

FACTORS THAT MAKE AN EFFECTIVE
AFFIRMATIVE ACTION PROGRAM

By

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Bachelor of Science

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Stillwater, Oklahoma

1979

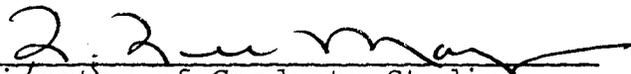
Submitted to the Graduate Faculty of the
Department of Administrative Sciences
College of Business Administration
Oklahoma State University
in partial fulfillment of
the requirements for
the Degree of
MASTER OF BUSINESS ADMINISTRATION
July, 1981

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Report Approved:



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PREFACE

A research effort on the part of an inexperienced graduate student is never the product of that student's single effort. Such an effort requires help, guidance, encouragement, and sometimes a solid push from many individuals.

A special expression of appreciation goes to Dr. Mike A. Hitt for his consent to share this project with me and his patience and encouragement during times of slow progress.

I would also like to express my sincere appreciation to Dr. Hitt and Dr. R. Dennis Middlemist for the inspirations they have been to me during my coursework in the M.B.A. program at Oklahoma State University.

I wish to thank Barbara Keats for her help and contribution to this research effort in which I was a fortunate participant.

Thanks goes to Dr. L. Lee Manzer for the M.B.A program he has helped develop and continues to improve.

I would like to acknowledge Denise Maltby, Barbara Miller, and Linda Raye for their supportive help and advice during my time in the M.B.A. program.

I would also like to thank Iris McPherson for her help and encouragement in the computer work that was necessary to complete this project.

I wish to express my appreciation for all the faculty members involved in the M.B.A. program at Oklahoma State University. I am fortunate to have been a part of the program and I wish to thank the faculty for their standards of excellence.

A sincere expression of love and appreciation goes to my friends and fiance for their encouragements and gentle pushes in times of need. An individual can never stand alone and I would never want to because of the people God has so graciously brought into my life.

Far from last in importance I would like to acknowledge my parent's devotion, emotional support, and financial support during my graduate studies. The models of selflessness they have been for me cannot be properly acknowledged by words or future success, but I can express my love as a response to their love for me. This research paper, in all of its humbleness, is gratefully dedicated to them.

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CHAPTER I

INTRODUCTION

Countless studies show a need for improvement of the effectiveness of affirmative action efforts on the part of institutions of higher learning as well as firms in industry and government agencies. The need is revealed through research that suggests discrimination is still prominent in all forms. Discrimination occurs in education and in industry and is based on sex, race, physical handicaps, nationalities, and age. Not only does discrimination frequently show itself but it will be years before those people being discriminated against are totally integrated into the higher education institutions and industries of this nation.

The general goal of this study is to provide a starting point for subsequent studies which attempt to develop practical and effective affirmative action program models that can be used to eliminate discrimination.

The specific goal of this particular study is to identify a set of criteria and their weights which signify an effective affirmative action program. It is limited to colleges and universities at this point, but future research may reveal this model to be very similar to the one(s) needed for programs in industry as well.

A judgement policy capturing methodology was used to identify the criteria respondents would actually use in distinguishing an effective program from a non-effective one. Results were outlined and discussed and conclusions were drawn.

The remaining body of this study consists of four chapters. Chapter two contains a summary of the legislation regarding discrimination and a review of the literature providing evidence of existing discrimination, information on what it will take to achieve goal opportunity, evidence that affirmative action may provide an effective solution, and ideas on capturing the spirit of affirmative action. Chapter three describes the sample and the methodology used to conduct the study. Chapter four gives the results of the study including the development of the individual models (step 1), the combined models (step 2), and the overall model (step 3). Chapter five offers a discussion of the results and a summary and conclusions of the study.

CHAPTER II

LITERATURE REVIEW

The topic of discrimination has been of prime interest in U.S. society for over two decades. Legislation concerning equal opportunity and the various types of discrimination combine to portray the present state of discrimination. Although total integration of minorities and women will not occur for several decades, affirmative action is still the advocated solution to discrimination.

Legislation Regarding Discrimination

Affirmative action is the result of legislation which has been enacted over time primarily beginning with the Civil Rights legislation of 1964. Title VI of the Civil Rights Act prohibits discrimination based on race, color, or national origin in all programs or activities which receive Federal financial assistance. Title VII of the same Act led to the establishment of the Equal Employment Opportunity Commission, which investigates job discrimination complaints based on sex, race, color, religion, and national origin. This legislation pertains to all personnel actions such as recruitment, selection, job placement, promotion, rates of pay, and terminations.

Title VII has been further enhanced by Executive Order 11246 as amended by Executive Order 11375 (1967). These orders combine to prohibit discrimination based on sex, race, color, religion, and national origin, and requires Affirmative Action Programs to be developed and implemented by Federal contractors.

Title IX of the Education Amendments of 1972 prohibits discrimination on the basis of sex against employees or students of educational institutions receiving Federal financial assistance.

Sections 503 and 504 of the Rehabilitation Act of 1973 prohibit any institution receiving Federal funds from discrimination against handicapped persons solely on the basis of handicap. The Vietnam Era Veterans' Readjustment Assistance Act of 1974 includes affirmative action obligations for disabled veterans of all wars and veterans of the Vietnam era.

The Equal Pay Act of 1963, an amendment to the Fair Labor Standards Act, was extended to executive, administrative, and professional employees in 1972. This act requires employers to provide equal benefits for men and women performing work requiring equal skill, effort, and responsibility.

Title VII (section 799A) and Title VII (section 845) of the Public Health Service Act (as amended by the Comprehensive Health Manpower and the Nurse Training Acts of 1971) prohibit discrimination on the basis of sex in admission and

employment in a health personnel training program if the program receives Federal assistance.

The Age Discrimination in Employment Act of 1967, as amended, covers only employment considerations. A recent amendment to this act raised the retirement age to 70 for most workers but left tenured faculty members exempt until July 1, 1982. The Age Discrimination Act of 1975 was designed to prohibit unreasonable discrimination on the basis of age in programs and activities of educational institutions that receive Federal financial assistance.

