element. "Such organizations have initiated programs designed to challenge stereotypes; to identify and explore group similarities and differences; to reduce competitive tensions by facilitating intergroup communication; to impart a sense of value and empowerment in the pursuit of shared organizational goals; and to improve productivity by ridding the workplace of prejudicial and discriminatory behavior"(Hudson and Hines-Hudson, 1996: 2). It is important for organizations who are beginning to include diversity as part of its organizational development, to note that diversity involves a planned change process. It is not a "quick fix" program. The process includes "diagnosing the state of the organization or problem areas, implementing actions or interventions to address the issues, evaluating the effects of the actions and designing new actions as needed on the basis of the result" (Dobbs, 1996: 362). Success with diversity management clearly requires more than training, it also needs a broad organizational commitment. As duly noted by Lewis Rambo, "the long-lingering American problems of discrimination, apathy, and ignorance--not individual minorities and women being hired--have created the challenge!" (Rambo, 1976: 23-8)

The next chapter provides a discussion of the research setting for this study. The chapter includes a general description of the state government work force and an overview of the state agency functional areas.

CHAPTER 3

RESEARCH SETTING

The purpose of this chapter is to describe the institutional setting that is the focus of the research on diversity management and training. The chapter provides a general description of the state government labor force. It will also describe the functional areas of Texas state government and the agencies that provide services within these functional areas. The chapter also discusses the role human resource departments play in state government agencies. A brief discussion of state laws affecting workforce diversity programs and training concludes the chapter.

Description of the Texas State Government Work Force²²

The Texas state government work force consists of approximately 227,000 employees.²³ Table 3.1 provides a list of the top 20 state agencies ranked by number of state government employees in the 2000-01 biennium. According to the *Texas Commission on Human Rights 1998 Minority Hiring Practices Report*, the state government labor force is comprised of 60 percent Whites, 40 percent minorities, and 53 percent females. Of the percentage of minorities reported, 19 percent are Black and 21 percent Hispanic. This compares to a total civilian labor force made up of 64 percent Whites, 36 percent minorities and 43 percent female.

²²Information sources used for the state agency compositions include the Legislative Budget Board (LBB) *2000-2001 Fiscal Size-Up*, the LBB *Texas Fact Book 2000*, and the *Commission on Human Rights 1998 Minority Hiring Practices Report, 1998-99*.

²³Number of employees represents the average of each agency's full-time equivalent position cap for fiscal years 2000 and 2001, as set by the General Appropriations Act. Institutions of higher education are excluded.

Table 3.1
Top 20 State Agencies²⁴
Ranked by Number of State Government Employees

Rank	Agency	Number of Employees
1	Department of Criminal Justice	42,765
2	Department of Mental Health and Mental Retardation	20,803
3	Department of Transportation	14,726
4	Department of Human Service	14,335
5	Department of Public Safety	7,216
6	Department of Protective and Regulatory Services	6,682
7	Department of Health	5,695
8	Youth Commission	5,017
9	Workforce Commission	3,931
10	Attorney General's Office	3,774
11	Natural Resource Conservation Commission	3,027
12	Parks and Wildlife Department	2,954
13	Comptroller of Public Accounts	2,831
14	Rehabilitation Commission	2,603
15	Workers' Compensation Commission	1,128
16	Department of Insurance	1,046
17	Railroad Commission	851
18	Education Agency	844
19	General Services Commission	810
20	General Land Office and Veterans' Land Board	628

Source: Legislative Budget Board, *Texas Fact Book 2000*

²⁴This study excludes the Texas system of public higher education which encompasses 35 general academic teaching institutions, including four upper-level institutions and three lower-division institutions; 50 community and junior college districts; one technical college; and nine health-related institutions.

Table 3.2 shows the percentage of Blacks, Hispanics and females represented within each state government job category.

Table 3.2. <i>Percentages Representing Blacks, Hispanics and Females in State Government Job Categories</i>			
Job Category	Black	Hispanic	Female
Officials/Administration	8%	12%	39%
Professional	14%	20%	58%
Technical	15%	19%	47%
Protective Services	26%	18%	31%
Para-Professionals	31%	23%	74%
Administrative Support	17%	29%	89%
Skilled Craft	8%	21%	3%
Service/Maintenance	26%	27%	42%

Source: Texas Commission on Human Rights, *1998-99 Minority Hiring Practices Report*

Thirty-eight percent (38%) of the minority civilian workers are Black and 54 percent are Hispanic. The compilation of workforce data is intended to help state agencies analyze the current labor force and address problems of discrimination on the basis of race, national origin or sex for all job classifications. The *Minority Hiring Practices Report* concludes that state agencies and higher education institutions are underutilizing or excluding minorities and females in proportion to their available numbers in the civilian labor force. This conclusion is based on the number and type of employees hired by job category.

Description of State Agency Functional Areas

Texas state government agencies fall under ten functional areas. These functional areas include: general government; health and human services; public education; higher education; the judiciary; public safety and criminal justice; natural resources; business and economic development; regulatory; and the Legislature.²⁵ The state budget appropriates funding for approximately 227,000 full-time equivalent employment positions at various agencies and institutions within these functional areas. Each functional area is briefly discussed below.

General Government

Twenty-six general government agencies serve as the nucleus of Texas state government. Slightly more than 9,000 employees perform the state's core business functions within the general government category. Agency functions range from enforcing child support laws and assisting victims of crimes to enforcing tax, fiscal and election laws. In addition to providing direct services to citizens of Texas, numerous general government agencies provide central support services that are utilized by all state agencies. Table 3.3 provides a list of state general government agencies.

²⁵This study excludes most regulatory agencies, all legislative agencies (except the State Auditor's Office) and all higher education institutions from its survey sample due to the nature and size of these agencies. A majority of the regulatory agencies have small staffs and are primarily responsible for licensing and regulating occupations and industries in the state as opposed to providing direct services to individual citizens. Legislative agencies are excluded because of the migratory nature of their work forces. In most legislative agencies, employee turnover is relatively high and is usually dependent on legislative/electoral cycles. A large number of employees are hired to accommodate staffing needs during legislative sessions only; therefore, the researcher did not believe these agencies would provide valid findings on diversity management issues.

Table 3.3. General Government Agencies

Aircraft Pooling Board
Commission on the Arts
Office of the Attorney General
Bond Review Board
Office of the Comptroller of Public Accounts
Advisory Commission on State Emergency Communications
Employees Retirement System
Ethics Commission
Texas Public Finance Authority
Fire Fighters' Pension Commissioner
General Services Commission
Office of the Governor
Historical Commission
Commission on Human Rights
Incentive and Productivity Commission
Department of Information Resources
Library and Archives Commission
State Pension Review Board
Preservation Board
State Office of Risk Management
Workers' Compensation Payments
Secretary of State
Office of State-Federal Relations
Veterans Commission

Health and Human Services

Health and human services agencies comprise the second largest functional area of Texas state government. Total funding for these agencies constitutes 28 percent of all state appropriations. Approximately 52,000 employees in various health and human services agencies provide services related to physical and mental health, aging, children, low-income family assistance, and alcohol and drug abuse. Table 3.4 provides a list of all state government agencies in the health and human services functional category.

