Rivista elettronica di diritto pubblico, di diritto dell'economia e di scienza dell'amministrazione a cura del Centro di ricerca sulle amministrazioni pubbliche "Vittorio Bachelet"

Direttore Professor Giuseppe Di Gaspare

ISSN 2038-3711

Diversity management policies in innovative public services

di Antonio Cocozza*

Abstract

This paper present the conceptual framework of the evolution of diversity management policies and results of a research conducted in Italy in 2009-2010, in three major public services companies. By diversity management we mean: "the adoption of targeted and segmented human resource management policies, aimed at valuing the different needs and expectations of different types of employees, with the aim of improving a company's overall performance".

At company level, work life balance in conjunction with diversity management policies may prove to be the concrete choice to make in order to meet two fundamental demands: a greater degree of psychological, physical and social wellbeing among workers such as to reduce occasions of stress and allow for more effective (individual and collective) resolution of conflicts structurally present in work places and governance of organisational and decisional systems; the creation of a collaborative and motivated organisational and relational climate favouring the valuing of people in such a way as to encourage human resources to adopt virtuous attitudes in harmony with the objectives and strategies of the company /institution.

This policy aims at favouring to the utmost individual potential as a strategic lever capable of reaching company goals, providing both enterprises and *stakeholders* with additional assets.

Keywords: Valuing Differences, Diversity Management, Cultural Change, Human Resources Management, Shared Goals

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In recent decades, as a result of the globalization both of the economy and of social systems, in Italy too we have witnessed a process of profound change within the structure and cultural make-up of the labour force, due to the fact that the participation of workers with specific characteristics (like women, the young and the elderly, very often from non-Italian cultural backgrounds and nationalities) has increased significantly. As various indicators and demographic statistical reports have revealed, the phenomenon of globalization has triggered a course of complete and radical transformation of the work milieu capable of making the traditional figure of the adult male labourer or employee, as an expression of local culture, obsolete.

Little by little, a process of differentiation and a shift in the composition of the workforce have gradually taken place, affecting all organizational positions and roles, ranging from those directly connected with production procedures, to those working at top management level.

Within this new post-industrial scenario, the real challenge to the development and implementation of a more innovative policy of regulation of public and private sector labour relations consists in adopting a more attentive approach towards the exploitation of these differences, in order to promote more active and informed participation in the design and development of companies' organizational and production strategies (Cocozza, 2008; Cocozza, 2010b; Cocozza, Cimaglia, 2011).

Similarly, the new frontier of human resources management policy is evaluation of the individual and the creation of working conditions such as to encourage people to empathise with the work they do, to express their potential and attribute meaning and value to their jobs in order to spur them to do their very best.

For these reasons, the real competitive advantage for enterprises lies in the adoption of peopledevelopment plans, starting with the distinguishing features of each person within the employment rapport, and the recognition of significant key differences like gender, age, ethnicity and culture, background and disability.

Within this perspective, diversity and inclusion are the cornerstones of a culture of change and innovation, aimed at favouring competitive advantage and success by improving the business milieu and organizational wellbeing.

Moreover, it should be noted that the process of fundamental change that affects companies leads to the development of new organizational models informed by concepts like total quality, organizational learning and the centrality of human resources (Cocozza, 2006)

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The advent of the anthropocentric paradigm, which places the individual at the heart of management and work, is the natural consequence of evolutionary business processes, once production-orientated, and now increasingly focused on the market and its turbulences. In particular during the transition from an economy of scale to one of flexibility, the criteria of corporate governance change radically and the concept of *economic efficiency* assumes a different connotation. In fact, *economic efficiency* is now understood as the need to create products or services at the time, in the place and in the manner required by the market and by the quality and customisation standards expected by the client or customer (Cilona, Famà, 2010).

Organizations which develop diversity management policies depend basically on the centrality of the individual in order to create consensus and commitment to business values and strategies. As Drucker (1985) said that "Today the organization cannot afford not to invest in the men who will manage it tomorrow".

The new frontier of human resources management in virtuous organizations has superseded the era of strategies, aimed at supporting the idea of a sole type of efficiency - characterized by reinforcing know-how — to venture more and more towards the perspective of a type of effectiveness where a significant role is played by know-why and incentive to act, by recognition of the meaning of professional agency and by the enhancement of individuals in relation to their respective differences. In this sense, organizations which incorporate the essence of change and of the revolutionary impact of new theoretical paradigms, share the need to implement diversity policies on the understanding that the diversity found in each human resource is functional to the organization and the achievement of competitive advantage .

