

KNOWLEDGE MANAGEMENT IN TIMES OF CHANGE: TACIT AND EXPLICIT

KNOWLEDGE TRANSFERS

Heather Leigh Hall, M.L.I.S., PMP

Dissertation Prepared for the Degree of

DOCTOR OF PHILOSOPHY

UNIVERSITY OF NORTH TEXAS

December 2005

APPROVED:

Samantha Hastings, Chair and Major
Professor

Brian O'Connor, Committee Member and
Program Coordinator

Linda Schamber, Committee Member

Greg Jones, Committee Member

Herman L. Totten, Dean of the School of
Library and Information Sciences

Sandra L. Terrell, Dean of the Robert B.
Toulouse School of Graduate Studies

Hall, Heather Leigh. *Knowledge management in times of change: Tacit and explicit knowledge transfers*. Doctor of Philosophy (Information Science), December 2005, 336 pp., 19 tables, 43 figures, references, 93 titles.

This study proposed a look at the importance and challenges of knowledge management in times of great change. In order to understand the information phenomena of interest, impacts on knowledge workers and knowledge documents in times of great organizational change, the study is positioned in a major consolidation of state agencies in Texas. It pays special attention to how the changes were perceived by the knowledge workers by interviewing those that were impacted by the changes resulting from the reorganization. The overall goal is to assess knowledge management in times of great organizational change by analyzing the impact of consolidation on knowledge management in Texas's Health and Human Services agencies.

The overarching research question is what happened to the knowledge management structure during this time of great change? The first research question was what was the knowledge worker environment during the time of change? The second research question was what was the knowledge management environment of the agencies during the time of change? The last research question was did consolidation of the HHS agencies diminish the ability to transition from tacit to explicit knowledge?

Additionally, the study investigates how the bill that mandated the consolidation was covered in the local media as well as the actual budget and employee loss impact of the consolidation in order to better understand the impacts on knowledge workers and knowledge documents as a result of major organizational restructuring.

The findings have both theoretical and practical implications for information science, knowledge management and project management.

Copyright 2005
by
Heather Leigh Hall

ACKNOWLEDGEMENTS

Thanks to my dedicated committee who spent countless hours reviewing, advising, and guiding me in this process. Your wisdom and encouragement made this endeavor worthwhile.

A special thanks to my committee chair, Dr. Sam Hastings. From the very first day we met in our first class together, your faith in me never waivered. Your enthusiasm in teaching, learning and mentoring is invaluable to your students. I am honored to have had the opportunity to work with you for so many years.

I especially appreciate all of my friends and family who have supported me through the years.

I dedicate this work to my Mom. From a very young age, you always made a point to instill character values in me both in word and in deed. Among these values are dependability, responsibility, and determination which were all important on this journey. Your unending love, devotion and support helped me accomplish this goal and all the goals in my life. I thank you and love you very much!

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	iii
LIST OF TABLES	viii
LIST OF ILLUSTRATIONS.....	ix
Chapters	
1. INTRODUCTION	1
Introduction	1
Information and Knowledge	2
Tacit and Explicit Knowledge	3
Knowledge Management	3
Statement of the Problem	4
Purpose of the Study.....	6
Importance of the Study	7
Research Questions.....	8
Methods	9
Assumptions and Limitations	10
Overview of Results	11
Summary.....	13
2. LITERATURE REVIEW	14
Introduction	14
The Data Information Knowledge Wisdom Hierarchy.....	14
Knowledge Management and Information Science	17
Knowledge Management as a Practice.....	19
Knowledge Management in Times of Change	20
Tacit and Explicit Knowledge	21
Knowledge Workers and Knowledge Documents	22
Lost Knowledge.....	23
Knowledge Retention	25
Knowledge Management Tools and Techniques	26