Table 3.4. Health and Human Services Agencies

Department on Aging Commission on Alcohol and Drug Abuse Commission for the Blind Cancer Council Children's Trust Fund of Texas Council Commission for the Deaf and Hard of Hearing Interagency Council on Early Childhood Intervention Department of Health Health and Human Services Commission Department of Human Services Department of Mental Health and Mental Retardation Department of Protective and Regulatory Services Texas Rehabilitation Commission
--

Education

Education agencies and institutions comprise the largest functional area of Texas state government. Total funding for these agencies and institutions constitutes 45.3 percent of all state appropriations. State appropriations provide for 77,000 full-time equivalent positions in education agencies. Education agencies are designed to build the capacity of Texas public and higher education systems including public education school districts, two-year and four-year higher education institutions. Table 3.5 lists the education agencies and higher education institution categories identified in the state's general appropriations act.

<i>Table 3.5. Education Agencies</i>
Texas Education Agency* Higher Education Coordinating Board* State Board for Educator Certification* School for the Blind and Visually Impaired* School for the Deaf* Public Community/Junior Colleges Texas State Technical College General Academic Institutions Health-related Institutions A&M University Extension Services Teacher Retirement System* Telecommunications Infrastructure Fund Board*

*Identified as a state agency for the purposes of this study.

The Judiciary

Judiciary agencies and courts are funded under one of the smallest functional areas in state government. Just under 1,300 full-time equivalent positions comprise the state judicial workforce. The Supreme Court, the Court of Criminal Appeals, 14 appellate courts, and five agencies are included in this category. Table 3.6 lists the agencies and courts funded under the judiciary functional area. The items identified with an asterisk are those considered state agencies for the purposes of this study.

<i>Table 3.6. Judiciary Agencies</i>
Supreme Court of Texas* Court of Criminal Appeals 14 Courts of Appeal Office of Court Administration, Texas Judicial Council Office of the State Prosecuting Attorney State Law Library Court Reporters Certification Board State Commission on Judicial Conduct Comptroller's Department Judiciary Section*

*Identified as a state agency for the purposes of this study.

Public Safety and Criminal Justice

Public safety and criminal justice agencies and institutions constitute approximately eight percent of all state appropriations. Employees (approximately 56,300 full-time equivalents) within this functional category provide services related to crime prevention, criminal rehabilitation and public and fire safety. State military support is also provided within this functional area. Table 3.7 provides a list of public safety and criminal justice agencies.

<i>Table 3.7. Public Safety and Criminal Justice Agencies</i>
Adjutant General's Department
Alcoholic Beverage Commission
Department of Criminal Justice
Criminal Justice Policy Council
Commission on Fire Protection
Commission on Jail Standards
Juvenile Probation Commission
Commission on Law Enforcement Officer Standards and Education
Texas Military Facilities Commission
Polygraph Examiners Board
Board of Private Investigators and Private Security Agencies
Department of Public Safety
Youth Commission

Natural Resources

The natural resources of Texas have played a significant role in the development of the state's economy. Texas ranks first among the states in total agricultural acreage and natural gas production, second in total land area, and fourth in the value of agricultural exports (Legislative Budget Board *Fiscal Size-Up*, p. 189). Consequently, state government is continually concerned with the preservation of its agricultural, environmental and recreational resources. State natural

resources agencies with over 8,500 full-time equivalent positions are charged with managing and developing these resources through research, education, preservation, regulation and remediation. Table 3.8 lists the state agencies responsible for providing services within the natural resources functional area.

<i>Table 3.8. Natural Resources Agencies</i>	
	Department of Agriculture Animal Health Commission General Land Office and Veterans' Land Board Natural Resources Conservation Commission Parks and Wildlife Department Railroad Commission River Compact Commissions Soil and Water Conservation Board Water Development Board

Business and Economic Development

Six state agencies comprise the business and economic development functional area. Over 19,000 full-time equivalent positions are funded to provide services supporting business development through transportation and community infrastructure. Services provided within this functional area include: affordable housing assistance; technical assistance to support community and economic development projects; and transportation planning, development and highway maintenance. Workforce-related services involve assisting workforce development boards in local communities to meet workforce needs of employers and workers. Additional agency functions include the administration of charitable bingo and lottery operations. Table 3.9 lists the state agencies within the business and economic development functional area.

<i>Table 3.9. Business and Economic Development Agencies</i>
Aerospace Commission Department of Economic Development Department of Housing and Community Affairs Lottery Commission Department of Transportation Workforce Commission

Regulatory

Thirty-seven state agencies are charged with regulating a wide range of industries and occupations in Texas. The regulated industries and occupations include insurance, telecommunications, electric utilities, securities, financial institutions, real estate, health-related occupations, and pari-mutual racing. State regulatory agencies employ approximately 3,900 full-time equivalent positions within this category. In addition to regulating a myriad of industries, agency responsibilities include overseeing a system that delivers benefits to those who suffer work-related injuries and illnesses in Texas workplaces. Table 3.10 lists the six regulatory agencies sampled in this study. These six agencies are included because of the size of their work forces and the nature of services provided.

<i>Table 3.10. Regulatory Agencies</i>
Credit Union Department Department of Banking Department of Insurance Department of Licensing and Regulation Workers' Compensation Commission Public Utility Commission

Legislature

Legislative agencies account for a very small portion of the state government workforce. Appropriations for legislative agencies constitute only 0.3 percent of all state appropriations. Agencies in this category include the Senate, House of Representatives, Legislative Budget Board, Legislative Reference Library, Sunset Advisory Commission and have a combined workforce of just over 2000 employees. The only legislative agency included in this study's survey sample is the State Auditor's Office. The State Auditor's Office functions as the independent auditor for Texas state government. The agency, which employs approximately 260 employees, reviews state agencies, universities and programs for management and fiscal controls, performance measures, efficiency, effectiveness and statutory compliance.

Human resources departments are relied upon to conduct work force utilization analyses that may be useful to such agencies as the Comptroller's Office, State Auditor's Office and Commission on Human Rights. Information reported by human resources departments can assist policymakers in identifying and resolving employee-related problems in state government. The following section will describe the important role of human resources within state agencies.

Role of Human Resources Departments

Human resources departments work within organizations toward the accomplishment of organizational goals and objectives. In most large organizations, including state agencies, human resources management involves many overlapping functional areas. These functional areas of human resources management are listed in Figure 3.9.