Combined, this legislation provides a tight set of requirements by which any federally funded institution must abide and all others should abide. Affirmative action has been deemed necessary by the Congress, and they have set forth exactly for whom the Affirmative Action programs must be provided. In addition to the complete definition provided by Congress, court decisions have determined how far Affirmative Action can or must go. Court decisions are being used to define how affirmative action needs to be applied in particular situations. To make decisions on these situations, courts have used the definition given affirmative action by constitutional lawyers. This definition states that affirmative action is "preferential treatment of individuals who are members of previously discriminated-against minorities" (Block, 1980, p. 55).

Evidence of Existing Discrimination

The law has obviously called for affirmative action

programs to be developed, but just how effective have they really been? The purpose of the programs has been to reduce and eventually eliminate discrimination. So, the measure of effectiveness should be the existing level of discrimination. Recent literature indicates that there still is a definite and distinguishable level of discrimination. Resumes and interviews, both used for recruitment purposes by many organizations, are very subjective, and low in reliability and have questionable validity. Yet, they are used extensively in making selection and promotion decisions. This allows inevitable bias against females, racial minorities, elderly individuals, and handicapped individuals (Arvey, 1979; Zikmund, Hitt, Pickens, 1978; Haeffner, 1977; Simas and McCarrey, 1979).

Racial Discrimination

Discrimination is manifested in industry and academic through lower salaries, less promotion opportunity or full-time academic positions, unequal access to the labor market, and differentiation in assignment of duties (Tuckman and Tuckman, 1980). The preselection process for blacks has been found to be preferential by some firms over the majority population (McIntyre, Moberg, and Posner, 1980). Yet blacks have been found to be overrepresented in lower level positions (Terpstra, 1980). Discrimination is also evidenced in progression of minority managers within the firm (Brown and Ford, 1977). They tend to be limited in their

participation and opportunities by power of exclusion from roles and activities central to control, influence, and changeagency (Work, 1980).

Youth employment is always difficult to acquire but even with the equal education and abilities of young blacks and whites, differentials have been found in pay for the two groups with worsening opportunities for black youth being a possibility (Darity and Meyers, 1980). This study was criticized by Smith (1980) but, the pay differential was verified. In other words, the gap between the two groups may be closing but discrimination still exists.

Sex Discrimination

Accompanying racial discrimination is that of sex discrimination. Sexism lingers at every level from kindergarten through graduate school and on into the job market (Kazalumas, 1979). Females suffer from the lack of promptness with which organizations process applications for employment (McIntyre, Moberg, and Posner, 1980). It has also been found that definite differences between salaries of men and women exist. Women have lower salaries (Tuckman and Tuckman, 1980; Braskamp, Muffo, and Langston, 1978) and tend to be concentrated in lower paying academic institutions (Cox and Astin, 1977).

Further research in academe has found that women tend to publish somewhat less than men, but this was not a direct result of "wifely" duties such as childbearing although some

have tried to prove a negative relationship between motherhood and "success" (Hamovitch and Morgenstern, 1977). The question of value systems must be posed - do men and women define success in the same way and is the amount published the only way to measure success or worth in academia? Using a value system in which success is not measured by the amount published or dollars earned, it can be established that most colleges and universities are relatively unsupportive of women faculty and students. Women are supportive of women and men supportive of men, but since there is a significant majority of men in most institutions, issues and views which emerge are dominated by male thinking (Tidball, 1976).

Minority Student Discrimination

Discrimination is prevalent at the university-student level also. One area of possible racial discrimination is in standardized testing. Asian students entering college were found lacking in verbal skills (Takuchi, 1975). Although presented in this article as proof that Asian students need special verbal instruction, a difference in language used in the test from their speaking language could be another explanation. There have been three areas in which minorities have been found to be discriminated against when being tested. These are content of the test, test situation, and norms. Unfairness in test use has also been identified (Green and Griffore, 1980).

Problems for black female students involve the areas of academics, finances, social activities, career choices, cultural activities, health, and elimination of discrimination. Health problems including tension headaches, depression, and exhaustion could be the direct result of discrimination by the school in the form of passivity toward their problems (Wright, 1978). Stikes (1978) also cited academics, personal-social identity, and financial problems as major areas of concern for blacks in general. Arce (1976) found a severe neglect in all areas of students of Mexican origin. Yet, there appears to be a definite unwillingness on the part of legislators to make special financial concessions to provide opportunities (Medley, 1976).

In 1976, a downward trend in efforts to recruit minority students and to develop and maintain special support systems and programs was cited (Sedlacek, 1976). This trend appears to be continuing. Some schools have accomplished increased minority enrollment but desperately fail in support systems even though faculty members have made themselves available as counselors (Mingle, 1978).

The End of Discrimination

Not only does discrimination still exist but it appears to be far from elimination. There is no clear evidence that colleges have made a total commitment to achieving a mixed and diversified group of students, faculty, and administrators

No consistent effort has been made to correct the situation (Hale, 1975). Status quo is being taken literally and voluntary efforts cannot be relied on in the academic community as found in a study by Moore and Wagstaff (1974). However, Fry (1980) predicts women will be fully integrated into the workforce by the year 2000, and minorities were estimated to experience thirty more years of waiting for full integration. Assumedly this would apply to academic institutions as well.

Equal Opportunity: What Will it
Take to Achieve It?

Discrimination is still present today and will be around for awhile. Attitudes and general habits are deeply ingrained and will take time to change. Full integration will demand proper managerial development of women and minorities. This development should involve accurate empirical evidence, special attention given to the development of females and minorities, approaches to attitude change for existing managers, and possible corporate structure and management style changes. Obviously this requires proper planning and adequate time for implementation. Also, in attempts to equalize qualifications among job candidates so full integration can occur, the education system must be pressured to contribute to these efforts along with businesses. Grade schools through high schools need to begin encouraging achievements among children according to their

talents and abilities and not according to their sex, race or other basis. Colleges and universities need to recruit minorities and offer support systems for teachers and students alike.

There are additional factors that mediate the speed with which equal opportunity is adopted by individual firms. Salancik (1979) found that affirmative actions of contractors are a function of their relative dependence in exchanges with the government and their status as large visible corporations. The larger, more visible firms and those that have higher dependence on government exchanges tend to show more affirmative action toward women. Also, affirmative action guidelines need to be clearer so administrators know what direction to take with their own programs and early development of women and minorities needs to be instituted (Noble and Winett, 1978).