	Knowledge Management in State Agencies.....	28
	Knowledge Projects	30
	Reorganization in the Public Sector	31
	Reorganization of Texas Health and Human Services.....	35
	HHS Agencies Before HB 2292	36
	Oversight and Accountability.....	38
	House Bill 2292 Opponents	38
	Communication is Key for Stakeholders in Times of Great Change	39
	Losing Employees Identified as a Risk of HB 2292 Implementation	40
	Summary.....	41
3.	RESEARCH DESIGN AND METHODOLOGY	42
	Introduction	42
	Researcher Background	43
	Knowledge Worker Interviews.....	44
	Overview of Interview Method Process	44
	Method and Design	44
	Interview Method	47
	Advantages and Disadvantages of Interview Method	48
	Standardized Open-Ended Interviewing	49
	Advantages of Telephone Interviewing and In-Person Interviewing	49
	General Rules for Interviewing	51
	Pilot Group	54
	Interview Questions.....	55
	Target Respondents Interviews.....	61
	Coding Scheme.....	62
	Interview of Other Key Stakeholders	62
	Content Analysis	63
	Content Analysis of Newspaper Articles	64
	Theory and Rationale	64

	Conceptualization.....	65
	Variable Selections for Newspaper Content Analysis.....	66
	Operationalizations (Measures).....	73
	Coding Schemes	74
	Population	74
	Sampling	75
	Method and Design	76
	Methodological Issues.....	79
	Results of Newspaper Content Analysis	87
	Reliability Calculations of Newspaper Content Analysis...	87
	Reliability for Interview Response Coding	92
	Tools for Reliability Calculations.....	92
	FTE and Budget Data Collection.....	98
	Assumptions and Limitations	100
	Summary.....	102
4.	RESULTS	104
	Introduction	104
	Interviews with Knowledge Workers.....	105
	The Data.....	105
	Hypothesis Testing of Anticipated Results of Interview Analysis	106
	Content Analysis of Texas Newspapers.....	120
	Reliance on the Scientific Method	121
	Population Identification and Sample Selection.....	122
	The Data.....	124
	Eliminated Measure.....	126
	Hypothesis testing of Anticipated Results of Newspaper Content Analysis	127
	FTE and Budget Data Collection.....	142
	Budget.....	142
	FTEs.....	148
	Overview of the Findings.....	153
	Summary.....	155

5.	CONCLUSIONS	157
	Introduction	157
	Overview of the Research Questions and Findings	157
	Limitations	161
	Implications	162
	Theoretical Implications.....	162
	Practical Implications.....	163
	Directions for Future Research	166
	Summary.....	167
Appendices		
A.	RESEARCHER BACKGROUND	169
B.	CREATION OF THE NEW HHS AGENCIES AS REQUIRED UNDER HB 2292.....	171
C.	DETAILS OF PASSAGE OF HB 2292.....	180
D.	CODEBOOK FOR NEWSPAPERS RELATED TO HB 2292	187
E.	CODE FORM FOR NEWSPAPERS RELATED TO HB 2292.....	194
F.	POPULATION OF TEXAS NEWSPAPER ARTICLES.....	197
G.	CONSENT FORM.....	248
H.	EMAIL FOR PARTICIPANT SOLICITATION	253
I.	CODEBOOK FOR INTERVIEWS RELATED TO HB 2292.....	256
J.	CODE FORM FOR INTERVIEWS RELATED TO HB 2292.....	264
K.	CODING DATA NEWSPAPERS.....	268
L.	CODING DATA INTERVIEWS.....	274
M.	INTERVIEWEE RESPONSES.....	277
	REFERENCES.....	318

LIST OF TABLES

	Page
1. Tools and Technologies Supporting Knowledge Management.....	28
2. Percentage Agreement for 12 Categories	88
3. Scott's Pi (π) for 12 Categories.....	90
4. Cohen's Kappa (κ) for 12 Categories	91
5. Percentage Agreement – Coder 1 and Coder 2 for All Articles	94
6. Interviewee Breakdown by Legacy Agency and New Agency	105
7. Interviewee Representation from Legacy Agency and New Agency	106
8. HB 2292 Newspaper Article Population and Sample Counts	122
9. Frequency of Responses for Newspaper Coder 1	126
10. Frequency of Responses for Newspaper Coder 2.....	127
11. Combined Average Frequencies – Newspaper Coder 1 and Coder 2.....	128
12. Combined Average Frequencies with Advantage and Disadvantage Dispersed – Newspaper Coder 1 and Coder 2.....	130
13. Budget Percentage by Biennia 2000-2001 to 2006-2007	142
14. Budget and Percent for Article 02 - Health & Human Services by Biennia	143
15. Budget for Article 02 - Health & Human Services Percent Change vs. Statewide Total Percent Change from Previous Year	143
16. FTE Counts by Agency for Fiscal Year 2002.....	149
17. FTE Counts by Agency for Fiscal Year 2003.....	150
18. FTE Counts by Agency for Fiscal Year 2004.....	151
19. FTE Counts by Agency for Fiscal Year 2005.....	152