<i>Figure 3.9. Human Resources Management Functional Areas</i>
Human resources research and planning Human resources development and training Equal employment opportunity administration Recruitment and selection Job analysis Job structuring Performance appraisals Benefits administration Counseling Pay administration Health and Safety Labor Relations Employee relations and communications

A major part of human resources management involves helping organizations to obtain and maintain effective workforces. In most agencies, human resources professionals are given functional authority over a broad range of personnel activities from employee recruitment to retirement. The changing legal environment of workplaces is one of the main reasons for this functional authority delegation. For example, Title VII of the Civil Rights Act requires employers with 15 or more employees to use validated methods of selecting employees. Violations of this law can obligate employers to pay substantial settlement claims. According to the Commission on Human Rights, 315 complaints were filed against state agencies and institutions of higher education during fiscal year 1992 at a cost of \$787,500 plus over \$1.8 million for litigation costs (1998 *Minority Hiring Practices Report*, p. 1). Due to this requirement and other legal requirements, human resources departments are given the authority to oversee and enforce employment laws to ensure that legal procedures are followed by all members of the organization. Human resources departments also play an important role in

advising and educating managers on employee issues such as diversity management. In most cases, they are expected to act as independent authorities or appeals officers when employees feel aggrieved by management decisions.

State Statute

To date, there has been minimal recognition of work force diversity in Texas law. In 1995, the legislature enacted legislation addressing work force diversity programs. Statutory language provided in Chapter 21, Section 21.121 of the Texas Labor Code allows, but does not mandate, the implementation of work force diversity programs. The law simply states that “an employer does not commit an unlawful employment practice by developing and implementing personnel policies that incorporate work force diversity programs.”

Diversity is also addressed in Chapter 72 of the Texas Labor Code in the context of hiring practices and recruitment for specific court-related occupations. Section 72.041 encourages the recruitment of judicial law clerks and staff attorneys that reflect the gender, racial, and ethnic diversity of the state. The 74th Legislature, in 1995, had directed the Texas Commission on Judicial Efficiency to develop recommendations addressing staff diversity in the judicial system. Section 72.041 of the Texas Labor Code resulted from recommendations made by the Commission.

Diversity training is not addressed in statute; however, new employee training on discrimination laws and sexual harassment is mandatory. Chapter 21, Section 21.0101 of the Texas Labor Code mandates training to provide employees with information regarding each agency’s policies and procedures relating to employment discrimination, including

discrimination involving sexual harassment. Employees are required to receive this training within 30 days of employment and attend supplemental training every two years.

The next chapter focuses on the methodology used to gather data for this study. A discussion of the research design, survey sample, questionnaire development and statistics is provided in the chapter.

CHAPTER 4

RESEARCH METHODOLOGY

The purpose of this chapter is to explain the research methodology used for this study. A discussion of the strengths and weaknesses of the methodology is provided along with justification for the choice of methodology. Sampling, questionnaire development and pre-testing are also discussed. An operationalization table that links the descriptive categories to the survey instrument is also presented.

Research Design

This applied research project is a descriptive study. To fulfill the purposes of the research, the survey technique was used. According to Earl Babbie, author of *The Practice of Social Research*, surveys are excellent vehicles for measuring attitudes in a large population and are appropriate for descriptive, explanatory and exploratory purposes (Babbie, 1995: 257).

Babbie (1995: 273-274, 277) identifies the following special strengths and weaknesses of survey research:

Strengths

- * Flexible in the number of questions allowed
- * Allows for generalization of large populations
- * Allows for easy measurement
- * Strong on reliability

Weaknesses

- * Inflexible on modifications allowed
- * Weak on validity
- * Subject to artificiality
- * Can prompt superficial responses

Surveys allow for considerable flexibility in the number of questions that may be asked on a given topic. It is necessary, however, for the researcher to commit to specific operational concepts prior to survey development. Another strength of surveys is that they are useful in

describing large populations. Certain generalizations can be made about a large population if a carefully selected probability sample is combined with a standardized questionnaire.

Standardized questionnaires also allow for easy measurement because survey respondents are asked identical questions and given identical response choices. In addition, a standardized questionnaire ensures reliability in observations made by the researcher.

There are also specific weaknesses associated with survey research. While survey research is flexible in terms of the number of questions allowed, it is inflexible in another way. Survey research is considered inflexible because it typically requires that an initial study remain unchanged. Survey research is also described as being generally weak on validity. The question of validity becomes an issue when using the survey method because a respondent's true feelings on a sensitive subject such as diversity may not be reflected in the response choices provided. In addition, surveys make it difficult for researchers to gain a full sense of social processes in their natural settings, thus subjecting them to artificiality. Since surveys can only collect information on past or hypothetical actions, they can potentially bias a respondents' answers.

There are three types of surveys commonly used in social scientific research: interviews, telephone surveys and self-administered questionnaires. While Babbie points to several weaknesses in survey research, he contends that it is an appropriate method for dealing with especially sensitive issues if it provides for complete anonymity (Babbie, 1995: 272). Interviews or telephone surveys would not have been feasible methods for this study because neither method could ensure complete anonymity and both are time prohibitive. Therefore, the researcher believed that the self-administered questionnaire was the most appropriate method for collecting data on the attitudes of individuals regarding their organizations' approach to diversity. The

survey questionnaire was also preferred because it is economical, lacks interviewer bias, and encourages more candid responses than other methods (Babbie, 1995: 277).

Survey Sample

This study examines diversity management and training in organizations by using individual people as the unit of analysis. From a list of 135 state agencies provided in the *Texas Capitol Complex Directory*, the researcher selected a judgment sample²⁶ of 58 state agency human resources directors based on size of the workforce and agency purpose. The sample group represents a broad spectrum of agencies from various functional areas. Agency size ranged from those employing at least 100 employees to those employing thousands of employees. Small boards and commissions, and institutions of higher education were excluded from the sample. Human resources directors were targeted for the survey because they are often relied upon to keep management abreast of important employee-related issues such as diversity. The researcher believes that human resources experts could especially provide valuable insight into the organization's policies and practices as well as the attitudes of management. Appendix A provides a list of the human resources directors who received the survey.

Questionnaire Development

The survey asked human resources directors to answer questions regarding the existence of diversity management programs and diversity training in their agencies. It also solicited their

²⁶According to Thomas Kinneer and James Taylor, authors of *Marketing Research: An Applied Approach* (1995), judgment samples are selected on the basis of what experts think those particular sampling units will contribute to answering the research question at hand.

opinions on the evidence of essential components, and the perceived advantages, disadvantages and consequences of diversity management programs and training. In addition, human resource director opinions were solicited regarding their agency's preparedness to manage increased diversity.

In order to pretest the survey, several human resources employees in a county government human resources department were asked to complete the questionnaire. Those participating in pre-testing had expertise in diversity management and training. Feedback on the proposed questionnaire was positive.

Operationalization of the Descriptive Categories

The strength of the questionnaire is that the content came directly from the literature and is organized by the conceptual framework. Linking the questions directly to the literature connects them to discussions in the real world. The conceptual framework, that was developed from the review of the literature, provides the basis for the organization of the survey questions. The survey questions are designed to address the larger research purpose. The careful construction of the data collection instrument gives the data more validity and reliability.

Table 4.1 below illustrates how the ten descriptive categories are operationalized. The questionnaire is included as Appendix B.

