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### **Public-Private Mentoring for Leadership and Service Quality**

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## Public-Private Mentoring for Leadership and Service Quality

Michael J. Kelly, PhD, MSSW; Michael L. Lauderdale, PhD

#### Introduction

Total Quality Management (TQM) was a consistent theme of organizational development during the 1990s (Martin, 1993). Facing global competition, the private sector turned to TQM to learn how to produce quality goods and respond to customers (Connellan, 1997; Friedman, 1999). Lauderdale (1999) notes that the private sector's responsiveness raised expectations for service quality in state government. Moore and Kelly (1996) urged human service agencies to adopt critical components of TQM-both customer service and quality orientations. Smergut (1998), noting similar pressures on not-for-profits, suggested that TQM could introduce many of the necessary adjustments. In 1988, the Federal Quality Institute was established to promote quality management within federal agencies. By 1995, TQM was being implemented, in at least one functional area of the public welfare agencies, in thirty (30) states (Berman, 1995).

Improving service quality depends in large part upon leadership; however, Berman (1993) reported that nearly half of the agencies seeking to implement TQM were doing so without training their managers. Most agencies do not have "in-house" management development programs and/or cannot afford the cost of outside programs (Kelly & Lauderdale, 1999a). Training managers to take on the challenges of quality service delivery in an internal environment, characterized by resource and time constraints, requires a novel approach. The approach must not only provide knowledge about quality, but must promote critical leadership skills as well (Kelly & Post, 1995).

Kelly and Lauderdale (1999b) and Kelly (2001) describe a "supported" mentoring program, in which mentor-protégé dyads were recruited, matched, and sustained by a support team from a university professional continuing education (CE) program. The program matched mentors from the highest levels of management within a state human service agency, with mid-level management "protégés", and supported them through a series of structured learning experiences over a two-year period. This provided an approach to identify and nourish potential leaders. The authors described an affordable and effective program that led to the retention and promotion of almost all the protégés, along with significant organizational benefits through program improvement.

Recognizing the experience that certain private organizations had in implementing quality improvement within their organizations, one of the authors, Kelly, reasoned that it might be advantageous to try to couple this expertise to the needs of public agencies, to improve the quality of services. A number of questions follow from such a consideration. Could the supported, formal mentoring methodology be adapted for a program pairing managers from the public and private sectors and focusing on the introduction of TQM? Could business managers, successful in implementing TQM in private businesses, transmit their skills and attitudes to public sector managers? Could the public managers successfully use the TQM techniques in a public organization? Finally, does introduction of mentoring and TQM make any difference in how employees experience their work organization?

This paper proposes to answer these questions. First, it describes the research and demonstration project's conceptual foundations. Next, it describes the project's design, implementation, and management. Finally, benefits and problems are listed and discussed.

#### **Research and Demonstration Project**

#### **Design Assumptions**

The "Mentored Quality Training" (MQT) pilot project was designed to support the introduction of total quality management techniques, skills, and attitudes to mid-level income maintenance (IM) managers of a metropolitan county office of a state

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welfare agency. The IM managers were in the process of implementing state mandated changes, and would soon face the realization of welfare to work requirements. MQT was founded on several assumptions. First, supported formal mentoring would be an effective, adaptive, and inexpensive management and leadership development method for mid-level managers. Second, the introduction of TQM techniques could be taught via supported mentoring between managers from the public and private sectors. Third, joint problem solving projects would lead to the implementation of techniques, which would, in turn, improve the quality of services.

Management development involves both fostering an individual manager's abilities and increasing understanding of immediate and long-term organizational needs. Mentoring has been used to address these needs. Mentoring occurs frequently within organizations and may be critical to professional careers (Collins, 1994). Informal mentoring, in which individuals "pair-up" without the employing organization's involvement or sanction, has been extensively documented (Kram, 1985; Reich, 1986; Roche, 1979; Silverhart, 1994; Thorne, 1996). The benefits to individuals in mentoring relationships have also been widely described and documented. For protégés, these include higher salary, career advancement, and a higher level of career satisfaction (Dreher & Ash, 1990; Kram, 1983; Orpen, 1995). Fagenson (1988) suggested that mentorship might increase a protégé's power and influence within an organization. Similarly, organizational benefits have been found to include improved employee motivation, enhanced job performance, and higher retention rates (Wilson & Elman, 1990).

