

Uncovering the Role of Public Sector Employee Associations in Addressing Issues of Diversity and Representation

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Over the past half century, the public sector has taken an increasingly proactive approach to establishing and maintaining a workforce representative of the nation's population. As a result, the field of public administration has devoted a great deal of research to addressing equal employment opportunity and affirmative action policies, the determinants of gender and ethnic representation, as well as the effective management of a diverse workforce. This paper contributes to this body of research by providing an exploratory analysis of an important, but often overlooked, group of actors in public sector representation and diversity efforts - public sector employee associations. Through an evaluation of the history of these organizations, their missions and sectors of influence, it is found that many of these associations function as 'shadow' advocates of representation and diversity in public sector employment by operating formal outreach, recruitment and development programs aimed at increasing the presence and status of protected groups in the public sector.

Public administration scholars have devoted no small amount of attention to the topics of equal employment opportunity, affirmative action, representative bureaucracy and diversity management (see, for example Riccucci, 2002; Kellough & Naff, 2004; Pitts, 2006, 2009). While much of this literature has centered on these topics in an institutional context, relatively little research has focused specifically on the unique role that self-organized groups of public sector employees play in advancing social equity and diversity in government employment. While research in the area of private sector management has highlighted the critical role of gender and ethnic based employee networks and associations (see, for example Dobbs, 1996; Friedman et al, 1998), their presence in the public sector has been largely ignored. To borrow a term of art from the public sector contracting literature, these

associations can be thought of as ‘shadow’ advocates of social equity since their actions operate outside the boundaries of traditional institutional efforts. The primary goals of this article are twofold. First, the article seeks to shed light on these previously understudied public management actors by seeking to answer the question of how many and what types of public sector employee associations are currently working on behalf of broader diversity efforts. Second, the article seeks to establish a contextual framework for future efforts to explore the impact of these associations on the presence and advancement of protected groups in the public sector.

In terms of structure, the article first outlines the criteria for identifying gender and ethnic based public sector employee associations and provides a listing of identified organizations using this criteria. Next, the paper discusses how the missions and efforts of these organizations fit within the broader conceptual frameworks of equal employment opportunity/affirmative action (EEO/AA), representative bureaucracy and diversity management, and then highlights common activities undertaken by these organizations that fall within these frameworks. Last, the paper outlines an agenda for future research on public sector employee associations, specifically addressing their potential impact on common outcomes related to representative bureaucracy and diversity management.

Identifying Public Sector Employee Associations with a Focus on EEO/AA, Representation and Diversity

Accurately identifying employee associations with a defining commitment to diversity and representation is a complex process due to both the broad mix of formal and informal associations in the labor market and variation by targeted sector of influence. For example, employees in a particular sector might choose to operate informal support networks, thereby avoiding the administrative responsibilities of establishing a formal charter and also making it quite difficult for them to be identified by academic researchers. On the other hand, employee associations might choose to organize formally by occupation with the goal of promoting representation and diversity across a wide spectrum of employment sectors (i.e., public, private and nonprofit).

Since the goal of this particular research effort is to uncover the role of formal employee associations within the context of public sector employment (i.e., federal, state and local government), the following criteria, based upon prior research by Friedman et al. (1998), will be used as a filter for identifying targeted organizations. First, only those organizations with a clear focus on public sector employment are considered for further analysis. While there are many formal organizations which promote the employment of select groups of individuals on the basis of ethnicity, gender or sexual orientation, it would be impractical from a methodological standpoint to distinguish their influence on public sector employment apart from private sector employment. For example, the National Association for the Advancement of Colored People (NAACP) has historically promoted equal employment opportunity for women and men across all ethnic groups, but its focus is generally on the broader labor market (public & private / national & regional).¹

Second, organizations with an explicit occupational focus are excluded from further analysis following the same rationale addressed in the preceding point. For these organiza-

tions, effectively parsing their public sector employment efforts from those targeted for the private sector would not be feasible, if at all possible, in those circumstances where there may be no direct outreach efforts targeted towards the public sector. For example, the Society of Mexican American Engineers and Scientists (MAES) was founded in 1974 to “increase the number of Hispanics in the technical and scientific fields,” but their efforts are not focused on any one sector of employment (2012). While MAES would most likely support the employment of Hispanics in public sector scientific and technical occupations, it is clear from their mission statement that their goal is much broader in scope.