The Equal Employment Opportunity Commission has published a two volume guidebook for employers on affirmative action and equal employment. While some of the guidelines may not be clear, technical assistance is available. Because unclear guidelines cannot be the only course of discrimination, other factors crucial to affirmative action effectiveness must be identified.

Affirmative Action:

An Effective Solution

Even with the money factors that act together to slow

the effectiveness of affirmative action programs, the existing evidence suggests that affirmative action is a good foundation on which further efforts to eliminate discrimination can be based (Leach, 1978; Wright and Austin, 1977; Fields, 1978; Middleton, 1978).

Unfortunately, much of the research and writings on affirmative action programs are overly simplistic or focus simply on ways to satisfy federal agencies' requirements. For example, West (1978) discussed a program efficiency rating which provides statistical control for the impact of external, noncontrollable factors on traditional self-audit approaches to determine affirmative action program success. His whole model is geared toward satisfying preestablished employment goals of the firm. Gaymon (1979) suggested companies' search for the right statistics on which to base goals. Brookmire and Burton (1978) suggested a format for "packaging" a firm's affirmative action program. They cover most areas that a solid program should include but their focus was singular; satisfaction of federal agency requirements.

Bode (1980) criticized other studies for limiting their focus to meeting established quotas and not going further to make sure efforts are made for equal compensation, terms, privileges, promotions, and conditions of employment. He used stepwise multiple regression to distinguish areas of potential discrimination once the individual has been hired. Hopkins (1980) presents two models as aids to setting numerical

goals for the employment of women and minority persons and in evaluating progress towards meeting such goals. Again, statistics appear to be the main focus. Although Bodes' and Hopkins' approaches are more sophisticated and are designed to extend affirmative action past the initial hiring process, improving federal guidelines and meeting the quota requirements remain the focus.

Capturing the Spirit of Affirmative Action

There is more to the spirit of affirmative action than the meeting of federal guidelines. Lester (1976) clarifies the complex subject of numerical goals and explains the mistaken assumptions and fallacies inherent in the federal government's statistical method of determining and enforcing goals for the faculties of colleges and universities and suggest a thorough revision of the approach. Satryb and Kemerer (1980) suggest strong personal commitment by all members of the campus community, an institutional promotion policy so women and minorities hired at the entry level are not forced to remain at that level, cutback of advertising costs incurred when an internal employee will probably receive the job, and employee retention efforts. Noble and Winett (1980) suggested a focus on early career choice.

Clearly, to totally capture the spirit of the law of affirmative action and equal opportunity, efforts must be made to go beyond federal guidelines and produce creative

approaches which will accomplish what affirmative action was intended to accomplish. The purpose of this research is to identify factors that will lead to effective affirmative action programs and provide a guideline from which more effective approaches can be developed for institutions of higher learning.

CHAPTER III

METHODOLOGY

Sample

The sample used to derive data included personnel and affirmative action offices from colleges and universities within the state of Oklahoma. Higher education institutions were used because of their interest in the project, willingness to cooperate in giving interviews and answering questionnaires. Two sets of data were collected. The first set was obtained through the conduct of interviews with six affirmative action/personnel officers. The officers interviewed were employed by a diversified group of institutions so the information collected could be generalized across all types of universities and colleges.

The second set of data used a sample of personnel/affirmative action officers from Oklahoma. Questionnaires were mailed to 55 individuals and responses were received from 31 (56.4 percent). This sample was further categorized into size and type of institution for the purpose of determining if either size or type was a mediating factor in designating effectiveness criteria for the affirmative action programs. The group of respondents included two who chose not to reveal their institution size or type, seven

private institutions, twenty-two public institutions, twenty-three institutions with an enrollment of under 5,000, two institutions between 5,000 and 10,000, and four over 10,000. The actual respondents were people either employed full-time as affirmative action officers, or more frequently, as personnel officers who had been given responsibility for development and implementation of their Affirmative Action program.

Procedure

In the evaluation process used in this research, the factors which contribute to an effective affirmative action program relied on the insights to affirmative action/personnel officers who responded to the questionnaires. Although these individuals may be able to identify factors which would contribute to a successful affirmative action program, past research indicates that these individuals probably would not be able to describe accurately how they would evaluate an affirmative action program (Balke, Hammond and Meyer, 1973; Hoffman, 1960; Slovic, 1969; Argyris and Schoii, 1974). Because this research is intended to identify factors that do make an effective program, a judgement polycy capturing methodology (Hitt and Middlemist, 1979) was used. The intention in using this methodology is to go beyond what criteria a respondent says is important to the criteria a respondent actually uses in identifying an effective program.

Consistent with the theoretical rationale then, the first step was to develop an exhaustive list of criteria that could be used in the evaluation of the effectiveness of an affirmative action program. Six interviews were conducted with affirmative action/personnel officers of six higher education institutions in Oklahoma. The researchers chose a diversified group in the categories of size and type so that a complete list of factors including any unique to a particular category would be developed. All factors generated by the interviews were concluded, although some factors were combined because of their obvious similarity. A total of thirteen factors were included on the final questionnaire.

TABLE I
LIST OF EFFECTIVENESS CRITERIA

Abbreviation	Criteria Description
F(1)	Commitment from higher administration
F(2)	Communication and feedback on Affirmative Action programs and goals
F(3)	Formal monitoring system providing data on personnel actions (e.g. recruitment, hiring, pay increases, etc.)
F(4)	Receptive attitude on the part of key personnel throughout the university (commitment to the spirit of the law)

TABLE I (Continued)

Abbreviation	Criteria Description
F(5)	Resources provided for Affirmative Action (human, financial, computer, etc.)
F(6)	Comprehensive training program(s) for Affirmative Action Officers (e.g., legal, implementation, structural)
F(7)	Credibility of Affirmative Action Programs and Officers
F(8)	Development and implementation of creative approaches to Affirmative Action
F(9)	Formal and/or informal grievance procedures (due process accorded all)
F(10)	Social and academic support systems (counseling, tutoring, assistance with integrating into the community)
F(11)	Systematic consistent and easy to understand legal guidelines, regulations, and resultant goals
F(12)	Current and accurate information regarding available occupational minority candidates by discipline
F(13)	Regular review of Affirmative Action program and goals

In developing the questionnaire so that judgement policies could be easily identified, each questionnaire included descriptions of thirty individual affirmative action programs. Each program was made up of the thirteen-factor list with each factor being randomly varied along a weighting scale of one (low) to five (high). The random assignment was to control for researcher bias and reduce the possibility of multicollinearity among the independent variables (factors). For each program, a Likert-type scale ranging from one (very ineffective) to seven (very effective) was provided on which the respondent would give his/her evaluation of the program. A cover letter and instructions for evaluation accompanied the questionnaire along with a response page (optional for the respondent) on which the size and type of their institution could be indicated. Size categories were: (1) 0-5,000, (2) 5,000-10,000 and (3) over 10,000. Type categories were: (1) public, and (2) private. Table II shows an example of the instructions and one simulated program.