Table 4.1.
Operationalization of Conceptual Framework

CATEGORIES	QUESTIONNAIRE ITEM(S)
STATE AGENCY USE	Part I, 1 & 2
ESSENTIAL COMPONENTS OF DIVERSITY MANAGEMENT PROGRAMS	
Visionary leadership & commitment	Part II, 1 & 2
Culture that values diversity	Part I, 4 Part II, 3
Diversity goals linked to strategic plan	Part II, 4
Expert guidance from HR Department	Part II, 5
Multiple, on-going interventions	Part II, 6, 7 and 7a
Involvement of key stakeholders in planning process	Part II, 8
Diversity goals integrated into written procedures & policies	Part II, 9
Accountability measures, evaluation and modifications	Part II, 10
ADVANTAGES	
Visible organizational support for all groups of employees	Part II, 11
Employees are made aware of organization's mission and goals	Part II, 12
Clear, concise policies and procedures that support diversity	Part II, 13
DISADVANTAGES	
Time-consuming	Part II, 14
CONSEQUENCES	
Employee Retention/Better Morale/Increased Productivity/Fewer Absences	Part II, 15
Improved Services to Diverse Populations	Part II, 16

Table 4.1. (continued)
Operationalization of Conceptual Framework

ESSENTIAL COMPONENTS OF DIVERSITY TRAINING	
Organizational/managerial commitment	Part III, 1
Linkage to strategic goals	Part III, 2
Facilitation of open dialogue between all employees	Part III, 3
Training components to improve supervisory & communications skills	Part III, 4 & 5
Training to foster cooperative working relationships	Part III, 6
Effective evaluation tools and modifications	Part III, 7
ADVANTAGES	
Open communication between employees	Part III, 8
Broader range of knowledge, skills & abilities	Part III, 9
DISADVANTAGES	
Time-consuming	Part III, 10
Costly	Part III, 10
CONSEQUENCES	
Minimizes absenteeism and turnover	Part III, 11
Satisfactory employee performance	Part III, 12
Better decisions based on different perspectives	Part III, 13
Better services to diverse populations	Part III, 14
Backlash and resistance from some employees	Part III, 15
LEVEL OF PREPAREDNESS TO MANAGE A DIVERSE WORKFORCE	
Evidence of the essential components for diversity management and training	Part IV, 1

Statistics

As illustrated in Table 4.1, each category corresponds to relevant questionnaire items. Since the purpose of the questionnaire is to gauge the attitudes of respondents regarding specific statements, possible responses ranged from “strongly disagree” to “strongly agree” with scores ranging from 1 to 5. A traditional Likert scale is used to rate the responses. Responses are rated as follows: strongly disagree (1); disagree (2); neither agree nor disagree (3); agree (4); and strongly agree (5). The tables reflect the cumulative percentages of respondents strongly disagreeing and disagreeing, and agreeing and strongly agreeing. Percent distributions and means are used to describe the results of the research. These simple statistics are appropriate for descriptive research because they break the survey results down to an easily manageable form (Babbie, 1995: 393). The survey results are provided in Chapter 5.

CHAPTER 5

RESEARCH RESULTS

This chapter presents the findings of the study. In order to collect data for the study, a questionnaire was organized by the conceptual framework. An interpretation of the evidence collected from the questionnaire is provided. Tables are included to illustrate the survey results.

Demographics

The survey instrument was mailed to 58 state agencies located in Austin, Texas. Agencies included in the survey sample ranged from small regulatory agencies to large service-related agencies. Agency work force sizes range from 26 employees to approximately 2000²⁷ employees. Table 5.1 shows the response rate by agency type.

<i>Table 5.1</i> <i>Responses Received by Agency Type</i>			
AGENCY TYPE	SURVEYS SENT	RESPONSES RECVD.	RESPONSE RATE
General Government ²⁸	13	10	77%
Health & Human Services	12	9	75%
Education	5	2	40%
Judiciary	2	0	0%
Public Safety/Criminal Justice	10	3	30%
Natural Resources	6	1	17%
Business & Economic Development	4	2	50%
Regulatory ²⁹	6	3	50%
TOTAL	58	30	52%

²⁷Number represents agency employees based in the Austin area only.

²⁸Although the State Auditor's Office is classified as a legislative agency under the State Appropriations Act, the agency is categorized as a general government agency in this study.

²⁹Surveys were mailed to six regulatory agencies. The portion of the survey instrument that asked respondents to indicate the type of agency they represented inadvertently left "regulatory" off the list of options. Three survey responses were returned without the agency type indicated. The researcher is making the assumption that the responses without the agency type specified are those representing regulatory agencies.

A little over half (30) of the human resources directors responded to the questionnaire. The only functional area not represented among the agencies is the judiciary. Of those responding to the questionnaire, general government and health and human services agencies had the highest response rates (77% and 75% respectively), while natural resources had the lowest (17%).

State Agency Use

Diversity Management Programs

The first purpose of the research project is to assess how many agencies have diversity management programs and offer diversity training. Table 5.2 shows the number of agencies with formal diversity management programs in place.

Table 5.2 <i>Frequency and Percent of State Agency Respondents</i> <i>Where Diversity Management Programs Currently Exist</i> <i>N=30</i>		
Diversity Management Program Exists	Frequency	% of Respondents
Yes	16	53%
No	14	47%
TOTAL	30	100%

A slim majority (53%) of the respondents indicated that diversity management programs exist in their agency. Table 5.3. provides a list of the agencies with diversity management programs by agency type.

Table 5.3. Frequency and Percent of State Agency Respondents with Diversity Management Programs by Agency Type³⁰
N=16

Agency Type	Frequency	% of Respondents
General Government	5 out of 10	31%
Health & Human Services	4 out of 9	25%
Education	1 out of 2	6%
Public Safety/Criminal Justice	3 out of 3	19%
Natural Resources	0 out of 1	0%
Business/Economic Development	1 out of 2	6%
Regulatory	2 out of 3	13%
TOTAL	16	100%

The functional areas employing the most workers (criminal justice/public safety, general government and health and human services) represent the agencies with the majority of diversity management programs.

Diversity Training

Table 5.4 illustrates the number of agencies offering diversity training.

Table 5.4. Frequency and Percent of State Agency Respondents Where Diversity Training Currently Exists
N=30

Diversity Training Currently Exists	Frequency	% of Respondents
Yes	21	70%
No	9	30%
TOTAL	30	100%

³⁰Survey instruments were sent to judiciary agencies, but agency responses not received; therefore, the judiciary category is excluded from this table.

Diversity training appears to be a prevalent state agency practice, even if a formal diversity management program does not exist. The majority of agencies (70%) indicate that such training is offered to their employees.

Diversity Management Programs

Essential Components

The second purpose of the research is to describe the attitudes of state agency human resources directors regarding the evidence of diversity management essential components in their respective agencies. Prior to making this assessment, the researcher sought to gain an understanding of each agency's organizational climate and overall perception of diversity management. Table 5.5 provides the results of this inquiry.