Third, only those organizations which function independently of institutional representation and diversity efforts are further analyzed. While institutional efforts to address areas of underrepresentation and effective diversity management are a critical topic of study, many of these efforts have been extensively studied in the existing public administration literature, while employee driven efforts have been largely overlooked. This criterion, in effect, excludes any institutionally driven efforts to promote representative bureaucracies and effective diversity management. Last, only organizations that are “publically recognized or formally organized” are included for further analysis since it is not the intent of the paper to study informal social networks that inevitably exist within an organization (Friedman et al., 1998). Based upon these identifying criteria, the following associations, listed in Table 1, have been identified.²

As seen in Table 1, a total of twelve organizations have been identified as meeting the criteria established above. Founding dates of each association indicate that, overall, associations of this type have been present in some form for the past forty years, and new organizations have been formed as recently as 2001. In some instances, the founding of employee associations has grown out of the existence of more established associations. Such is the case for the Society of American Indian Government Employees (SAIGE), which acknowledges that while associations representing the interests of “Blacks, Hispanics, Asians, women, and others employed by the federal government have existed for several years,” there was not a national association for Native Americans until their founding in 2001 (SAIGE, 2009). Perhaps most interesting to the study of public personnel administration is the potential scope of the organizations identified to date. Every protected ethnic and gender group is represented to some degree, and, in the case of Hispanics, African Americans and Asian Pacific Americans, there are multiple organizations meeting the needs of these distinct populations of public sector employees. Last, the identification process also identified one organization whose mission focuses on public sector members of the Gay, Lesbian, Bisexual, Transgendered (GLBT) community, a population whose status as a protected group has grown steadily in recent years.

Viewing Public Sector Employee Associations Within the Frameworks of EEO/AA, Representative Bureaucracy & Diversity Management

Given the unique role of gender and ethnic based employee associations and their potential impact on broader public sector representation and diversity management goals, it is beneficial to place their efforts within the existing frameworks of public administration research. Studying the role of similar employee associations in the private sector, Friedman et al.

Table 1. Associations by Year Founded & Primary Membership

Association	Year Founded	Primary Membership
Federally Employed Women (FEW)	1968	Female
National Image	1972	Hispanic
Executive Women in Government	1974	Female
Blacks in Government (BIG)	1975	African American
National Association of Hispanic Federal Executives (NAHFE)	1980	Hispanic
National Forum of Black Public Administrators (NFBPA)	1983	African American
Federal Asian Pacific American Council (FAPAC)	1985	Asian Pacific American
Conference on Asian Pacific American Leadership (CAPAL)	1989	Asian Pacific American
Federal GLOBE⁴	1992	Gay, Lesbian, Bisexual, Transgendered (GLBT)
Asian American Government Executives Network (AAGEN)	1994	Asian Pacific American
International Hispanic Network (IHN)	2001	Hispanic
Society of American Indian Government Employees (SAIGE)	2001	American Indian

(1998) note that these types of organizations tend to focus on efforts related to “organizational change” and “self-help” (p. 1161). Similar to their private sector counterparts, the public sector associations identified in this analysis focus on organizational change through a commitment to ensuring equal employment opportunity, building representative bureaucracies, and emphasizing self-help activities by promoting the professional development of their membership base. In the context of the broader public administration literature, these efforts can be thought of as operating at the intersection, see figure 1 below, of three, often overlapping, conceptual frameworks: EEO/AA, representative bureaucracy and diversity management.

While each of these frameworks share common intellectual foundations, research in the area of EEO/AA opportunity is rooted in early anti-discrimination legislation (e.g., the Civil Rights Act of 1964) and has focused primarily on the legal barriers to fair and equitable hiring policies in the public and private sectors, as well as focused efforts aimed at addressing past employment discrimination and increasing employment diversity (see, for example Broadnax, 2000; Kellough, 2006). Aligned with broader organizational change ef-

Figure 1.



forts, the very presence and growth of gender and ethnic based employee associations in the public sector speaks to the success EEO/AA policies in opening the employment door for groups previously denied fair and equitable employment opportunities. Further, the founding dates of the identified organizations support this viewpoint since the oldest identified employee association, Federally Employed Women (FEW) was founded immediately after gender based employment discrimination was prohibited by the federal government in 1967 by Executive Order 11375. Additional associations were formed following the passage of the Equal Employment Opportunity Act of 1972, which extended the anti-discrimination protections of the Civil Rights Act of 1964 to the public sector.