By diversity management we mean "the adoption of targeted and segmented human resource management policies, aimed at valuing the different needs and expectations of different types of employees, with the aim of improving a company's overall performance" (Cocozza, 2010b; Cimaglia, Famà, 2010).

Specifically, diversity management is based on a holistic approach to human resources, and values each person on a number of levels such as *behaviour*, where the emphasis is on building specific skills and in implementing policies capable of enhancing every single worker; *strategy*, whereby the results of diversity management policies contribute to the achievement of organizational goals and objectives, pursued through rewards; and *synergy* where the model is based on the assumption that different groups will create new ways of working together effectively (Cocozza, 2008).

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This means that competitive advantages need to merge with the professional value of human capital and the motivational energy invested by the latter in the production process. The needs of the individual and of the organization are jointly satisfied through diversity management, recognized as a virtuous bond and exchange between people and organizations.

Attention paid to diversity, in this sense, gives rise to a change in management processes aimed at enhancing and taking complete advantage of the unique contribution each employee can make to the achievement of corporate objectives, and which can enable the organization to face the challenges and uncertainties of the external market. This contribution is born of the ability each person within the organization has to develop and implement a comprehensive and integrated range of skills and behaviours that reflect his/her true characteristics and his/her cultural and professional background (Cuomo, Mapelli, 2007).

This means causing references to form a single mind-set and behavioural paradigm where quality and orientation are taken into account.

Diversity management was born in the early nineties in the United States when the larger companies, in the face of a multi-ethnic working milieu and workforce, realized they had to find ways of dealing with this new multicultural phenomenon by developing the talents of single members of their staff who came from diverse backgrounds.

The assumption is that a *multi-cultural* company is richer, in terms of human potential, than a *mono-cultural* company.

More generally, at the end of the nineties the so-called inclusion model appeared, which, on the one hand, continues to support equal opportunities as a central theme, but, on the other, views differences as an asset rather than as an accidental or counterproductive factor: an inclusive attitude constantly willing to listen, open to change, involving all stakeholders, encouraging them to promote different modes of cohabitation born of a continuous, cultural evolutionary process (*interculturalism*). It was precisely at that time that companies began to boast about being the most active in matters of diversity management, encouraged by the potential dimension of the strategic utility of difference as a value, i.e. as a real tool for improving the overall effectiveness of their processes.

In this sense, the carriers of differences began to be perceived as subjects that "can bring knowledge and perspectives on how to perform a certain activity competitively important, how to design a process, achieve results, define tasks, create effective teams, exchange ideas, guide people".

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Actual conditions of diversity in organizations, possible areas for development and implementation process.

There are several factors that solicit and determine different theoretical approaches to diversity management.

One of the foremost and fundamental factors is the rising quality of demands and expectations with which people address the business world, where "human resources within a labour organization understand that the real increase in quality of life is not given by economic incentives, but by a proper motivation and career enhancement. A growing number of people who have exceeded the levels of basic needs and moves towards the needs of self-realization" (Cocozza, 2010a).

Another factor capable of boosting diversity management is cross culture, represented by the abundant presence of workers of different nationalities working within an organization, as the result of internationalization processes. In large companies, especially multinationals, employees from different countries, endowed with different technical skills, cultural values and messages are brought together. Within the Italian economy, characterized by small to medium sized enterprises, the issue of multiculturalism has come to the fore, due to recent migration which has brought EU and extra-EU staff together within production sectors, on construction sites, and within the childcare and senior-citizen care fields. Here the changes in society and in the labour market have been accompanied by the development of a growing diversity to which businesses are required to adapt, relinquishing attitudes of indifference or mere compliance with rules and regulations (Padua, 2007).

Another phenomenon affecting the acceleration of diversity management strategies, is the feminization of the labour market, following the weakening of traditional labour-role divisions within the family, which, in recent decades, has yielded to the entry of women into the working world at various levels and the subsequent decline of the mystified female role once considered the only one open to females.

The high rate of female employment makes a total rethinking of the strategies of production and work organization inevitable and imposes forward-looking models of flexitime to ensure reconciliation between work and personal time (Elling, 1998; Espinoza, 2010).