Table 5.5 Organization's Overall Perception of Workforce Diversity and Diversity Management N = 30		Legend: <i>SD = Strongly Disagree (1)</i> <i>D = Disagree (2)</i> <i>N = Neutral (3)</i> <i>A = Agree (4)</i> <i>SA = Strongly Agree (5)</i>		
Survey Statements	SD/D	N	A/SA	MEAN ³¹
Organizational climate of agency is such that increased diversity is viewed as a challenge.	14 46%	11 37%	5 17%	2.5
The organizational climate of the agency is such that an increase in diversity is regarded as a strength.	4 13%	5 17%	21 70%	4.0
Top leaders, managers and employees clearly understand the difference between diversity management and affirmative action.	6 20%	13 43%	11 37%	3.3

³¹The remaining tables reflect the cumulative percentages of respondents strongly agreeing or disagreeing, and agreeing and strongly agreeing. The mean in each table represents an average of the responses.

A majority (70%) of survey participants indicated that their agencies view diversity as a strength. The statement regarding an understanding of the difference between affirmative action and diversity management received a 43% neutral response. Only eleven (37%) survey participants indicated that leaders and staff understand the difference between diversity management and affirmative action.

A series of statements were then presented to assess the opinions of survey participants regarding the evidence of essential components of diversity management programs. The results are presented in Table 5.6.

Table 5.6 Frequency and Percent of Responses of Opinions Regarding the Evidence of Essential Components of Diversity Management Programs N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
Top leaders have exhibited visionary leadership in their approach to diversity.	6 20%	7 23%	17 57%	3.5
Top leaders are committed to developing effective interventions to manage increased diversity.	5 17%	8 27%	17 56%	3.5
An organizational culture that values diversity	5 17%	6 20%	19 63%	3.8
Organization's diversity goals are closely linked to the organization's mission and strategic plan	7 23%	8 27%	15 50%	3.4
Human Resources Department is relied on to provide expert advice and guidance in all areas of diversity management	9 30%	8 27%	13 43%	3.2
Diversity management is approached as a long-term process, not a "one-shot" training event	3 10%	7 23%	20 67%	3.8
Organization's diversity management program provides more than one type of intervention	4 13%	14 47%	12 40%	3.4

Table 5.6 (continued) Frequency and Percent of Responses of Opinions Regarding the Evidence of Essential Components of Diversity Management Programs N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
A variety of key stakeholders (i.e., management, employees from various levels and disciplines, clients/customers) are involved in the planning and development of diversity management interventions.	9 30%	13 43%	8 27%	2.9
Diversity goals are integrated into the organization's written procedures and policies.	5 16%	8 27%	17 57%	3.5
Accountability measures are in place to aid decision makers in evaluating the effectiveness of diversity interventions.	12 40%	9 30%	9 30%	2.9

Human resources directors positively responded (either agreed or strongly agreed) to six of the ten essential components listed.³² Table 5.7 shows the top six essential components of diversity management programs that are evident in Texas state agencies.

Table 5.7 Top Six Diversity Management Essential Components Evident in Texas State Government Agencies Ranked by Percentage of Responses N=30	
1. Diversity management is approached as a long-term process	67%
2. The organizational culture can best be described as one that values diversity	63%
3. Diversity goals are integrated into written procedures and policies	57%
4. Top leaders exhibit visionary leadership in their approach to diversity	57%
5. Top leaders are committed to developing effective diversity interventions	56%
6. Diversity goals are linked to the organization's mission and strategic plan	50%

³²It is important to note that these responses may include survey participants who indicated earlier that their agencies do not have formal diversity management programs in place.

Interestingly, less than half (43%) of the human resources directors believe their departments are relied upon to provide expert advice and guidance in all areas of diversity management. Nine respondents (30%) responded negatively and eight (27%) were neutral. This was especially surprising since respondents agree that most of the essential components described in the literature are evident in their diversity management programs, and all of the essential components of diversity training are evident (See Table 5.12).

A significant neutral response (47%) was given to the statement regarding organizations' diversity management programs providing more than one type of intervention. This response was expected since only 16 of the 30 survey participants indicated that they had formal diversity management programs in place. Of the 16 participants indicating that formal diversity programs are in place, a vast majority (12 out of 16 (75%)) indicated that their programs provided multiple diversity interventions. Table 5.8 shows how diversity interventions rank among diversity management programs Texas state government agencies.

Table 5.8 <i>Diversity Interventions Evident in Texas State Agencies</i> <i>Ranked by Number of Responses</i>	
1. Diversity training	16
2. Recruitment	16
3. Promotions	12
4. Career development	10
5. Organizational development	10
6. Mentoring	4
7. Cultural celebrations	2
8. Skills education	1

A large percentage of survey participants (43%) also remained neutral regarding the involvement of a variety of stakeholders in diversity management planning. Only eight (27%) respondents agreed that agencies involved internal and external stakeholders in the planning process. Nine (30%) respondents disagreed with the statement.

One of the most significant findings involved the presence of accountability measures. Twelve (40%) respondents disagreed or strongly disagreed with the statement that accountability measures are in place to aid the organization in evaluating the effectiveness of diversity interventions. Only nine (30%) respondents indicated that accountability measures were in place, while nine (30%) respondents remained neutral.

The third research purpose is to describe the perceptions and attitudes of human resources directors toward the advantages, disadvantages and consequences of diversity management programs and diversity training. Tables 5.9 through 5.11 provide the results reflecting the opinions of survey participants regarding the advantages, disadvantages and consequences of diversity management programs.

Advantages

Table 5.9 provides results of human resources director opinions regarding the advantages of diversity management programs.

Table 5.9 Frequency and Percent of Responses of Opinions Regarding Advantages of Diversity Management Programs N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
Through the implementation of diversity interventions, the organization's leadership has the opportunity to show its support for all groups of employees.	1 3%	14 47%	15 50%	3.6
The organization has the opportunity to remind employees of the organization's mission and goals through various diversity interventions.	1 3%	18 60%	11 37%	3.4
Having a diversity management program allows the organization to provide clear, concise written policies and procedures that support diversity goals .	0	17 57%	13 43%	3.5

Only one advantage presented from the literature was strongly supported by state agency human resources directors. Half (50%) of the survey respondents supported the statement that various diversity interventions present the opportunity for the leadership to show its support for all employees. Most survey participants (60%) did not feel one way or the other about diversity management interventions providing the opportunity for organizations to remind workers of the mission and goals of the agency. The majority (57%) of respondents were also neutral regarding whether diversity management programs allow opportunities to provide clear and concise written policies supporting diversity goals.

Disadvantage

Table 5.10 reflects the opinions of human resources directors regarding a disadvantage associated with diversity management programs. As indicated below, there were no strong opinions regarding the statement provided.

Table 5.10 Frequency and Percent of Responses of Opinions Regarding Perceived Disadvantage of Diversity Management Programs N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statement	SD/D	N	A/SA	MEAN
The development and implementation of an effective diversity management program is a time-consuming process.	3 10%	14 47%	13 43%	3.5

A majority (47%) of the human resources directors were neutral on the assumption that a disadvantage of diversity management is that effective program implementation is a time-consuming process. Thirteen (43%) respondents agreed with the statement.