Complementing the EEO/AA framework, research in the area of representative bureaucracy has focused on primarily on identifying the extent to which public sector organizations have become representative of the broader labor force (i.e., passive representation), the determinants of representativeness within the public sector, and the nature of the relationship between bureaucratic representation and policy outcomes for specific gender and ethnic groups (i.e., active representation). Rooted in the earlier work of scholars such as Kinglsey (1944) and Mosher (1984), both academic and governmental research in the area of passive representation has sought to document the presence of women, minorities and other protected groups within bureaucracies at all levels of government in an effort to identify those areas that achieved proportional representation and those areas where representation is lacking (see, for example Kellough, 1989, 1990; Cornwell & Kellough, 1994; Selden, 1997; Llorens, Wenger & Kellough, 2008). For example, the U.S. Office of Personnel Management (OPM) and the U.S. Equal Employment Opportunity Commission (EEOC) provide annual data on the representativeness of federal, state and local bureaucracies compared to the overall civilian labor force in an effort to identify areas in need of

improvement. Combining OPM and EEOC data from 2009, Table 2 highlights the extent of representation within the public sector workforce compared to the overall civilian labor force (EEOC, 2009; OPM, 2009a).

As shown in Table 2, there is considerable variation in the extent of proportional representation within the public sector workforce, and, as a result, it is the goal of many public bureaucracies and employee associations to address areas of under representation at both the sectoral and institutional levels. For instance, OPM has provided an institutional response to persistent Hispanic underrepresentation by implementing its Hispanic 9-Point Plan, an affirmative action effort, aimed at increasing the employment of Hispanics in the federal sector (1997). Demonstrating the 'shadow' efforts of public sector employee associations, the National Association of Hispanic Federal Executives (NAHFE) has sought to complement this institutional effort by advocating for the "development and advancement of Hispanics to career senior level, policy-making positions in the federal government" (2012).

In contrast to the EEO/AA and representative bureaucracy frameworks, the diversity management literature has moved beyond a focus on legal barriers and representation rates to a focus on the effective management of organizations with diverse workforces. Referring back to figure 1, diversity management can be thought of as a natural outcome of effective EEO/AA efforts aimed at achieving representative bureaucracies. Riccucci (2002) summarizes this area of research quite succinctly in pointing out that diversity management

refers to the ability of top management to develop strategies as well as programs and policies to manage and accommodate diversity in their workplaces. It includes the ability of organizations to harness the diverse human resources available in order to create a productive and motivated workforce. Key here is management's ability to develop ways to address such challenges as communication breakdowns, misunderstandings and even hostilities that invariably result from working in an environment with persons from highly diverse backgrounds, age cohorts and lifestyles (p. 3).

Building upon Riccucci's description, Kellough and Naff (2004) highlight a number of core components of institutional diversity management programs, which include, among other items, training on diversity, mentoring programs, and the promotion of advocacy groups (67). Additionally, Pitts (2009) puts forth a framework for diversity management that integrates elements of equal employment opportunity and affirmative action and emphasizes "recruitment and outreach, valuing differences, and pragmatic policies and programs" (329). As discussed in the following section, many of the identified associations actively work to educate public sector employers on the value of diversity within the workplace and promote workplaces free and clear of all employment discrimination.

Associations at a Glance: Missions, Sectors of Influence & Common Efforts

As stated earlier, the academic field of public administration has largely overlooked the role of more bottom-up, employee driven efforts to accomplish goals within the frameworks of

Table 2. Gender and Ethnic Representation Rates in the Public Sector Labor Force

	Civilian Labor Force	Federal	State	County	City
Female	45.9	44.2	51.8	52.5	30.2
African American	9.8	17.8	20.1	14.9	19.8
Hispanic	13.4	8.0	7.1	11.5	12.5
Asian American / Pacific Islander	4.3	5.5	3.1	3.8	3.5
Native American	0.6	1.8	0.8	0.7	0.6

EEO/AA, representative bureaucracy and diversity management, but the efforts of formal gender and ethnic based employee associations clearly operate within these frameworks. While the twelve identified associations all share a focus on maintaining and increasing a broad spectrum of diversity in public sector employment, further analysis shows that they differ substantially in their core missions, targeted sectors of influence and primary activities.