Lastly, another significant factor which impacts upon the development of diversity management strategies is the presence of persons with disabilities in the work place. As regards people with disabilities, contemporary society has identified specific cultural and regulatory instruments aimed at redefining their social position. In Italy, Law No. 68/1999 – which outlines the rules related to

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disabled people's employment rights - sought to establish a selection process based on successful collaboration between disabled workers, employment services and employers. Diversity management agencies, in the presence of individuals with disabilities, are required to go beyond mere legal obligations and urge companies to assume an active role in defining the policies of inclusion and appreciation of individuals by identifying their needs and activating innovative services. Moreover, the managerial strategies inspired by diversity management policies are required to intervene in order to adjust those organizational dynamics which prevent the inclusion of diversity, design strategies and propose action capable of favouring diversity within the company, considering it as a source of competitive advantage.

As to the strategies aimed at developing diversity management, it is necessary to remember that while the objectives and benefits identified by diversity policies and approaches vary considerably, organizations can rely on certain consistently detectable aspects (Bombelli, 2004; Mauri, Visconti, 2004).

In this sense, the first common element on which to base planned development strategies is provided by the cultural dimension, a key factor in the planning and implementation of policies for the management of differences. Today, numerous studies reveal the centrality of organizational culture and the link between culture and corporate performance: it is essential to promote the development of a culture of acceptance of diversity in order to achieve satisfactory business results.

Another aspect of diversity management is the area of leadership. The management styles adopted by companies are of paramount importance. The prevailing culture and value systems owe their cohesion to the common roots and the reinforcements that the hierarchy exerts. Through leadership choices aimed at energizing, at influencing people positively, at promoting self-determination, it is possible to activate forms of empowerment and collaborative relationships and avoid conflict.

The businesses which choose to apply good *diversity* practices recognise the importance of their companies' image and reputation, and to promote these, often sponsor a vast range of activities and initiatives aimed at giving their firms greater visibility and making the public aware of the values and principles they intend to foster (Giuffredi, 2004).

Besides, while trying to increase recognition of their commitment to the diversity issue outside of the company, they further a virtuous image of the firm as promoter of multiculturalism, thus frequently providing society at large with models of coexistence and inclusion to emulate.

Once the conditions and potential areas for development have been examined, it is necessary to focus

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on implementation processes capable of making organisations diversity-oriented.

The first and indispensable condition is the development of a company mind set capable of consciously promoting the diversity of each human resource within the firm. «Once a company's focus has become recognition of meaningful differences within the firm and its environment, the next question is how to manage the *diversity* process. Sensitivity towards difference is the necessary condition, but this alone does not suffice to make positive things happen» (European Commission, 2007).

If one were to devise a way to make the implementation of *diversity management* feasible, one would need to adopt an approach capable of outlining a series of progressive steps leading to the definition of diversity as a resource.

The first phase would involve in-depth analysis of a firm's situation, with particular emphasis on the valuation of its human resources' and *stakeholders*' peculiar characteristics. During this initial *step* it would be absolutely necessary to identify the organisational peculiarities requiring a *diversity* policy. The organisation might already have a vast international network of contacts or might be about to create one, or it might be involved in *joint ventures* with firms belonging to a variety of cultural backgrounds, or it might discover that its staff is extremely homogeneous as far as gender and age are concerned: it is this preliminary examination of work-place phenomena which can lead to making choices and defining strategies to be adopted when outlining *diversity management* policies.

As this scenario is so complex, even to the extent of questioning the cultural bases of the organisation itself, the second phase requires the creation of conditions such as to generate operative and cooperative commitment within the top-management echelon, which must assume responsibility, at symbolic level too, for *diversity* change and initiative. To this end, the *top management* needs to set up a dedicated *team* (committee for the coordination of diversity), composed of people from different *backgrounds*, with the task of formulating a project to favour the development of a mind set positively orientated towards diversity and confrontation.

Once one's milieu has been defined, it is possible to identify its critical areas more accurately through a diagnosis of a number of specific organisational features. This phase may be fully implemented by applying traditional social research tools from the administration of questionnaires to *focus groups* to training workshops. These allow one to grasp both perceptions of diversity by the staff and their attitudes towards the issue of diversity, and how "inclusive" work procedures and structure appear to be.

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The results of action research makes it possible to establish goals and formulate the company's vision and mission as far as the implementation of Diversity management is concerned. The goals must include the participation of all the organisation's divisions and sectors, so that each single human resource may be actively involved in the construction of the company's diversity-oriented culture and perceive its strategic choices as "shared". The implementation of the project may require the setting up of a diversity team in each of the firm's units, the promotion of broad-scale events capable of informing the staff about diversity management, about changes in performance assessment tools, in order to foster a diversity mind set; changes in human resources tools favour the recruitment and maintenance of personnel with diversity traits.