Formal mentoring programs, in which the employing organization recognizes and supports the mentor-protégé relationship, are an exceptional opportunity for organizational development. As was discussed above, mentoring can provide a diverse set of improvements for an organization. Gray (1986), for example, suggests that formal mentoring programs can systematically meet career development needs, thus enabling the organization to successfully address its own need for management succession. Wilson and Elman (1990) observe that mentorships provide a context for socialization that transfers organizational culture, and that individual benefits for protégés are apt to translate into organizational benefits, as the result of stronger performance and increased loyalty. Asamoah, Y., Haffey, M., and Hodges, M. (1992) suggest the use of formal mentoring as one way to increase diversity among administrators. Morsinski and Fisher (1996) reviewed eighteen (18) formal mentoring programs in the health and human services sector, and noted that all reported extensive organizational benefits.

Formal mentoring can influence the culture of an organization (Kelly, 2001). A quality management orientation, such as TQM, works within and upon the "culture" of the organization. Sluyter (1998) identifies and summarizes five common elements present in organizations that adopt a quality approach:

- Committed leadership: Management communicates and reinforces a commitment to quality.
- Customer driven: Customers are defined, and customer satisfaction is accepted as a measure of performance.
- Continuous improvement: Organizational systems are continuously assessed in order to continuously improve service delivery.
- 4) Empirical-based decision-making: Problem solutions are based on accurate information.
- 5) Employee involvement: Employees are involved in analyzing systems and making decisions about performance. Employees are valued as a resource, supported, and rewarded.

MQT was to bring three critical parities into interaction. First, private sector managers from companies with strong TQM programs would serve as mentors for middle managers from the income maintenance program. These mentors, working in mentor-protégé dyads, would provide ongoing, developmental relationships, and hopefully, insights into TQM. Second, the agency would provide a context of immediate management concerns— "problems seeking solutions" that would be analyzed by teams of project participants. Third, the university would utilize its capacity to catalyze individual and organizational learning through supporting the formal mentoring relationships and providing technical expertise. The project was funded for just over two years to allow time for the relationships to mature, which simultaneously afforded a developmental pace that did not interfere with the agency's immediate needs.

#### Selecting, Matching, and Supporting the Participants

Mentors were recruited primarily from private corporations, based on experience with total quality management, a commitment to teaching others, interest in the welfare of families, and a desire to learn more about state welfare programs. The CE program staff's connections with the quality management community led to the recruitment of twelve private sector mentors and two mentors from a federal agency experienced with TOM. These managers agreed to serve as the primary teaching resource for their protégés. Their responsibilities included meeting with their protégé regularly, serving as a role model, and teaching TQM methods, values, and culture. They were to serve as the senior partner in selecting a problem area for joint work with the protégé. The dyad projects were to provide the mentor an opportunity to teach, one-on-one, how to establish a clear problem definition, collect and analyze information, evaluate outcomes and methods, model approaches to problem resolution, delineate activities which address the problem, and provide a fiscal impact statement, including the identification of resources.

Protégés were to be selected from the mid-management level of the income maintenance program. The fourteen (14) protégés were all supervisors and represented about 60% of the available mid-level managers in the metropolitan office. The protégés agreed to enter the mentor relationship with the private sector managers as learners—that is, they agreed to try to learn the application of TQM methods to problems that they undoubtedly understood more clearly than the mentors. They agreed that they would meet regularly with their mentors and would attend the training sessions.