Missions

Most evident in the actual association names listed in Table 1, the identified associations are firmly aligned along ethnic, gender and sexual orientation based categories. Analysis of association mission statements finds that each association possesses a distinct mission that varies from a management development focus to more expansive, advocacy-based emphases. For instance, Federally Employed women (FEW) explains that it “is a private membership organization working as an advocacy group to improve the status of women employed by the Federal government and by the District of Columbia” (FEW, 2009a). Specifically, FEW’s mission statement holds that:

Federally Employed Women (FEW) is a private, non-profit organization founded in 1968 after the issuance of Executive Order 11375 that added "sex" to the prohibited discriminations within the federal government. FEW works to end sex discrimination and towards the advancement of women in federal service by:

- encouraging diversity and equity in the workplace
- enhancing career opportunities
- establishing and maintaining relationships with organizations to advocate the fair application of laws, policies, procedures and practices
- improving the quality of life for women by influencing legislative actions

- committing to maintain a unified and diverse membership and
- providing opportunities for professional growth (FEW, 2009b).

Perhaps the broadest mission of the identified employee associations, FEW stands in stark contrast to other associations founded on much more narrow and focused missions. For example, NAHFE focuses primarily on Hispanic federal employees seeking to enter the executive ranks of federal employment. By an analysis of its mission statement and published activities, it does not aim to focus on the needs of those Hispanic federal employees who do not wish to enter the executive ranks, nor does it take on as much of an advocacy role aligned with existing social equity efforts. Rather, its core mission is “to help identify, encourage, prepare and promote the advancement of Hispanics into the SES [Senior Executive Service] ranks,” and its vision statement holds that “every member will be seen as a world class SES candidate trained in the latest 21st century leadership concepts and management philosophies” (NAHFE, 2009).

Supporting the view of employee associations as ‘shadow’ advocates of diversity, their missions fully complement existing government efforts to promote and maintain representative bureaucracies. This is most apparent in the area of Hispanic employment, where formal efforts to address underrepresentation have been ongoing for at least the past fifteen years (OPM, 1997). At the federal level, the missions of associations such as NAHFE and National Image clearly overlap with contemporary federal diversity efforts to increase Hispanic employment levels. As referenced earlier, the U.S. Office of Personnel Management (OPM) maintains a formal *Hispanic Employment Initiative* to increase Hispanic federal employment rates (OPM, 2008), and instructs federal agencies to “promote participation of Hispanic employees in career development programs,” to “assess agency needs for full-time, part-time, or collateral Hispanic employment (HEP) Managers and ensure that HEP Managers are integral members of the agency’s management team” (OPM, 1997).

Much like NAHFE, the National Forum of Black Public Administrators (NFBPA) targets its activities towards government executives, but does so for a different level of public employment. Comprised primarily of local government professionals and operating within the multiple frameworks previously discussed, NFBPA holds that its mission is

embodied in the organization's commitment to strengthen the position of Blacks within the field of public administration; to increase the number of Blacks appointed to executive positions in public service organizations; and, to groom and prepare younger, aspiring administrators for senior public management posts in the years ahead (NFBPA, 2009a).

While focused on increasing the ranks of African American local government executives, NFBPA also emphasizes workforce planning efforts to boost the pipeline of future African American executives.

In contrast to FEW, NAHFE and NFBPA, the Federal Asian Pacific American Council (FAPAC) represents both civilian and military Asian Pacific American employees, particularly within the federal government and the District of Columbia government. Acting as an umbrella organization for a wide variety of ethnic groups emanating from Asian Pacific

countries, it states that its primary purpose is to serve as an interagency association within the Federal and District of Columbia Governments, providing a focus for over thirty ethnically distinct groups originating from Asian and Pacific regions as recognized by the United States Bureau of the Census [and] to promote equal opportunity and cultural diversity for APAs within the Federal and District of Columbia governments (FAPAC, 2009).