During the implementation process, the coordinating committee has a fundamental role to play, ranging from supervision, direction and backing of each phase, to monitoring the results from both a quantitative and qualitative point of view.

All this enables us to outline seven stages leading to company awareness of diversity (European Commission, 2007):

- 1. the development and maintenance of a strong and diverse company mind set requires a strong and clearly formulated strategy accompanied by an equally strong and lucid outlook, which include diversity as an essential component of the organisation's policy;
- 2. the positive management of diversity, which requires that a company have a particularly transparent performance assessment system, developed methodically following consultations with many of the company's *stakeholders*;
- 3. performance assessment systems which must disregard ethnic background, gender, social status, religious denomination, etc. This is extremely difficult to achieve, seeing that most people are unaware of their perceptive filters;
- 4. due consideration of diversity clusters existing within a company's departments, sectors and structures aimed at valuing the skills, talents, histories, personal characteristics of its human resources. Extensive, in-depth knowledge in these areas can facilitate the creation of innovative teams and generate new ideas;
- 5. diversity comparison and contrast should be favoured and sanctions imposed whenever staff assessment is perceived as failing to focus on performance alone and leads to suspicions of discrimination or under-appraisal on the grounds of personal characteristics;
- 6. the development of innovative recruitment and selection systems;

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7. the transformation of managers into *diversity-oriented* models, capable of valuing organisational and production diversity processes such as to improve the atmosphere and promote the wellbeing of the organisation and of those who work in it.

Diversity management experimentation in Italy

Despite the existence of a broad range of strong, meaningful and concrete motivational factors, diversity management and, therefore, approaches to human resources taking the needs of single individuals into consideration, is still an experimental practice on the present-day Italian business scene.

The more innovative projects have been conducted by a group of multinational business concerns of considerable importance on the global market and operating in Italy. To this regard one must recall the experiences of large companies (Cocozza, 2010b) like Kodak Corporate which has promoted an e-learning programme on diversity in general and on the prevention of harassment and mobbing in particular, open to all its staff; like the Shell Group which has set up a series of initiatives on the theme of "diversity & inclusiveness"; like the Deutsche Bank which has created an "Intercultural diversity program: concrete support in favour of the inclusion of the estranged", tailored towards the needs of human resources who come to Italy from the various other countries where the Deutsche Bank Group has branches. Other experiences are those of the Hp company which underlines the vital, unique importance of Information Technology as an instrument capable of facilitating the inclusion of disabled people within the working world (the "Disability mentorship day" project is indicative of the company's widespread commitment in favour of valuing processes focused on differences caused by disability); the Accenture company which has fostered a programme called "Great place to work for women", aimed at promoting and valuing the female approach to work and "the gender difference" in terms of culture, skill, leadership styles, all seen as resources capable of becoming veritable assets for single individuals and organisations. Not only. Even the world of IT has taken an interest in diversity management experimentation; in this sense Microsoft has promoted a project called "futuro@femminile", carried out under the auspices of the Italian Ministry for Equal Opportunities (Ministero delle pari opportunità) aimed at informing the female population of job opportunities requiring the use of information technology, at promoting the enrolment of girls in the technological faculties with a view to improving their future chances of employment within the field

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of ICT; in the motor car sector the Ford company has introduced the "Diversity equality assessment review" (DEAR), a systematic monitoring procedure designed to guarantee the continual development and implementation of means favouring inclusion and respect in the work place for all.

To this regard the Project implemented by the banking institution Carire-Cassa di Risparmio di Reggio Emilia deserves a special mention; this project is part of a vaster one in favour of the valuation of female workers. The object of the project was that of creating «an innovative maternity management system » aimed at considering maternity from an "in-progress" point of view by paying attention to the event in terms of "before", "during" and "after" management.

The communications ambit proved to be a decisive aspect of the process, because, thanks to *face to face* relations, the company sought to invest continually in the resource (maternity) keeping motivation high and planning easy, mother-friendly, non-penalising returns to work.

Another important enterprise, the banking institution Unicredit (UPA- Unicredit Produzioni Accentrate Spa) carried out a number of programmed interventions aimed, transversally, at its entire staff: an annual survey to test the atmosphere within the company; action within the ambit of social policies (blood donation; distance adoption of children); the construction of a company kindergarten; the institution of a workers' "Listening Committee" to record their needs and expectations.