The participants were matched based on the information obtained during one and one-half hour interviews. The interviews, conducted by a twoperson research team from the university's CE program, covered personal and professional style, individual careers, information seeking behavior, and outside interests. In addition, participants completed several instruments concerned with learning style, management style, and perceptions of organizational culture. The CE staff discussed the potential matches with an advisory group comprised of agency and community officials, who were to guide the program and provide sanction for organizational changes suggested by the participants. The dyads were matched on the basis of similarity of styles and interests. While the participants differed in a number of respects, they were similar in age, and all had had experience as both mentors and protégés (see Table 1).

#### **Table 1: Selected Descriptive Data on Participants**

Variable	Mentors	Protégés	
Average Age	37.8	44.7	
Male	9	3	
Female	5	11	
Professionally Related Advanced Degree	3	0	
Average Tenure in Current Position (years)	9.9	20	
Average Workweek (hours)	48	44	
Prior Experience as a Mentor	13	12	
Prior Experience as a Protégé	12	8	

The project design called for extensive work by the mentor-protégé dyads to transfer the necessary TQM skills and knowledge. The project's CE team was responsible for supporting the dyads. The CE team was also involved in the recruitment of participants, matching mentors and protégés, and the initial orientation/introduction of the matched pairs. The dyads were then to be largely left on their own to develop a working agenda. The project design stipulated that one-day developmental meetings were to be held approximately every other month. These meetings were to provide specialized training topics and to insure that the dyads interacted with other participants. This also allowed the support staff a formal opportunity to observe dyad and large group interaction, discuss working relationships within the dyads, and offer additional support to any who were struggling.

The group meetings were structured to move in graduated steps, from individual development to dyad development, then dyad to dyad development, and finally large group problem solving. Early sessions stressed topics around which individual to individual interaction could take place, such as examinations of management or learning styles and perceptions of organizational culture. The conferences featured presentations based on the findings of the management assessment instruments completed earlier. The dyads, working together, were led through scoring and discussion of their personal results. Relationship building topics included: mentoring relations, personality type assessment, organizational culture and values, teamwork exercises, and managerial style and practices. Following the presentations, dyads met together to discuss the conference topics, share feedback on instrument results, and work on their assigned projects. The plan also called for the dyads to focus on a specific work issue and develop a "quality focused" solution. Later, these issues would be synthesized into joint work between dyads, and finally, incorporated into the wider group process.

#### **Unanticipated Changes**

The project design placed a strong emphasis on

the learning that was to occur within the dyads. This emphasis changed as the result of an unanticipated effect of matching mentors and protégés from "two different worlds." For example, finding the necessary time to work together during the project's early dyad development phase, which was considered to be critical to the development of the mentor-protégé relationship, proved to be a problem. Mentors reported a longer workweek than the protégés did, and some had difficulty meeting time commitments. The mentors preferred morning or evening meetings, which the protégés strongly resisted. While the private sector persons were willing to volunteer their time, including working longer hours, there was resistance from the public participants.

Other differences reduced the number of participating mentors. Differences in the opportunities for advancement between the sectors quickly became apparent. During the first five months of dyad work, five mentors dropped out due to promotions or transfers. In addition, two mentors from the same firm, known for its quality approach, left the project when it became apparent that they did not recall how to introduce a quality culture. One mentor was unable to continue when organizational changes adversely affected his unit. Firm relocations and promotions perpetuated the attrition. About eight months after the recruitment phase, only four of the original fourteen (14) mentors remained. By contrast, only one protégé was promoted during this time, but continued to participate. Some individual mentoring relationships did continue in various forms, through such interactions as telephone consultations or occasional lunches, but not through joint project work.

The project evolved so that a "team" of four mentors and CE personnel, whose participation was consistent throughout the project, would continue to mentor all proteges. The CE team discussed recruitment to replace the lost mentors, but the advisory group and the protégés decided that the recruitment of new mentors was unnecessary, since the project was proceeding well. The remaining

mentors took on additional work to help more than one protégé or small group. While all protégés had some experience with a private sector mentor, most had not developed an individual dyad project. The four remaining mentors helped the protégés focus on two major organizational issues, and the absence of individual dyad projects quickly became an advantage. The first project focused on an analysis of the turnover among first line workers. The second project focused on the office telephone system usage to determine if un-returned, lost, and on-hold calls could be reduced. Following these adjustments, the project continued as planned. The semimonthly conferences, including specialized training, continued as well. Mentors worked with their individual protégés and small groups. The large group application of TOM methods to organizational problems now focused on the two projects.