Respondents were asked to evaluate the programs assuming that each of the thirty programs had essentially identical objectives and operated within the same environment as their own institutions programs. The survey provided program characteristics and not descriptions of the program plans and activities.

Once the questionnaires were developed, they were mailed to all of the higher education institutions in Oklahoma.

TABLE II
SAMPLE OF EFFECTIVENESS EVALUATION SHEET

EFFECTIVENESS EVALUATIONS
SIMULATED AFFIRMATIVE ACTION PROGRAMS

The purpose of this section is to obtain your evaluation (rating) of the effectiveness of several simulated affirmative action programs. Various information that might be useful to you in your determination of each program's effectiveness is presented to you. In fact, each program is described on the basis of 13 separate characteristics. The information on these programs was selected to describe a good mix of effective, partially effective, and ineffective programs.

Instructions: Assume that an outside evaluation team has analyzed each of the affirmative actions programs described herein on each of 13 separate characteristics. The evaluation team rated these 13 characteristics of the affirmative action programs on a five-point scale (low to high). You should read the evaluation reports on each of the affirmative actions programs. After doing so, please record your evaluation of that program's effectiveness on the seven-point scale at the end of the report. In evaluating the effectiveness of the affirmative action programs, please use your own definition of effectiveness. In interviews some of your colleagues have suggested that an effective program is one that (1) reduces discrimination, (2) costs and benefits are balanced, and (3) complies with federal regulations. There are several programs so do not spend a great amount of time on any one, but do consider all the information you consider important before making your evaluation. Please try to use the entire scale.

Example. If you felt one program was very ineffective, you might place an "X" as shown below:

Very Ineffective	X							Very Effective
	1	2	3	4	5	6	7	

If you felt another program was very effective, you might place an "X" as shown below:

Very Ineffective							X	Very Effective
	1	2	3	4	5	6	7	

To assist you in rating the effectiveness of the simulated affirmative action programs, you should assume the following:

1. Each program evaluated herein has essentially identical objectives and operates within the same environment as all of the other programs.
2. Since the evaluation reports only contain data on the program characteristics and not descriptions of the program plans and activities, you should assume each program is similar to the one for your institution.

TABLE II (Continued)

3. Since each characteristic is rated only in general terms such as low, moderately low, etc., you must consider what these terms mean to you.

Institutional Information

Please answer the following questions on your institution. These data are asked because several of your colleagues suggested that they may affect which characteristics of affirmative action programs are most effective. (However, if answering these two questions bothers you in any way, please skip them. Your effectiveness evaluations are the most important data.)

1. What is the number of students enrolled in your institution?
 - a. 0 - 5,000
 - b. 5,000 - 10,000
 - c. Over 10,000
2. Please place a check beside the appropriate response.
 - a. Public institution
 - b. Private institution

PLEASE NOTE THAT THE EVALUATION REPORTS ARE NUMBERED
SEQUENTIALLY AND ARE ON FRONT AND BACK OF SHEETS.

TABLE II (Continued)

AFFIRMATIVE ACTION PROGRAM 1 EVALUATION REPORT

	Low 1	Moderately Low 2	Average 3	Moderately High 4	High 5
1. Commitment from higher administration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Communication and feedback on Affirmative Action program and goals	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Formal monitoring system providing data on personnel actions (e.g., recruitment, hiring, pay increases, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4. Receptive attitude on the part of key personnel throughout the university (commitment to the spirit of the law)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Resources provided for Affirmative Action (human, financial, computer, etc.)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Comprehensive training program(s) for Affirmative Action Officers (e.g., legal, implementation, structural)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7. Credibility of Affirmative Action programs and officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
8. Development and implementation of creative approaches to Affirmative Action	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
9. Formal and/or informal grievance procedures (due process accorded all)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Social and academic support systems (counseling, tutoring, assistance with integrating into the community)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Systematic, consistent and easy to understand legal guidelines, regulations and resultant goals.	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Current and accurate information regarding available occupational minority candidates by discipline.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
13. Regular review of Affirmative Action program and goals.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Based on the information above and upon your experience and knowledge, please rate the effectiveness of this program on the following scale by placing an "X" in the appropriate space:

Very Ineffective 1 2 3 4 5 6 7 Very Effective

Analyses

Statistical analyses was conducted using step-wise multiple regression with the thirteen factors as the independent variables and the evaluations as the dependent variables. A correlation matrix was also developed to check for multicollinearity among the thirteen factors. Regression was used so that the subset of independent variables which best predicted the dependent variable could be identified and each of these predictors could be weighted according to the importance given it by the evaluator in his/her evaluation. Stepwise regression was used to allow only the inclusion of statistically significant criteria in the models. Z scores were used to standardize the evaluations given across all 930 programs (30 programs x 31 questionnaires) because of the tendency of respondents not to utilize the full range of a response scale.

Individual judgement policy models were developed for each questionnaire so that the factors deemed important by each respondent were captured and weighted. Combined models were also developed in the type categories of public and private and the size categories of under 5,000 and over 5,000 as well as for the total sample. The purpose of the combined models was to determine if their size or type was a mediating factor in the evaluations.

CHAPTER IV

RESULTS

Criteria Independence

Random assignment of criteria levels in the 30 programs was intended to maintain criteria independence. To test criteria independence, an intercorrelation matrix was constructed. This matrix (Table III) shows the bivariate correlations for each of the pairings of the 13 criteria over the 30 cases.