Consequences

Table 5.11 shows the results of human resources director opinions regarding the consequences of diversity management programs. The majority of the opinions were favorable.

Table 5.11 Frequency and Percent of Responses of Opinions Regarding Consequences of Diversity Management Programs N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
Having a diversity management program in place has a positive effect on employee retention, morale and productivity.	2 7%	10 33%	18 60%	3.7
Having a diversity management program has a positive effect on the quality of services rendered to a diverse population.	2 7%	9 30%	19 63%	3.8

State agency human resources directors believe that diversity management programs have a positive effect on employee retention, moral, productivity (60%) and the quality services rendered to diverse populations (63%). The outcome of this inquiry is particularly interesting since responses regarding perceived advantages of diversity management programs were not as positive.

The following section provides results of human resources director attitudes regarding the evidence of essential components, perceived advantages, disadvantages and consequences of diversity training.

Diversity Training

Tables 5.12 through 5.16 provide the results reflecting the opinions of survey participants regarding the advantages, disadvantages and consequences of diversity training.

Essential Components

Table 5.12 provides results of human resources director opinions regarding the essential components of diversity training. All essential components were strongly supported by the survey participants.

Table 5.12 Frequency and Percent of Responses Regarding Essential Components of Diversity Training N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
In order for diversity training programs to be effective, organizational leaders must show their commitment to making such training programs work.	1 3%	2 7%	27 90%	4.4
Diversity training programs must have some linkage to the organization's strategic goals.	2 7%	4 13%	24 80%	4.1

Table 5.12 (continued) Frequency and Percent of Responses Regarding Essential Components of Diversity Training N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Diversity training should facilitate open dialogue between all types of employees.	1 3%	2 7%	27 90%	4.5
Diversity training should include a training component for the improvement of supervisory skills .	2 7%	2 7%	26 86%	4.3
Diversity training should include a training component for the improvement of communication skills for managers and line staff.	2 7%	2 7%	26 86%	4.3
Diversity training should focus on fostering cooperative working relationships between all workers.	2 7%	1 3%	27 90%	4.4
Diversity training must have an evaluation tool to assess the effectiveness of training and allow for necessary modifications.	3 10%	2 7%	25 83%	4.1

The highest mean scores corresponded to the statements on the essential components of diversity training. The average scores, ranging from 4.1 to 4.4, indicate that human resource directors either strongly agree or agree that the seven essential components identified in the literature are critical. The essential components of diversity training, according to the survey participants, are ranked in Table 5.13.

Table 5.13 Essential Components of Diversity Training Ranked by Percentage of Survey Responses N=30	
1. Leaders must show their commitment to making training programs work to ensure effectiveness	90%
2. Training should facilitate open dialogue between all types of employees	90%
3. Training should focus on fostering cooperative working relationships between all workers	90%
4. Diversity training should include a component to improve communications skills for managers and staff	86%
5. Diversity training should include a component for the improvement of supervisory skills	86%
6. An effective evaluation tool must be in place to assess the effectiveness of diversity training	83%
7. Diversity training programs must have some linkage to the organization's strategic goals	80%

Advantages

Table 5.14 presents the results of human resources director opinions regarding the advantages of diversity training. Each stated advantage was strongly supported by survey participants.

Table 5.14 Frequency and Percent of Responses of Opinions Regarding the Advantages of Diversity Training N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
Diversity training provides a forum for employees to communicate openly with each about sensitive issues.	1 3%	7 23%	22 74%	4.1
Diversity training provides a broader range of knowledge, skills and abilities in areas not covered by other types of training.	3 10%	11 37%	16 53%	3.7

Seventy-four percent of the human resources directors Agree that the biggest advantage of diversity training is that it provides a forum for open communication among employees on sensitive issues. They also Agree, to a lesser degree, that diversity training provides training participants with a broader range of knowledge, skills and abilities not covered by other types of training; however, a larger number of respondents were neutral on this point.

Disadvantage

Table 5.15 shows the results of human resources director opinions regarding the disadvantage associated with diversity training.

Table 5.15 Frequency and Percent of Responses of Opinions Regarding Perceived Disadvantage of Diversity Training N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statement	SD/D	N	A/SA	MEAN
Developing an effective diversity training program takes a great deal of time and requires additional funding.	2 7%	16 53%	12 40%	3.4

The statement regarding the disadvantage of diversity training received a significant neutral response (53%); however, more respondents (40%) agreed than disagreed (7%) with the statement that diversity training was time-consuming and costly.

Consequences

Table 5.13 presents the results of human resources director opinions regarding the consequences of diversity training. The results of this category provided the most varied responses of any other category.

Table 5.16 Frequency and Percent of Responses of Opinions Regarding Consequences of Diversity Training N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statements	SD/D	N	A/SA	MEAN
Diversity training has a positive effect on the absenteeism and turnover rate.	3 10%	21 70%	6 20%	3.1
Diversity training increases satisfactory employee performance.	2 7%	17 57%	11 36%	3.3
Better organizational decisions are made as a result of diversity training.	2 7%	14 47%	14 47%	3.5
Better services can be rendered to diverse populations as a result of diversity training.	0	7 23%	23 77%	4.1
Diversity training will result in backlash and resistance from employees who don't see a need for this type of training.	16 53%	8 27%	6 20%	2.7

Only one out five stated consequences of diversity training received a positive response. Seventy-seven percent (77%) of the human resources directors agreed that diversity training results in better services being rendered to diverse populations.

A majority (53%) of the human resources directors responded negatively to the statement that diversity training would result in backlash or resistance from some employees.

Human resources directors remained mostly neutral in the following three areas:

* **Diversity training has a positive effect on the absenteeism and turnover rates**

70% of the human resources directors were neutral

Only 20% of the human resources directors either agreed or strongly agreed

* **Diversity training increases satisfactory employee performance**

57% of the human resources directors were neutral

36% of the human resources directors either agreed or strongly agreed

* **Diversity training results in better organizational decisions**

47% of the human resources directors were neutral

47% of the human resources either agreed or strongly agreed

Level of Preparedness

The final purpose of the research project is describe the perceptions of human resources directors regarding their agency's level of preparedness to manage a diverse work force. Table 5.14 presents the results of human resource director opinions regarding the level of preparedness of their agencies to effectively manage a diverse work force.

Table 5.17 Frequency and Percent of Responses of Opinions Regarding Agency's Level of Preparedness to Manage Workforce Diversity N = 30		Legend: SD = Strongly Disagree (1) D = Disagree (2) N = Neutral (3) A = Agree (4) SA = Strongly Agree (5)		
Survey Statement	SD/D	N	A/SA	MEAN
Based on the answers given to the questions above, it is my opinion that this organization has taken the necessary steps to effectively manage a diverse work force.	2 7%	11 37%	17 57%	3.5

This final category reflects the evidence of essential components identified by survey participants for both diversity management and training. Roughly the same number of respondents (16) who indicated that formal diversity management programs existed in their agencies, agreed that their organizations were adequately prepared to manage a diverse work force.

A summary of the results and suggestions for additional research are provided in the concluding chapter.