#### Results

Several months following the completion of the program, an external evaluator interviewed ten of the original fourteen (14) protégés. The protégés completed a series of scaled and open-ended questions concerning several aspects of the program. In addition, the entire IM staff of the metro county office completed the *Survey of Organizational Excellence (SOE)*, as did a comparison group at a metropolitan office, in another part of the state.

## Was the supported formal mentoring methodology successful?

Based on questions asked during the post-program evaluation interviews, protégés reported disappointment with the loss of their business mentors. Although disappointed with the brevity of the relationships, protégés nevertheless felt that they had been beneficial and productive. Responding on an interval level scale, from "1" not at all, to "5" a lot, to the statement, "I have personally benefited from participation in the (formal mentoring) program," protégé responses were very positive (Mean = 4.6; eight persons chose "5" on the scale). Four proteges said that the relationships were "short but very productive." After most mentors dropped from the program, the others "adopted" the remaining protégés. Although it had not been anticipated that informal mentoring relationships would develop, at least five protégés described relationships in those terms. Protégé responses suggest that these relationships were supportive: "I always felt that I had a friend in the room during group meetings"; productive: "a critique of training sessions"; and some included a personal element: "We met for lunch outside the project schedule." For these protégés, the fact that the informal relationships developed helped to compensate for their disappointment with the formal mentoring relationships, and contributed to their sense of the value of the program.

While the formal mentoring relationships did not occur exactly as planned, a major component of the program was structured contact with private sector managers. Protégés were asked several questions that focused on this point, and offered positive comments about this part of the program. They felt that it was important to broaden their perspective: "The exchange was beneficial," and "It helps to be exposed to alternate paradigms." They also noted that it provided learning opportunities: "The managers were quite knowledgeable." In general, the experience and modeled behavior were seen as positive. In two instances, however, protégés felt that "seeing what other organizations could offer their employees," increased their frustration level with the agency. Eight of ten proteges felt that the agency should seek to establish other opportunities for such contact. One noted that such opportunities are important, but that "more groundwork" should be laid first. One was "not thrilled" with the experience.

#### Did business managers transmit TQM skills?

Asked to rate the effectiveness of opportunities for learning outside the mentor relationship, participants rated these informal occasions higher than they did any other program component (Mean = 2.2). The two learning opportunities—total quality management training and group meeting skills training-are discussed in detail, below. In both instances, protégés enthusiastically described gains in skills and knowledge that they have applied to their work. Protégés rated the flexibility they were allowed in choosing activities as very effective (Mean = 2.3). Empowerment was a constant theme. In response to the question, "Have you learned any TQM concepts as a result of your participation in the program?" all interviewees listed at least three basic concepts. Eight of ten described efforts to apply what they had learned about TQM to their work; of the two other respondents, one indicated an intention to apply them later, and the other described a complete inability to work in a group with his staff. Protégés described the TQM training provided by the project as "wonderful," "useful," "inspirational," and "empowering."

Formal and informal training in conducting group meetings was a program process experienced by all protégés. The "informal training" occurred as protégés observed how their business mentors conducted project meetings. Nine protégés stated that they believed that they had gained skills, "useful for handling group sessions or meetings." Comments about the meeting skills training also suggest powerful program effects that have changed the managers' behavior. For example, two supervisors stated that they had empowered staff to run meetings, and were "mentoring them" [staff] as they learned meeting skills. Three others indicated that they had begun to use an agenda as a result of the training, noting, "In the past our meetings were often not productive." Another remarked, "Meetings used to deteriorate ... now I try to be a leader, not a dictator."

The managers also expressed enthusiasm about their increased level of skill: "I have made immense personal gains." According to their own estimates, these supervisors spend an average of about 25% of their work time attending group meetings—an average of 520 hours annually per individual. Clearly, the application of learned group meeting skills has the potential to change the quality of work life for both program participants and for their subordinates, who attend the meetings.