As shown in Table III, the highest r between any pair of criteria was .502. Furthermore, 95 percent of the pairwise r 's are under .4 and 86 percent are under .3. This confirms the independence among the criteria and freedom from collinearity. This low intercorrelation among the criteria should have allowed development of more accurate effectiveness judgement models, free of multicollinearity among the predictors (Dudycha and Naylor, 1966).

Policy Capturing

The data were first standardized by obtaining the Z score for the effectiveness rating on each program across all respondents. Nine hundred twenty-four ratings were used for the calculation because six effectiveness ratings were

TABLE III
CORRELATION MATRIX FOR EFFECTIVENESS CRITERIA

	1	2	3	4	5	6	7	8	9	10	11	12	13
F1	-----	.194	-.154	.502	.347	.081	-.036	-.149	.034	.271	.255	-.100	-.172
F2		-----	-.382	-.143	.152	-.006	-.032	-.129	.311	.165	-.144	.190	-.289
F3			-----	.051	.186	-.018	-.247	.354	-.095	-.286	-.068	-.177	-.280
F4				-----	.398	.327	.127	-.298	.134	.081	.299	-.228	.204
F5					-----	.090	.134	-.154	-.127	.066	.406	.084	-.082
F6						-----	.069	-.470	.154	.233	.090	-.242	.019
F7							-----	.090	-.072	-.201	.279	.083	.301
F8								-----	-.069	-.408	-.203	.159	.061
F9									-----	-.016	-.227	-.162	-.105
F10										-----	-.044	-.219	.197
F11											-----	-.051	-.205
F12												-----	.124
F13													-----

omitted (two each for three respondents). Once the Z scores were determined, the data were analyzed using stepwise multiple regression. As mentioned in Chapter III, stepwise multiple regression was used because it allows only the inclusion of statistically significant criteria in the models.

Step 1

The first step in the data analyses involved developing judgement models of the effectiveness criteria used by each affirmative action/personnel officer in his/her rating of each of the simulated programs. Stepwise regression analysis yielded R^2 's of individual effectiveness judgement models ranging from $R^2=.935$ to $R^2=.50$ (Table IV).

The sample size for each respondent was only 30 with 13 criteria as potential variables in the regression. Therefore, stepwise regression was useful in controlling potential problems with degrees of freedom. The procedure entered only those criteria variables that were statistically significant at $p < .05$. The most complex model generated contained ten criteria with the average number of criteria in a model being five. This indicates the stepwise approach was satisfactorily effective in dealing with the limited number of degrees of freedom.

It was assumed before data analysis began that an $R^2 .4$ would indicate inconsistency in a respondent's ratings (Hitt and Middlemist, 1979). In this set of data, no individual model fell below an R^2 of .5 so the entire sample was used.

TABLE IV
 RESPONDENT'S REGRESSION MODELS (JUDGEMENT POLICIES)
 FOR EFFECTIVENESS CRITERIA

1 ^a		2		3		4		5		6		7		8	
EC ^b	SCR ^c	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC
F 3	.456**	F 1	.574**	F 7	.531**	F10	.392**	F 1	.691**	F 5	.292*	F 1	.788**	F 4	.328**
F 1	.405**	F 4	.386**	F 1	.419**	F12	.321**	F 7	.338**	F12	.480**	F 9	.294**	F 9	.436**
F 5	.382**	F 7	.257**	F 4	.418**	F 4	.380**	F 4	.091**	F 1	.405**	F 4	.158*	F 7	.485**
F 9	.329**	F 2	.254**	F11	-.251**	F 9	.320**	F10	.212**					F10	.295*
F 6	.316**	F12	.177**	F10	.181**	F11	.318**	F 9	.260**					F 3	.269*
F11	.308**	F 3	.179**	F12	-.150**	F 7	.260**	F 5	.187**						
				F 8	-.148*	F 5	.283**	F 3	.187**						
						F 8	.262**	F13	.148**						
F = 14.597** d.f. = 6,23		F = 16.65** d.f. = 6,23		F = 31.105** d.f. = 7,22		F = 9.767** d.f. = 8,19		F = 33.315** d.f. = 8,21		F = 10.4** d.f. = 3,26		F = 67.52** d.f. = 3,26		F = 6.45** d.f. = 5,22	
adj R ² = .74		adj R ² = .76		adj R ² = .88		adj R ² = .72		adj R ² = .90		adj R ² = .49		adj R ² = .87		adj R ² = .50	
R ² = .79		R ² = .81		R ² = .91		R ² = .80		R ² = .93		R ² = .55		R ² = .886		R ² = .59	

TABLE IV (Continued)

9		10		11		12		13		14		15		16	
EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC	EC	SRC
F 4	.506**	F 4	.322**	F 1	.429**	F 1	.614**	F 1	.556**	F 4	.416**	F 1	.450**	F 1	.621**
F 1	.385**	F 5	.271**	F 3	-.452**	F 6	.381**	F 4	.337**	F 1	.556**	F 7	.303**	F 5	.474**
F 7	.233**	F 9	.295**	F10	.378**	F 7	.245**	F 7	.207*	F13	.225**	F 5	.307*	F 9	.296**
F10	.214**	F12	.388**	F11	.238**	F 2	.212*	F 9	-.196*					F 8	.332**
		F10	.348**	F 9	.230**									F 2	-.213**
		F 7	.305**	F 2	-.235**									F 6	.209**
		F 1	.293**	F 5	.242**										
		F 3	.183**	F 8	.182*										
		F 6	.283**												
		F 8	.165**												
F = 20.265**		F = 27.386**		F = 11.878**		F = 14.0**		F = 13.396**		F = 27.6		F = 8.63**		F = 21.14**	
d.f. = 4,25		d.f. = 10,19		d.f. = 8,21		d.f. = 4,23		d.f. = 4,25		d.f. = 3,26		d.f. = 3,26		d.f. = 6,23	
adj R ² = .73		adj R ² = .90		adj R ² = .75		adj R ² = .66		adj R ² = .63		adj R ² = .73		adj R ² = .44		adj R ² = .81	
R ² = .76		R ² = .935		R ² = .82		R ² = .71		R ² = .68		R ² = .76		R ² = .50		R ² = .85	

TABLE IV (Continued)