CHAPTER 6 - CONCLUSION

The scenarios described in Chapter 1 demonstrate a compelling need for diversity management initiatives in the modern workplace. While these scenarios are fictional, similar situations do occur everyday. People often have beliefs and values that conflict with others in the workplace. These conflicts may cause misunderstandings, miscommunications, decreased productivity and other obstacles that are counterproductive to the goals of a given organization. Many organizations, including numerous Texas state government agencies, are now taking proactive approaches to workforce diversity in order to address some of the critical issues associated with diversity. While diversity initiatives may not completely eliminate organizational conflict, they may provide the proper tools to minimize problems by focusing on change management, team-building, inclusion, communication, and respect.

The purpose of the applied research project is to describe the status of diversity management programs and diversity training in Texas state government agencies. To accomplish this task, a set of essential components were extracted from current literature in the field. The essential components were used to assess the preparedness of agencies to address increased diversity. The attitudes of human resources directors were assessed using a list of perceived advantages, disadvantages and consequences of diversity management and training.

This chapter provides a summary of the results from the research with recommendations for agencies interested in implementing or restructuring diversity management initiatives. As mentioned in Chapter 4, validity is a vulnerability of survey research. It is important to consider the possibility that the results of this research may be skewed in a positive direction because those who have diversity programs in place were more likely to respond to the survey.

Summary of Findings

The findings suggest that a majority of state government agencies represented in this study regard increased workforce diversity as a strength. State agencies are attempting to address increased diversity either through multi-intervention diversity management programs or diversity training. Multi-intervention diversity management programs are evident in slightly more than half of the agencies responding to this study. Diversity training as a stand-alone intervention is more prevalent. While a significant number of existing diversity management programs implies that workforce diversity is being handled well by Texas state agencies, other findings suggest that improvements are needed. The key findings of this research project are highlighted below.

Essential Components of Diversity Management Programs

In most cases, diversity management is approached as a long-term process with various interventions involved. Approximately half of the participating agencies indicate that diversity goals are closely linked to organizations' missions and strategic goals. Diversity goals are also integrated into the written procedures and policies in more than half of the participating agencies.

Interesting contradictions are revealed among the views of human resource directors. For instance, survey results indicate that a majority of the human resource directors believe their agencies are adequately prepared to effectively manage a diverse workforce; however, only 37% of the survey participants indicate that managers and staff in their agencies clearly understand the difference between diversity management and affirmative action. Survey results also suggest that there is a strong commitment by leadership to find ways to effectively manage diversity; however, a large percentage of human resource directors (43%) believe that their departments are being underutilized in the diversity management process. Neglecting to use the talents and skills

of the very people whose expertise would be most useful in the diversity management process contradicts the suggestion that leaders are committed to finding effective ways to manage diversity.

Other negative findings reveal that a variety of internal and external stakeholders are commonly excluded from the planning phase of diversity management. Accountability measures to evaluate the effectiveness of diversity interventions are also missing in most cases.

Advantages, Disadvantages and Consequences of Diversity Management Programs

The only advantage supported by most human resources directors is that implementation of diversity interventions provides leadership the opportunity to show its support for all groups of employees. The development of effective accountability measurements would likely reveal more advantages.

In regard to the disadvantage, the time required to implement effective diversity management programs does not appear to be a major concern.

The evidence strongly supports the consequences associated with diversity management programs. Human resources directors indicate that diversity management programs have a positive effect on employee retention, morale and productivity. The quality of services rendered by state agencies are also believed to be positively affected when diversity management programs are in place.

Essential Components of Diversity Training

State agency human resources directors strongly support all of the essential components of diversity training. Participants agree that leadership commitment is essential to making diversity training work. Participants concur that diversity training should facilitate open dialogue and foster cooperative working relationships between all employees. Human resources directors also indicate that diversity training should include a component aimed to improve communications and supervisory skills. Effective evaluation tools should also be developed in order to assess the effectiveness of diversity training. Finally, human resources directors agree that diversity training must be linked to the strategic goals of the agency.

Advantages, Disadvantages and Consequences of Diversity Training

The advantages associated with diversity training are also strongly supported by the evidence. Human resources directors concur that diversity training provides a forum for employees to openly communicate about sensitive issues. They also agree that diversity training provides the advantage of providing a broader range of knowledge, skills and abilities in areas not covered by other types of training.

Human resources directors do not support the assumption that the time and funding required for diversity training development is a disadvantage. The existence of accountability measures might further support the time and costs necessary to effectively address diversity.

The only consequence strongly supported by human resources directors pertains to better services being rendered as a result of diversity training. Human resources directors did not express any clear opinions on whether diversity training had any positive effects on absenteeism, employee turnover or employee performance. The evidence shows, however, that human

resources directors do not support the assumption that diversity training will result in backlash or resistance from employees who may not see the need for such training.

Preparedness to Manage Workforce Diversity

The results of the survey indicate that a slim majority of the Texas state government agencies are taking the necessary steps to effectively manage a diverse work force. Fifty-three percent of the survey respondents reported having diversity management programs in place, with a majority of the essential components represented. While this finding is laudable, it is important to note that a large percentage (47%) of respondents indicate that diversity programs do not exist in their agencies at all. Seventy percent of those responding to the survey reported, however, that diversity training is offered.

Only thirty-seven percent (37%) of the survey participants indicate that managers and staff in their agencies clearly understand the difference between diversity management and affirmative action. This finding is disturbing because it implies that many of the people responsible for implementing diversity management programs are lacking a clear understanding of what diversity management is meant to accomplish. The mere existence of diversity management interventions does not indicate whether an agency is adequately prepared to meet the challenges of diversity.

Recommendations

Recommendations to improve diversity management in state agencies were solicited from participating human resources directors. Six survey participants offered suggestions or summations regarding diversity management and training. The comments are as follows:

- Diversity programs and training are more accepted if the concepts are incorporated into day-to-day management practices and training programs at all levels of the agency rather than in a separate program with its own goals.
- Make diversity training a positive situation when required to deal with negative issues.
- Celebrate diversity, not legislate it.
- Continuous top management support is critical.
- Involve a cross-section of the work force in a diversity task force to develop diversity management and training plans.
- Develop a broad working definition of diversity to extend beyond racial diversity by including socio-economic status, disability status, religion, culture, and other attributes that affect a person's make-up.
- Invest time and other resources in preparing all levels of management to support training efforts. Managers should be expected to model appropriate behaviors and attitudes for staff to follow. Failure to "walk the walk" will doom any attempts at organizational diversity management.

The researcher offers the following additional recommendations for consideration by state agencies:

- Human resources experts should be responsible for educating top leadership, management and staff about the purpose of diversity management. Education efforts should emphasize a clear distinction between the goals of diversity management policies and affirmative action policies.
- Top leaders and managers should work closely with human resources experts in developing and integrating diversity goals into the agency's strategic plan.
- Performance measures should be developed to assess the effectiveness of all diversity initiatives and aid planners in making necessary modifications.