Although employment discrimination on the basis of sexual orientation has yet to be prohibited by national legislation, the federal government has sought to end such discrimination through Executive Order 13087, which includes sexual orientation in the federal government's nondiscrimination policy (OPM, 1999). Federal GLOBE, which represents gay, lesbian, bisexual and transgendered federal employees, holds that its mission is to "eliminate prejudice and discrimination in the federal government based on sexual orientation" (GLOBE, 2010a). Acting as an umbrella organization for GLOBE chapters at the agency level, the association also maintains a formal action plan aimed at furthering protections for GLBT employees and fostering supportive and non-hostile working environments. For instance, the action plan calls for GLOBE members to "work with agency officials, diversity offices or councils, or EEO and Civil Rights Offices" in order to, among other actions, "effectuate policies of active outreach in hiring openly GLBT and/or GLBT-sensitive managers and employees;" "aid, support, and facilitate the creation of GLBT employee, support, and networking groups;" and "provide ongoing sensitivity training and employee development on GLBT issues for all employees" (GLOBE, 2010b).

While more detailed descriptions associations missions are provided in Appendix A, what is clear is that despite the considerable variation in mission focus, each association views itself as an integral component of meeting broader social equity goals within the frameworks of EEO/AA, representative bureaucracy and diversity management.

Sectors of Influence

Related to the specific missions of each of the identified associations is their clear focus on public sector employment at distinct levels of government. Based upon published association mission statements and core activities, Table 3 lists the primary focus of each association by level of government.

As can be seen, the clear majority of identified associations operate at the federal level, with only two organizations specifically focused on efforts at the local level and none solely targeting state government employment. This key characteristic of the identified associations is perhaps most relevant for representative bureaucracy scholars since prior research has yet to explore or evaluate the impact of these associations on the presence and advancement of women and minorities within the public sector. While institutional efforts, such as formal and informal affirmative action and career development programs, have been implemented to increase the representation of women and minorities in public service, the actions of these associations also hold the potential to significantly impact representation rates at all levels of government, especially within the managerial ranks. Further, the lack

Table 3. Associations by Level of Government

Level of Government	Association
Federal	Federally Employed Women, National Image, Executive Women in Government, Blacks in Government, National Association of Hispanic Federal Executives, Federal Asian Pacific American Council, Conference on Asian Pacific American Leadership, Asian American Government Executives Network, Federal GLOBE, Society of American Indian Government Employees
State	**No identified organization specifically targeted or was founded in response to the concerns of state government employees
Local	National Forum of Black Public Administrators, International Hispanic Network

of a unique state government employee association is somewhat counterintuitive given the presence of associations targeted toward local government employment, an arguably much more complex and varied employment group. However, the presence of a prominent professional field, city management, may likely provide a common focus for these particular associations, thus aiding their formation.

Common Efforts: Employee Development

The professional development of protected groups has long been viewed as a viable avenue for increasing their representation within the executive ranks and for advancing efforts to manage diversity. However, the focus of much of the literature on management development activities has traditionally emphasized institutional efforts to develop the executive capacity of public employees. Often not viewed as an integral component of these efforts, many of the employee associations identified in this study also operate formal management development programs whose aims greatly overlap with those of existing institutional management development efforts. For instance, associations such as Blacks in Government (BIG) and the Asian American Government Executives Network (AAGEN), provide formal management development training at their annual conferences targeted primarily toward their membership base. In the case of BIG, specific management development courses are offered on topics ranging from *'Interest Based Negotiations'* to *'Executive Succession Planning'* (BIG, 2009), and the entire 2009 annual BIG conference was endorsed by OPM. In a 2009 memo to federal Chief Human Capital Officers, a group of the highest ranking human resources management executives within the federal government, OPM states that the BIG "conference qualifies as training in compliance with 5 U.S.C. Chapter 41," but also states that the "training is open to all employees" (OPM, 2009b). AAGEN's annual conference provides similar training opportunities on topics such as *"Leadership Challenges for Minorities"* and is also endorsed by OPM as meeting the standards of formal training as defined by 5 U.S.C. Chapter 41 (AAGEN, 2009; OPM, 2009c).