17		18		19		20		21		22		23		24	
EC	SRC	EC	SRC												
F 1	.456**	F 4	.502**	F 1	.749**	F 1	.655**	F 1	.582**	F 4	.465**	F 4	.346**	F 1	.601**
F 7	.450**	F 1	.463**	F 5	.277**	F 7	.362**	F 4	.434**	F 7	.311**	F 8	.243**	F 5	.280**
F11	.260*	F 7	.162**	F 7	.155*	F 4	.222*			F 1	.268**	F 9	.493**	F 4	.222*
		F 5	.173**							F 9	.301**	F 7	.317**		
										F 5	.290**	F 2	-.354**		
										F 8	.180**	F 1	.299**		
F = 12.85**		F = 57.99**		F = 36.583**		F = 27.2**		F = 48.189		F = 24.28**		F = 10.79**		F = 32.28**	
d.f. = 3,26		d.f. = 4,25		d.f. = 3,26		d.f. = 3,26		d.f. = 2,27		d.f. = 6,23		d.f. = 6,23		d.f. = 3,26	
adj R ² = .55		adj R ² = .89		adj R ² = .78		adj R ² = .73		adj R ² = .76		adj R ² = .83		adj R ² = .67		adj R ² = .76	
R ² = .60		R ² = .90		R ² = .81		R ² = .76		R ² = .78		R ² = .86		R ² = .74		R ² = .79	

TABLE IV (Continued)

25		26		27		28		29		30		31	
EC	SRC												
F 5	.323**	F 5	.522**	F 5	.369**	F 4	.555**	F 4	.506**	F 4	.329**	F 4	.498**
F 6	.513**	F 1	.397**	F 9	.501**	F 5	.249**	F 5	.331*	F 5	.531**	F 1	.546**
F 1	.274**	F13	.340**	F11	.296**	F12	.298**			F 9	.385**	F 7	.146*
F11	.261*	F 9	.251*	F 8	.244*	F 2	.235**			F13	.237**		
F 2	.221*			F 4	.316**	F 7	.274**						
F 8	.237*			F12	.230*	F10	.218**						
F = 8.56**		F = 10.75**		F = 8.46**		F = 11.446**		F = 13.466**		F = 15.13**		F = 50.7**	
d.f. = 6,23		d.f. = 4,25		d.f. = 6,23		d.f. = 6,23		d.f. = 2,27		d.f. = 4,25		d.f. = 3,26	
adj R ² = .61		adj R ² = .57		adj R ² = .61		adj R ² = .68		adj R ² = .46		adj R ² = .66		adj R ² = .84	
R ² = .70		R ² = .63		R ² = .69		R ² = .75		R ² = .50		R ² = .71		R ² = .85	

a Questionnaire Identification Number
 b Effectiveness Criteria
 c Standardized Regression Coefficients
 *p < .05
 **p < .01

By forming the judgements policy models in this manner, the researcher has attempted to acquire judgements from raters that are reliable and valid which indicate the criteria and their weights most necessary for an effective affirmative action program.

In Table IV the results can be observed within the models. Thirty-one models were generated as stated before. Factor one (F1 - commitment from higher administration) was in 84 percent of the models. Seventy-three percent of F1's standardized regression coefficient were above .4 and 50 percent were over .5. This criteria was obviously highly weighted and highly relevant to the respondents.

Factor four (F4 - receptive attitude on the part of key personnel throughout the university, eg. commitment to the spirit of the law) was in 68 percent of the models. Of this 68 percent, 76 percent had a standardized regression coefficient over .3 and 43 percent over .4. Factor seven (F7 - credibility of affirmative action programs and officers) was found in 61 percent of the respondents models with 79 percent of the coefficients over .2 and 42 percent over .3. Factor five (F5 - resources provided for affirmative action, eg. human, financial, computer, etc.) was in 58 percent of the models. Eighty-eight percent of the coefficients were above .2 and 44 percent were above .3. Factor nine (F4 - formal and/or informal grievance procedures, i.e., due process accorded all) was in 45 percent of the models with 93 percent of the coefficients being over .2 and 50 percent

over .3. The next factor was in only 26 percent of the models. Thus, a natural gap occurred between the more important criterion and those deemed less important. The factors considered to be less important had similar response rates and were weighted quite equally.

With this data set, factors one, four, five, seven, and nine are the most important criteria for an effective affirmative action program for this sample. Commitment from higher administration and receptive key personnel involve the human factor - those people involved in the effort behind the whole program. Credibility, resources, and grievance procedures focus on the total planning, implementation, and follow-up.

Step 2

The second step in the data analysis required the development of models that might apply more broadly for the size and type of the institutions. In other words, models were developed for these four categories to detect the moderating effects, if any, of size and type.

Size and type information was given on the respondents' questionnaires and was optional. Because of the option given two of the respondents chose not to indicate their size and institution type. Therefore, the total number for this analysis was decreased to twenty-nine questionnaires.

As can be seen in Table V, four models have been generated. In the size classifications, 23 of the respondents

TABLE V
REGRESSION MODELS OF SIGNIFICANT EFFECTIVENESS CRITERIA
FOR SIZE AND TYPE DIVISIONS OF INSTITUTIONS

<u>Under 5000 n=690</u>		<u>Over 5000 n=180</u>		<u>Public n=600</u>		<u>Private n=210</u>	
EC ^a	SRC ^b	EC	SRC	EC	SRC	EC	SRC
F 1	.450**	F 4	.324**	F 1	.442**	F 4	.378**
F 4	.159**	F 1	.388**	F 4	.181**	F 1	.356**
F 7	.210**	F 5	.232**	F 7	.194**	F 7	.285**
F 9	.220**	F 7	.230**	F 5	.125**	F 9	.129**
F 5	.095**	F 9	.159**	F 9	.219**	F10	.166**
F13	.181**	F13	.101**	F13	.189**	F 8	.103**
F 3	.178**	F 3	.129**	F 3	.214**		
F11	.120**	F10	.093**	F11	.134**		
F 2	.068**			F 2	.091**		
F12	.069**			F12	.086**		
F10	.069**			F10	.065**		
F = 66.48** d.f. = 11,672 R ² = .52		F = 49.56** d.f. = 8,171 R ² = .70		F = 75.14** d.f. = 11,642 R ² = .56		F = 41.39** d.f. = 6,203 R ² = .55	

a Effectiveness Criteria
b Standardized Regression Coefficient
*p < .05
**p < .01

were from institutions of under 5000 students. Six of the respondents were from institutions with above 5000 students. The model of respondents under 5000 has an R^2 of .52 which is an acceptable level of consistency. As shown, factor one is weighted most heavily with nine and seven next in level of importance. The remaining factors are lower in importance.