Suggestions for Future Research

Empirical research should be conducted to build a convincing case for diversity management. Research that can show how diversity leads to higher morale, productivity, more

innovation and better skills will lend more credibility to the concept. Research should also be conducted to assess whether diversity initiatives are more accepted as part of day-to-day management practices as opposed to separate, more rigid programs. A broader definition of diversity management is also needed. Research in this area should not be restricted to a definition that prescribes only one way of managing people in organizations, while excluding the interest of others. A contingency theory should be developed that takes into consideration the circumstances under which one model of diversity management is more effective than another.

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APPENDICES

APPENDIX A

Mailing List of Survey Recipients

APPENDIX A
Mailing List of Survey Recipients

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TOTAL = 58

APPENDIX B
Survey Cover Letter
and Questionnaire

January 15, 2000

Dear Survey Participant:

I am a graduate student at Southwest Texas State University. My occupation is chief clerk of the Senate Finance Committee. In an effort to gather information about diversity management and training in state government agencies, I am requesting your assistance in completing the attached survey. Specifically, the survey is designed to assess the opinions of human resources experts regarding:

- the organization's approach to increased diversity; and
- the advantages, disadvantages and consequences of diversity management and training initiatives.

If diversity management and training is not within your purview, please direct the questionnaire to the appropriate individual(s) in your organization who would be able to respond.

The questionnaire takes approximately 15 minutes to complete. I am not requesting your name or agency name; however, I would like for you to provide information on the type of agency you are representing in the space provided at the end of the questionnaire. The results of the survey will be used as partial fulfillment for the requirements of a Masters in Public Administration. Please return the completed questionnaire in the enclosed self-addressed stamped envelope by February 1, 2000.

If you have any questions, please contact me at (512) 463-1669. Your assistance in this study is greatly appreciated.

Sincerely,

Patricia K. Hicks

SURVEY ON DIVERSITY MANAGEMENT AND TRAINING

PART I: STATE AGENCY USE AND ORGANIZATIONAL CLIMATE

1. Does your agency currently have a diversity management program?

yes _____ no _____

2. Does your agency currently offer diversity training?

yes _____ no _____

Please circle the number that shows the extent to which you agree or disagree with the following statements.

3. The organizational climate of the agency is such that an increase in diversity is viewed as a challenge.

Strongly
Disagree
1

2

Neither Agree
nor Disagree
3

4

Strongly
Agree
5

4. The organizational climate of the agency is such that an increase in diversity is regarded as a strength.

Strongly
Disagree
1

2

Neither Agree
nor Disagree
3

4

Strongly
Agree
5

5. Top leaders, managers and employees clearly understand the difference between diversity management and affirmative action.

Strongly
Disagree
1

2

Neither Agree
nor Disagree
3

4

Strongly
Agree
5

PART II: DIVERSITY MANAGEMENT PROGRAMS

I am interested in knowing your opinion regarding the essential components, advantages, disadvantages and consequences associated with diversity management programs. Please circle the number that shows the extent to which you agree or disagree with the following statements.

1. Top leaders in this organization have exhibited visionary leadership in their approach to diversity.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

2. Top leaders in this organization are committed to developing effective interventions to manage increased diversity.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

3. The organizational culture of this organization can best be described as one that values diversity.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

4. The diversity goals of the organization are closely linked to the organization's mission and strategic plan.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

5. The Human Resources Department is relied on to provide expert advice and guidance in all areas of diversity management.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

6. Diversity management is approached as a long-term process, not a “one-shot” training event.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

7. The organization’s diversity management program provides more than one type of intervention.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

- 7a. If more than one type of intervention is used, please check the interventions included in your diversity management program.

☐ Recruitment
☐ Promotions/Career Development
☐ Mentoring
☐ Organizational Development
☐ Diversity Training
☐ Other (please describe)

8. A variety of key stakeholders (i.e., management, employees from various levels and disciplines, clients/customers) are involved in the planning and development of diversity management interventions.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

9. Diversity goals are integrated into the organization’s written procedures and policies.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

10. Accountability measures are in place to aid decision makers in evaluating the effectiveness of diversity interventions.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

11. Through the implementation of diversity interventions, the organization's leadership has the opportunity to exhibit its support for ALL groups of employees.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

12. The organization has the opportunity to remind employees of the organization's mission and goals through various diversity interventions.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

13. Having a diversity management program allows the organization to provide clear, concise written policies and procedures that support diversity goals.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

14. The development and implementation of an effective diversity management program is time-consuming process.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

15. Having a diversity management program in place has a positive effect on employee retention, morale and productivity.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

16. Having a diversity management program has an positive effect on the quality of services rendered to a diverse population.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

PART III: DIVERSITY TRAINING

I am interested in knowing your opinion regarding the essential components, advantages, disadvantages and consequences of diversity training. Please circle the number that shows the extent to which you agree or disagree with the following statements.

1. In order for diversity training programs to be effective, organizational leaders must show their commitment to making such training programs work.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

2. Diversity training programs must have some linkage to the organization's strategic goals.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

3. Diversity training should facilitate open dialogue between all types of employees.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

4. Diversity training should include a training component for the improvement of supervisory skills.

Strongly
Disagree

1

2

Neither Agree
nor Disagree

3

4

Strongly
Agree

5

5. Diversity training should include a training component for the improvement of communication skills for managers and line staff.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

6. Diversity training should focus on fostering cooperative working relationships between all workers.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

7. Diversity training must have an evaluation tool to assess the effectiveness of training and allow for necessary modifications.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

8. Diversity training provides a forum for employees to communicate openly with each other about sensitive issues.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

9. Diversity training provides for a broader range of knowledge, skills and abilities in areas not covered by other types of training.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

10. Developing an effective diversity training program takes a great deal of time and requires additional funding.

Strongly Disagree			Neither Agree nor Disagree		Strongly Agree
1	2	3	4	5	

11. Diversity training has a positive effect on the absenteeism and turnover rate.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |
12. Diversity training increases satisfactory employee performance.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |
13. Better organizational decisions are made as a result of diversity training.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |
14. Better services can be rendered to diverse populations as a result of diversity training.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |
15. Diversity training will result in backlash and resistance from employees who don't see a need for this type of training.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |

PART IV: OVERALL LEVEL OF PREPAREDNESS

1. Based on my responses to the statements presented above, it is my opinion that this organization has taken the steps necessary to effectively manage a diverse work force.
- | | | | | | |
|----------------------|---|---|-------------------------------|---|-------------------|
| Strongly
Disagree | | | Neither Agree
nor Disagree | | Strongly
Agree |
| 1 | 2 | 3 | 4 | 5 | |

PART V: RECOMMENDATIONS

If you feel that your agency is on the cutting-edge of diversity management and training, what key recommendations can you make to ensure that other organizations are prepared to manage a more diverse work force?

[illegible]

Type of Agency (please circle one): General Government
Health and Human Services
Education
Judiciary
Public Safety/Criminal Justice
Natural Resources
Business/Economic Development

Your contributions to this effort are greatly appreciated. If you would like to receive a summary of the results, please leave a message for Patricia Hicks at (512) 452-7997. Thank you.