As a part of the program, participants were afforded the opportunity to select "projects for work," in which they could apply learned knowledge and skills. Protégés felt that they had chosen meaningful "problems for work" that would have solid and measurable personal and organizational benefits if they were solved. The process of working on the projects was described in generally positive terms. Protégés felt that they had learned data analysis skills and had been empowered by business mentors, who had initially taken a leadership role. First level supervisors were pleased with the opportunity to work "as equals" with middle management on work problems (two were co-leaders of the project groups). The work groups also provided the opportunity to observe the mentors as they modeled behavior, and to practice total quality management and meeting skills learned in other settings. The process of "learning by doing" in project groups apparently served as a laboratory for applying new skills.

Unfortunately, protégés perceived the group project work as a limited success, because of their agency's apparent inability to respond to the groups' proposals. The hiring group submitted proposals in October, and had not received a response by May. The telephone group's anticipated recommendation for the implementation of voice mail was stymied by their belief that upper management had already decided, "that there will never be voice mail". Four protégés believed that project objectives will be achieved (at least in a limited form), while four believe that they will not.

## Did the public managers successfully implement TQM?

Clearly, all the supervisors experimented with the TQM skills within their work groups. Few could point to clear success; however, two respondent examples of the way in which TQM concepts were applied, suggest powerful program effects that have changed the protégés' managerial behavior. First, one supervisor described empowering her staff to solve problems with the unit's call rotation system. This system for assigning cases had been a perpetual, long-term problem, with "complaints on a daily basis" and "continual headaches." The supervisor described teaching problem solving techniques, as well as the staff's reluctance to believe that they had been allowed to own the solution. Eventually, the staff found a workable solution, and since then, there have been no reported daily complaints and headaches. As she related this history, the supervisor seemed to experience again a sense of pleasant surprise that the concepts had actually worked, reaffirming her developing commitment to participative decision-making and the TQM "roadmap for problem solution." Another supervisor described empowering his staff to develop solutions for workflow problems, including a way to catalog policy changes so that case decisions could be quickly reviewed.

Does the private sector represent a potential educational resource for human services?

Can critical managerial and leadership skills be conveyed through mentoring relationships across two very different kinds of organizations?

The answer is a qualified yes. Successful leaders and managers exist in private organizations with extensive experience in improving quality. However, the availability of this expertise is abridged by inherent time constraints—they are more likely to be available for meetings before or after the regular 8-hour workday. Other job demands and promotional mobility mean that such expertise, to be successfully tapped, requires an additional support mechanism, as in this case, the CE program. If these considerations can be met, then the private sector represents a vital source of expertise to provide organizational development support.

Did the mentoring program change the organization? Although this question was not part of the external evaluation, it was addressed by a post-project questionnaire completed by all the employees of the IM section. The employees completed the Survey of Organizational Excellence (SOE), which has been extensively used by the authors to assess organizational change (Lauderdale, 1999). The instrument consists of questions measuring twenty (20) constructs essential to effective organizations (construct range 100 "low" to 500 "high"). In implementing the survey, ten of the twenty constructs were selected that should have been positively changed by the mentoring and training, and ten constructs were selected that were unlikely to be influenced by the program. Table 2 details the construct score for each set. Since the SOE was conducted after the program, a comparison group was necessary. The comparison was conducted by administering the SOE to another metropolitan office of the same agency, which had not experienced any external training or mentoring during the previous two years.

As Table 2 (page 39) demonstrates, all of the constructs that were expected to be influenced by the program in the experimental office, were scored higher by the employees in the experimental group, than by the staff in the comparison office. Further, a two-tailed t-test was conducted to compare group scores, and shows that the differences in results were significant, and thus unlikely accounted for by chance alone (t = .09, p < .01). In addition, the ten constructs not expected to change as a result of the mentoring and training program, show improvements when compared with the comparison office; however, these differences may be due to chance alone (t = .48, p > .05). These results suggest that the mentoring program did have a positive effect on the overall organization of the IM metropolitan office.