It is of interest to note the two factors were excluded from this model - factors six and eight. Factor six was the comprehensive training program(s) for affirmative action officers (eg. legal, implementation, structural). Factor eight was the development and implementation of creative approaches to affirmative action. Thus, the respondents feel that comprehensive training is not a priority need for affirmative action officers and that efforts toward development and implementation of creative approaches should be made only if the other criteria have been met.

The over-5000-students model has an R^2 of .70 which shows excellent consistency in the factors felt to be important by this particular group of respondents. Factors one, four, five, and seven (Table I) were given the highest weights hence, showing a need for higher administration's commitment, key personnels' receptive attitudes, resources, and credibility of the program.

In comparing these two models in order to identify differences and similarities between size classification, commitment from higher administration carries the heaviest weight in both. In the small institutions, the next

priorities were formal and/or informal grievance procedures and credibility of programs and officers. These factors for the larger institutions are preceded by a need for receptive attitudes on the part of key personnel and resources provided for programs. A regular review of programs and goals and formal monitoring systems precede the small institutions' needs for receptive attitudes of key personnel. The next important factor for small institutions is the systematic, consistent, and easy to understand legal guidelines, regulations, and resultant goals. The larger institutions also show a need for monitoring systems and regular reviews of programs and goals. Social and academic support systems is the least important criterion in the large universities' model as it is one of the least important in the small universities' model. In the latter model, this factor is accompanied by a need for current and accurate information regarding available occupational minority candidates by discipline and communication and feedback on affirmative action programs.

In the models for private and public institutions, the R^2 's were .55 and .56, respectively. Again, these levels have been determined, a priori, to have acceptable consistency. There were 22 respondents from public institutions and 7 from private institutions. In the model for public institutions, comprehensive training program(s) for affirmative action officers and development and implementation of creative approaches to affirmative action were the two

deleted. The highest weighted factors, in order of their weight from high to low were commitment from higher administration, grievance procedures, a monitoring system to provide data for personnel actions, credibility of programs and officers, regular review of programs and goals, and a receptive attitude by key personnel. The private model was less complex and the factors, again in order of weight from high to low, were a receptive attitude by key personnel, commitment from higher administration, credibility of programs and officers, social and academic support systems, formal and/or informal grievance procedures, and creative approaches to affirmative action. As comparison is made, one can observe several differences between the two types of universities.

Commitment from higher administration is important to both. But respondents from private schools found that key personnel's receptiveness was essential where respondents from public schools found it somewhat less crucial. Public institution models included formal and informal grievance procedures and a formal monitoring system. Private institution models did not include a formal monitoring system providing data for personnel actions and attached less importance to a formal and/or informal grievance procedure. The public model suggests a regular review of affirmative action programs and goals to be important where the private model indicated no need for this type of review. The private model indicated a need for support systems and the development and implementation of creative approaches to affirmative action.

Step 3

Because there were no strong differences between the size and type models, an overall model was developed. The model is shown in Table VI. The overall model showed all thirteen factors to be significantly important for an effective program. The order of importance is basically the same as the categorical models except for the model developed for private institutions. The order of the most important factors from high to low is commitment from higher administration, receptive attitudes of key personnel, formal and informal grievance procedures, credibility of programs and officers, regular review of programs and goals, formal monitoring systems providing data for personnel actions, good guidelines, regulations and resultant goals, and available resources for affirmative action. Social and academic support systems, information on minority candidates, communication and feedback on affirmative action, creative approaches to affirmative action, and comprehensive training programs for officers were the factors assigned the lower weights of importance.

This model, like that of the public institutions', puts priority on the human element behind the efforts of affirmative action. Organization of those efforts along with the credibility of the programs and officers are next in importance. The more creative aspects are not eliminated from the model but are given the least priority.

TABLE VI
 OVERALL REGRESSION MODEL OF
 EFFECTIVENESS CRITERIA n = 924

Effectiveness Criteria	Standardized Regression Coefficient
F 1	.425**
F 4	.204**
F 7	.183**
F 5	.123**
F 9	.198**
F13	.156**
F 3	.149**
F11	.129**
F 2	.073**
F 6	.064**
F12	.081**
F10	.086**
F 8	.070**

F = 89.86**
 d.f. = 13,910
 R² = .56
 adj R² = .56

*p < .05
 **p < .01

CHAPTER V

DISCUSSION AND CONCLUSIONS

Discussion

The models based on size and type of institutions showed that these variables had only small moderating effects. There was a slight difference though, between public and private institutions. As one observes what has actually been indicated by these models, a definite effect of government regulations and control on public institutions can be seen. Private schools seem to be more interested in the aesthetic possibilities of affirmative action while public schools seem to be more concerned with organization of the program and implementation to meet programs goals. Another possible explanation is that public institutions are in the limelight of government and public observation, thereby passed the stage of forming support systems and developing creative approaches to affirmative action. Therefore, they actually do need to be concerned with implementing the plans and programs they have developed and the laws they must abide by.

As stated before, the overall model was developed because of the lack of difference between the size and type models. Table VI shows this model. Why these criteria with

specific importance weights were chosen by respondents and what these results mean should be examined.

Commitment from higher administration was felt to be the top priority. One can be assured that if a conflict ever occurs between factions of the program, or if there is a fatal loophole in the program, and there is little or no support from top administration, the chances for program success are very low. If the program does not achieve its goals, it may be rendered useless, because top administration channels funds to other projects or programs or does not offer enough human or other resources to affirmative action efforts.

Receptiveness of key personnel is essential because these people are the implementors. If they don't feel it is worthwhile to learn what is needed, harness resources to accomplish what is needed, plan the program properly, and finally put all this effort into a tangible program, then nothing of any consequence will get done. Their efforts will be stifled if they don't understand what is to be done and why.

Credibility of programs and officers is necessary to give authority to what is being done and those in charge of doing it. If those people who can give aid to a program's effectiveness and those who are affected by the program believe in what is being done and can trust those key people involved in implementation, then the program will be more effective and efficient in eliminating discrimination.