The NFBPA's *Center for Leadership Development* serves as an example of a highly comprehensive employee-driven management development effort that focuses on both formal mentoring and management training. NFBPA's mentoring program was established in 1987 and is designed to target newer public administrators. Specifically, the program lasts a total of eight months and focuses on "skills building, with specialized workshops offered during two group meetings" and "informal interaction between mentors and protégés throughout the program period" (NFBPA, 2009b). The NFBPA's *Executive Leadership Institute* works in conjunction with its mentoring program, but is targeted specifically toward "assistant city managers, department heads, bureau chiefs, and the like" who "have already demonstrated superior achievement" (NFBPA, 2009c). Developed by both practitioners and academics, the *Executive Leadership Institute* admits participants on a competitive basis and its curriculum consists of a series of three-day, management development training sessions held over an eight-month period. Covering such topics as "*Strategic Visioning for Public Organizations*" and "*Community Building/Citizen Engagement*," the Institute sessions are held at a number of academic program locations across the nation, which in the past have included the Maxwell School of Citizenship and Public Affairs at Syracuse University, the Wharton School at the University of Pennsylvania, and the LBJ School of Public Affairs at the University of Texas at Austin (ibid).

While the key characteristics discussed above are not exhaustive of all the activities and programmatic goals of the identified associations, taken as a whole, they do paint a picture of a very extensive and complex network of actors concerned with representation and diversity management in public sector employment. Other association efforts not discussed in detail include formal public sector recruitment programs, student-based internships, and electronic job posting and referrals. In sum, it is clear that the efforts of the identified associations take place at the intersection of EEO/AA, representative bureaucracy and diversity management.

Directions for Future Research

While this article seeks to uncover the unique, self-organized efforts of public sector employees through employee associations, it also raises a number of key questions worthy of future scholarship. First, researchers should seek to replicate private sector research empirically assessing the impact of employee associations in relation to existing EEO, affirmative action, and diversity management goals. For example, in a study of a prominent Black business association, Friedman et al. (1998) found that membership in the association significantly increased the career optimism of its members, as well as mentoring opportunities. In a later study of network groups within a single institution, Friedman and Holtom (2002) also found membership in employee networks to be negatively related to managerial turnover for minority employees. Similar survey-based research in the public sector could seek to assess the extent to which membership in employee associations such as FEW and NAHFE significantly impact the representation and organizational commitment of women and Hispanics within the federal executive ranks. Likewise, future research could also assess the extent to which institutional diversity management efforts are aided or influenced by the independent efforts of employees. For instance, do the management development programs offered by associations such as BIG work in synergy with the efforts

of federal agencies or do they adversely impact the full adoption of similar efforts at the institutional level? Answering such critical questions will provide invaluable insights for both practitioners and researchers seeking to identify policies and programs that most benefit public sector employment.

Last, future scholarship should explore the attitudes of members of gender and ethnic based associations with respect to those policies that are often criticized for being potentially harmful toward women, minorities and other protected groups, namely compensation reform, at-will employment and privatization (Wilson, 2006). As Llorens et al. (2008) point out, the public sector, by virtue of its civil service protections, has traditionally functioned as a 'sector of choice' for women and minorities when compared to more discriminatory private sector labor markets. To the extent that management reforms remove the civil service protects inherent in public sector employment, it can be argued that these reforms might also open the door to more discriminatory employment practices. This point appears to have already gained substantial traction within the community of associations highlighted in this study. In 1994, several associations formed the National Coalition for Equity in Public Service and, in 2004, the Coalition identified its formal concerns which include "the inappropriate loss of jobs in the Federal Sector," "Pay banding," and "Pay for performance" (National Coalition for Equity in Public Service, 2004).³ Given the increasing likelihood that these types of reforms will continue to gain favor in the public sector, uncovering how they are perceived by members of protected groups holds the potential to substantially benefit overall public sector diversity management efforts.

In sum, this paper has sought to contribute to the growing body of literature on diversity in the public sector by taking a closer look at the role and activities of an often overlooked public management actor, ethnic and gender based employee associations. Through an analysis of publicly available information on these associations, the author finds that in contrast to their absence in the larger body of academic literature, associations of this type are quite prevalent in the public sector labor market and perform a comprehensive array of functions within the traditional frameworks of EEO/AA, representative bureaucracy and diversity management.