#### Discussion

Despite the unanticipated change in the number and strength of formal mentoring relationships, structured contact between middle managers and mentors from the private sector was a consistent program process. Although protégés expressed dis-

### Table 2: Comparison of Expected Construct Change

#### Experimental and Comparison Offices

Construct	Test Office	Comparison Office		
Those constructs expected to change				
Holographic (Consistency)	246	226		
Availability of Information	286	270		
Job Satisfaction	224	201		
Employment Development	264	235		
Change Oriented	228	205		
Goal Oriented	268	245		
Strategic Orientation	327	310		
Quality	304	286		
Empowerment	261	242		
External Communication	287	266		
Those constructs not expected	to change			
Affirmative Action	288	272		
Fair Pay	242	250		
Adequacy of Physical Environment	212	202		
Benefits	320	321		
Supervisor Effectiveness	241	240		
Internal Communication	237	231		
Team Effectiveness	253	253		
Time and Stress Management	263	269		
Burnout	244	239		
Fairness	248	266		

appointment with the length of their formal mentoring relationships with business mentors, they described most of the short-term relationships as productive. In addition, protégés perceived that several informal mentoring relationships had developed that had been of considerable benefit.

Protégés agreed that contact with private sector managers, whether or not it had occurred in the context of a formal mentoring relationship, had been a positive experience.

There were a number of recurring themes throughout the interviews that seem to reinforce the positive experience assertion. First, numerous references were made to the opportunity to observe mentors' professionalism in a variety of settings, such as leading a group session, participating in a meeting, and providing specialized training. Second, protégés learned, "that other managers have the same kinds of problems." The protégés contact with the private sector broadened their perspective and improved their outlook upon their own situations. Third, protégés were apparently "given permission" to apply developing knowledge and skills by the private sector professionals, which in turn, empowered them to act.

The specialized training opportunities described as a program process include not only formal training sessions, but also proteges' experiences applying learned knowledge and skills to their work. Protégés described both total quality management training and group meeting skills training as unqualified successes. Interviewees discussed the training with remarkable enthusiasm. They often expressed a sense of genuine satisfaction with techniques that worked, and they seemed secure in their belief that they could continue to use these skills to improve personal and unit performance. The discussion of on-the-job applications suggested powerful program effects that have resulted in changed managerial behavior.

The group work process provided a laboratory for the use and reinforcement of learned knowledge and skills. In addition, each group set specific goals and worked toward the improvement of services provided by the agency. As a process, the group project work was successful: protégés engaged in a variety of activities, made contact with resources both within and outside the agency, had the opportunity to practice skills learned in training, learned from behavior modeled by business mentors, and felt empowered to develop meaningful solutions for real problems.

#### Conclusion

This demonstration project served as a field experiment to provide answers to these questions: 1) Could supported formal mentoring methodology be adapted for a program pairing managers from the public and private sectors and focusing on the introduction of TQM? Could business managers successful in implementing TQM transmit their skills and attitudes to public sector managers? Findings suggested strong support for the first and second questions. Even though individual mentoring was limited, the protégés uniformly benefited from their exposure to the mentors. It is possible to find capable mentors from the private sector, and their experience and abilities translate well in a mentoring setting with public sector managers. In effect, leadership skills can be passed across the boundary between the two different types of organizations. However, differences in organizational culture make finding such mentors difficult, and there must be a third entity to provide regular support to continue the mentoring relationship. University-based continuing education programs can serve this function well.

The answer to the third question is equivocal. While the protégés were enthusiastic about the importance of the work topics selected, the failure of the organization to embrace the change proposals is a challenge. The question of overall organizational improvement is somewhat harder to determine. The SOE results suggest that the test office improved as expected, in comparison to the nontest office. These results must be viewed with caution, as they are not pre-/post-test results, and the comparison office may have had quite different intervening factors. Future work would be well advised to strive to achieve and maintain a high level of organizational endorsement of not only the training and development, but to seek to use those products created through the process.

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