At experimental planning and innovative level, a research project was carried out during 2008, centring on the management of diversity in work places, in collaboration with the Association of New Jobs (Associazione Nuovi Lavori) co-funded by the Italian Labour Ministry (Ministero del Lavoro) and by The Ministry for Health and welfare (della Salute e della Previdenza) iso f conisderable interest (Cocozza, 2010b).

This Project placed the emphasis on two specific phenomena which generate diversity within firms, namely, female gender and disability.

The project investigated a number of companies operating in different productive fields with a view to discovering how *diversity* issues were treated by them, and then proposed innovative human resource and organisational management processes for them to adopt and defined as *best-practices* (Schulz, 1961; Thomas, 1996; Thomas, 1999a; 199b).

As to the sectors chosen for the survey, those involved in the provision of Local Public Services were preferred. These agencies were chosen from the "industrial" (water, gas, electricity, public transport, food hygiene) as well as from the social and care services sectors (health care, pharmacies, culture, public housing) and accurately selected during the project's preliminary planning phase on the basis

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of size, territorial location and on the basis of data from analyses of staff makeup (gender ratio, presence of disabled workers, tasks entrusted to the various categories of workers).

The three companies examined were Almaviva, operating within the *business process outsourcing* and customer relationship management solutions and services field in the city of Naples; Trambus, operating within the public transport sector in Rome city and, finally, Trenitalia, Italy's most important passenger and goods transport company.

The aims of the project were to take part in employment organisation within complex and dynamic work environments, to identify the critical issues women and disabled persons were obliged to face, to analyse information and awareness opportunities available to the firm's entire working population, and to promote a diversity mind set and new collaborative "organisational cohabitation" attitudes of an on-going nature within the firms in question.

The female workers often revealed a clear sense of discomfort due to the male population's lack of consideration towards women's family commitments – a question most women workers felt keenly-even when satisfaction of these commitments compromised neither productivity nor professional trustworthiness in any way (Cocozza, Cimaglia, 2011). The critical issues which most concern female workers are associated with the need to conciliate life time and work time, childcare management and the psychological stress it can generate.

In reality, the achievement of a similar *work life balance* is an ambition, a "new horizon" to be reached and has been defined such in the conclusions section of the Kok Report on the Lisbon Strategy (Cocozza, 2006) which indicates in virtuous, illuminated administrations and in ethically orientated and socially responsible companies, models of the strategic goals to be reached (Carroll, 1991).

For a correct policy of *work life balance*, public administration in general, central and local government in particular, should undertake a series of actions aimed at solving three different problems (Cocozza, 2010a).

The first concerns the impact of bureaucracy on PA administration which is in urgent need of procedural simplification, of the downsizing of the procedures themselves, of autonomy and delegation; the second regards social and welfare policies, which should aim at creating conditions of personal empowerment and self-determination such as to improve the qualitative level and the customisation of all the social services including education, kindergartens, health-care services, care of the elderly, of the disabled, of those unable to look after themselves as well as of those living on

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the margins of society, by adapting the services to suit family-life organisation. Finally, concrete action should be taken to influence the urban transport policies and choices affecting sustainable and eco-compatible development by reducing travel time and thus helping to favour a more serene approach to work.

At company level, on the contrary, work life balance in conjunction with diversity management policies may prove to be the concrete choice to make in order to meet two fundamental demands: a greater degree of psychological, physical and social wellbeing among workers such as to reduce occasions of stress and allow for more effective (individual and collective) resolution of conflicts structurally present in work places and governance of organisational and decisional systems; the creation of a collaborative and motivated organisational and relational climate favouring the valuing of people in such a way as to encourage human resources to adopt virtuous attitudes in harmony with the objectives and strategies of the company /institution.

This attitude can favour the creation of the organisational, relational and social conditions required to foster greater degrees of conciliation between *working* and private time and, thus, promote policies aimed at increasing company efficacy and efficiency standards while, simultaneously, improving standard and customised services/products and global performance levels.

These considerations offer us two points to ponder and permit us to assert the fact that *diversity* management represents an active and informed way of designing far-reaching managerial styles, of changing the mind sets of organisations and favouring the spread of the strategic value of acceptance and valuation of difference. This policy aims at favouring to the utmost individual potential as a strategic lever capable of reaching company goals, providing both enterprises and *stakeholders* with additional assets (Bruono, 1990).

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