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Notes

¹ The author acknowledges that this methodological approach inevitably excludes a number of associations organized as formal sections of the American Society for Public Administration (ASPA) such as the Con-

ference of Minority Public Administrators and ASPA Section on Women in Public Administration.

² While many ASPA sections actively promote public sector employment opportunities, ASPA's dual role of serving both the academic research community and public sector practitioner communities makes it organizationally distinct from those organizations which are the focus of this particular research effort. Organizations were identified through web-based analysis, informal networking with association members and the author's prior experience as a human resources management specialist with the U.S. federal government. Organizational mission statements were evaluated in the spring and fall of 2009.

³ These organizations include FEW, National Image, SAIGE, BIG and FAPAC.

⁴ Although Federal GLOBE was not established as a national organization until 1992, GLBT federal employees in the San Francisco region formed formal employee associations in the early 1980s (L. Hirsch, personal communication, January 25, 2010; Hirsch, 2000). One such organization was Federal Lesbians and Gays (FLAG), which was disbanded in the late 1980s (G. Pennington, personal communication, January 25, 2010).

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Appendix A. Association Mission Statement Index

ORGANIZATION	MISSION STATEMENT
<p>Federally Employed Women (FEW)</p>	<p>Federally Employed Women (FEW) is a private, non-profit organization founded in 1968 after the issuance of Executive Order 11375 that added "sex" to the prohibited discriminations within the federal government. FEW works to end sex discrimination and towards the advancement of women in federal service by:</p> <ul style="list-style-type: none"> • encouraging diversity and equity in the workplace • enhancing career opportunities • establishing and maintaining relationships with organizations to advocate the fair application of laws, policies, procedures and practices • improving the quality of life for women by influencing legislative actions • committing to maintain a unified and diverse membership and • providing opportunities for professional growth <p>The FEW mission and purpose statement was revised to recognize that the mission of an organization is its driving force, and that FEW's mission needed to be consistent with the needs of federal women in the 21st century.</p>
<p>National Image</p>	<p>National Image, Inc. is a 501 (c) (3) nonprofit and nonpartisan organization dedicated to excellence in public service. Its three basic objectives are equity in Employment, Education and Civil Rights for all Americans. Membership in Image is open to everyone who supports the objectives of the organization.</p> <p><i>History:</i> Image was originally founded in 1972 to address the needs of the Hispanic community in Federal government employment. Subsequently, its membership expanded the organization's objectives to include all employment, education and civil rights. National Image, Inc. works with officials at the highest national levels in both the public and private sectors. We make them aware not only of the Hispanic-American community's needs but also of the pool of talent available therein to help the country to complete in a global economy.</p>
<p>Executive Women in Government</p>	<p>The Mission of EWG is to:</p> <ul style="list-style-type: none"> • Prepare, promote, support and mentor women for senior leadership positions in the Federal Government. • Build a powerful network to share experiences, to enhance professional relationships, and to increase understanding among women executives in the Federal Government. • Motivate women leaders in the federal government to contribute to effective succession planning by creating a mentoring culture within their sphere of influence. <p>EWG Objectives are to:</p> <ul style="list-style-type: none"> • Advocate the advancement of women in senior leadership positions in the Federal Government, including taking a public position on issues related to the purposes and goals of the organization; • Be mutually supportive of members' professional pursuits; • Provide an opportunity to become better acquainted with other professional women in an atmosphere conducive to the constructive exchange of professional ideas; and • Encourage by collective example and action, interest and participation in public service by other women.