Also, credibility will aid in winning commitment from higher administration and receptiveness from key personnel.

Formal and/or informal grievance procedures are important. Through a set procedure, persons effected by the program and persons implementing the program have a known course of action by which they can help enforce the existing system or change it in some important way. This helps create a more effective program because feedback can occur from any group in the program and complaints can be properly aired. If complaints are not properly dealt with, the program could be destroyed from within.

Regular review of an affirmative action's programs and goals are necessary because the environment in which they are implemented is always changing along with people who are carrying the program out and those people affected by it. Additionally, review is necessary to see if goals are being met and if not, why not. Regular review keeps the program and personnel up to date and working more efficiently.

Monitoring aids in pointing out needs of the program and progress of the program. If a solid monitoring system is undertaken, review is also made more efficient. Actual needs are the focus instead of perceived needs that may steer the future efforts of the program in a wrong direction.

Systematic, consistent, and easy to understand legal guidelines, regulations, and resultant goals are felt to be

significant because organization and a working knowledge of them are always essentials in carrying out a program. Too many organizations in the past have been forced to create programs from a level of little knowledge and no experience with very general laws and controversial court case decisions to use as a guide. Since there are many guidelines but most are clear, the need for training programs for aspiring affirmative action officers, the need for useable and available guidelines is intensified.

Resources such as personnel, finances, and computer time and services are needed so that the plans and programs can be implemented efficiently. It is not always possible to have access to all resources, but each organization must work for the resources they need to best implement their plans and programs. The result is a more effective program.

The remaining factors in the model were important, but significantly less so than those discussed above. Social and academic support systems such as counseling, tutoring, and assistance with integration into the community are useful so that the student, staff member, or professor can more easily adjust to his/her new environment. This factor, however, is probably considered more of an extravagance or luxury than an absolute necessity. To furnish these services, extra financial resources and human resources would be needed. If an institution has access to the extra resources needed, then they should pursue integrating these services into its program.

Current and available information regarding available occupational minority candidates by discipline could be useful, but was given a lower weight of importance. This information should probably be compiled by an outside organization and made available to each institution. It is useful information and would make a program more effective by focusing on available candidates so time, effort, and funds are not wasted in fruitless searches.

Communication and feedback on affirmative action programs and goals were given a lower weighting which seems questionable. Respondents may have felt this would be accomplished as a natural result of the other factors. Communication and feedback are needed to keep the program updated and to filter out problem areas. This can be accomplished through grievance procedures, regular reviews, and a monitoring system.

A comprehensive training program for affirmative action officers was given a low importance weight by respondents. This would be an asset to an affirmative action program, but if there are clear legal guidelines and regulations, then it is realistic to believe an officer could use them and his/her own experience in their particular situation to create an effective program. Also, it should be noted that the respondents to this questionnaire probably have not had any kind of extensive training but have learned what they know mostly through experience.

The last factor to be included in the overall model was that of development and implementation of creative approaches to affirmative action. This factor was probably given the lowest weight because the first concern of the affirmative action officers is to organize and develop a plan that will satisfy existing laws. To meet federal requirements as they are, extra finances and human resources are essential. If creative approaches become a priority, these resources plus additional time and effort must be available. This factor was included in the overall model, but it is probably not a priority because the necessities must be met first.

Support for Previous Research

In view of the overall model, needs of affirmative action pointed out by previous research are supported in various ways. Satyrb and Kemerer (1980) cited the need for strong commitment by all members of the campus community and suggested ways to improve a program which amounted to adding credibility. The need for clear guidelines is reflected in the studies which focused on meeting federal guidelines (West, 1978; Gaymon, 1979; Brookmire and Burton, 1978; Bode, 1980; Hopkins, 1980) and those that directly stated a need for clearer guidelines (Noble and Winett, 1978; Lester, 1976). Support systems have also been a focus of need by several studies (Takuchi, 1975; Green and Griffore, 1980; Wright, 1978; Stikes, 1978; Arce, 1976; Medley, 1976;

Sedlacek, 1976; and Mingle, 1978). Some of these studies give practical ways to accomplish the effectiveness criteria and some research found a need for these factors in current programs. Some have attempted to find solutions to identified needs but have not quite found the best solution. All of these studies are indicative of the need for improvement in current affirmative action programs.

Summary and Conclusion

The purpose of this study was to identify factors that lead to effective affirmative action programs for colleges and universities. Through interviews, an exhaustive list of factors was generated. Questionnaires were developed and stepwise regression was used to analyze the information obtained from respondents. In developing a guideline model for an effective affirmative action program, commitment from higher administration is considered necessary. Receptive attitudes on the part of key personnel, credibility of programs and officers, grievance procedures, regular review, formal monitoring of the system, guidelines, regulations and resultant goals, and resources for the program are the criteria weighted most heavily.

These factors combine to form the overall model, but private institutions may wish to pay attention to the categorical model generated for private institutions. In utilizing this model, it should be noted that the sample included only seven respondents and that this small number could have an effect on the model generated.

In using this overall guideline model, each institution must decide how each factor can be accomplished within their institution. These guidelines can be put to best use by using them as subgoals and achieving them according to the priority indicated by the weight given. This model is general so that it can be flexible to fit the needs of each institution. Bass et al. (1976) found that they could increase the receptive attitudes of key personnel by increasing their awareness and understanding of racial issues at the workplace. Hopkins (1980) suggested two models as aids in setting realistic numerical goals (F11) for the employment of women and minorities. Satyrb and Kemerer (1980) suggested the spirit of affirmative action can better be accomplished by two separate equal opportunity efforts by each entity. The efforts are divided between hiring activities and procedures and activities related to promotions and retentions.

Again, each institution must assess its own needs and form fit an affirmative action program to those needs. The model offered from this study is developed by people experienced in the implementation of rules, regulations, and plans for affirmative action in universities and colleges. It should prove to be a reliable and valid guide in developing an effective affirmative action program for higher education institutions.

Further research is needed so that the model developed can be generalized. It is the hope of this researcher that

a solid guideline(s) for industry and education can be developed from future research so equal opportunity can soon become a fact of the present rather than a hopeful wish for the future.

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