ORGANIZATION	MISSION STATEMENT
Blacks in Government (BIG)	<p>Goals and Objectives from BIG constitution:</p> <ul style="list-style-type: none"> • To be an advocate of equal opportunity for Blacks in government. • To eliminate practices of racism and racial discrimination against Blacks in government. • To promote professionalism among Blacks in government. • To develop and promote programs which will enhance ethnic pride and educational opportunities for Blacks in government. • To establish a mechanism for the gathering and dissemination of information to Blacks in government. • To provide a nonpartisan platform on major issues of local, regional, and national significance that affect Blacks in government.
National Association of Hispanic Federal Executives (NAHFE)	<p>To help identify, encourage, prepare and promote the advancement of Hispanics into the SES ranks.</p>
National Forum of Black Public Administrators (NFBPA)	<p>The mission of the NFBPA is embodied in the organization's commitment to strengthen the position of Blacks within the field of public administration; to increase the number of Blacks appointed to executive positions in public service organizations; and, to groom and prepare younger, aspiring administrators for senior public management posts in the years ahead.</p> <p>The NFBPA mission is realized through the pursuit of the following important goals:</p> <ul style="list-style-type: none"> • To serve the magnet organization for linking public, private and academic institutions into an effective network to support interdisciplinary communications, management innovation and professional development among Blacks choosing public service careers. • To provide intensive and rigorous training in critical management areas in response to the specialized needs of Black public sector professionals. • To identify and groom younger, emerging Black administrators and provide relevant exposure to the challenges and rewards of public service careers. • To conduct research on selected social and economic issues endemic to Blacks. • To sponsor and conduct national and regional forums that enable the discussion of timely issues and topical concerns of the Black community. • To develop and maintain a national information bank on the nation's growing Black public administrative leadership. • To promote, strengthen and expand the roles of Blacks in all aspects of public administration.
Federal Asian Pacific American Council (FAPAC)	<p>FAPAC is an organization that promotes equal opportunity and cultural diversity for APAs within the Federal and District of Columbia governments. FAPAC encourages the participation and advancement of APAs in the Government work force.</p> <p><i>Vision:</i> FAPAC will be a nationally recognized organization that serves as a conduit through which the interests, issues and representation of Asian Pacific Americans in the Federal, State, County, City and District of Columbia governments are addressed. It will also promote partnerships with the public and private sectors in the community it serves.</p>
Conference on Asian Pacific American Leadership (CAPAL)	<p>The Conference on Asian Pacific American Leadership (CAPAL) is a 501(c)(3) charitable and educational organization dedicated to building leadership and public policy knowledge within the Asian Pacific American community. Its mission is to promote APA interests and success in public sector careers, to provide information and education on policy issues affecting the APA community, and to serve the APA community at large.</p>
Federal GLOBE	<p>Federal GLOBE's chartered purpose is to eliminate prejudice and discrimination in the federal government based on sexual orientation by (1) developing and providing educational programs, materials and assistance mechanisms which address the distinctive concerns and problems of lesbians, gay men, and bisexuals in the federal government and (2) educating the general public, policy makers, and federal employees about issues of concern to lesbians, gay men, and bisexuals.</p>

ORGANIZATION	MISSION STATEMENT
Asian American Government Executives Network (AAGEN)	The mission of AAGEN is to promote, expand and support Asian Pacific American leadership in the Federal, State and Local governments.
International Hispanic Network (IHN)	The purpose of the International Hispanic Network is to encourage professional excellence among Hispanic local government administrators, to improve the management of local government, to provide unique resources to Hispanic local government executives and public managers, and to advance the goals of professional, effective and ethical local government administration. The Network works with other organization such as the International City Management Association which shares common goals.
Society of American Indian Government Employees	<p>The members of the organization will act to implement and support the purposes of the organization. These purposes are:</p> <ul style="list-style-type: none"> • To promote the recruitment, hiring, retention, development, and advancement of American Indians and Alaska Natives in the government workforce. • To ensure equitable and fair treatment of American Indians and Alaska Natives in government departments and agencies by working to eliminate elements of racism in accordance with federal laws, regulations, Executive Orders, and internal policies. • To assist in identifying issues and coordinating projects that affect American Indian and Alaska Native government employees. • To foster communication between American Indian or Alaska Native government employees and/or their employee associations, and management within the various government departments and agencies. • To assist individuals and groups working to establish American Indian and Alaska Native employee associations within government departments and agencies. • To provide a central resource for information on the Federal trust relationship and responsibilities of the federal government and its departments and agencies as they relate to American Indian and Alaska Native people. • To coordinate and develop national and regional training for Federal employees on American Indian and Alaska Native issues and their relation to the federal government using internal resources and partnerships with private organizations. • To serve as a central point of contact for receiving and disseminating timely information about conferences, training, Federal and Tribal programs and organizations, and other relevant American Indian, Alaska Native, and federal government opportunities, issues and activities. • To serve as a central point of contact for American Indians and Alaska Natives and contacts in the various government departments and agencies who are working to address the issues and needs of American Indian and Alaska Native people in their interactions with the federal government and its many programs and initiatives.