LIST OF FIGURES

	Page
1. Overview of House Bill 2292 Consolidations	37
2. PRAM: Program for Reliability Assessment with Multiple Coders Input Interface	94
3. Percentage Agreement PA ₀ – Coder 1 and Coder 2 for all articles	97
4. Texas State Auditor’s Office Full Time Equivalent (FTE) Employee System....	99
5. Legislative Budget Board’s Texas Budget Source System.....	100
6. Combined Average Frequencies: Question 1	107
7. Combined Average Frequencies: Question 2.....	108
8. Combined Average Frequencies: Question 3.....	108
9. Combined Average Frequencies: Question 4.....	109
10. Combined Average Frequencies: Question 5.....	110
11. Combined Average Frequencies: Question 6.....	111
12. Combined Average Frequencies: Question 7.....	111
13. Combined Average Frequencies: Question 11	112
14. Combined Average Frequencies: Question 8.....	113
15. Combined Average Frequencies: Question 9.....	113
16. Combined Average Frequencies: Question 10.....	114
17. Combined Average Frequencies: Question 12.....	115
18. Combined Average Frequencies: Question 13.....	116
19. Combined Average Frequencies: Question 14.....	116
20. Combined Average Frequencies: Question 15.....	117
21. Combined Average Frequencies: Question 16.....	118
22. Combined Average Frequencies: Question 17.....	119

23.	Combined Average Frequencies: Question 18.....	119
24.	Combined Average Frequencies: Cost Savings	130
25.	Combined Average Frequencies: Medicaid.....	131
26.	Combined Average Frequencies: Nursing Home	132
27.	Combined Average Frequencies: Food Stamp.....	133
28.	Combined Average Frequencies: TANF	133
29.	Combined Average Frequencies: CHIP.....	134
30.	Combined Average Frequencies: Mental Health and Mental Retardation	135
31.	Combined Average Frequencies: Consolidation/Reorganization.....	136
32.	Combined Average Frequencies: Reduction in State Jobs	136
33.	Combined Average Frequencies: Changes in the Ways to Request Benefits	137
34.	Combined Average Frequencies: Privatization of Social Services	138
35.	Combined Average Frequencies: Increased Lawmaking Power at HHSC	138
36.	Advantages Presented in Newspaper Articles.....	139
37.	Disadvantages Presented in Newspaper Articles.....	140
38.	Categories Not Presented in Newspaper Articles.....	141
39.	Budget 2000 - 2001 Biennium-76th Regular Session, Fiscal Size-up, Version 1	144
40.	Budget 2002 - 2003 Biennium-77th Regular Session, Fiscal Size-up, Version 1	145
41.	Budget 2004 - 2005 Biennium-78th Regular Session, Fiscal Size-up, Version 1	146
42.	Budget 2006 - 2007 Biennium-79th Regular Session, Budget Data as Introduced	147
43.	Yearly Average FTE Counts for HHS Agencies by Fiscal Year	153

CHAPTER 1

INTRODUCTION

Introduction

This study proposes a look at the importance and challenges of knowledge management in times of great change. In order to understand the information phenomena of interest, impacts on knowledge workers and knowledge documents in times of great organizational change, the study is positioned in a major consolidation of state agencies in Texas. It pays special attention to how the changes were perceived by the knowledge workers by interviewing those that were impacted by the changes resulting from the reorganization. Additionally, the study investigates how the bill that mandated the consolidation was covered in the local media as well as the actual budget and employee loss impact of the consolidation in order to better understand the impacts on knowledge workers and knowledge documents as a result of major organizational restructuring. The overall goal is to assess knowledge management in times of great organizational change by analyzing the impact of consolidation on knowledge management in Texas's Health and Human Services agencies.

In September 2004, Texas implemented House Bill 2292 (HB 2292) which mandated unparalleled consolidation of the Health and Human Services (HHS) agencies as mandated by the 78th Legislature. The author of HB 2292, Representative Arlene Wohlgemuth, called the legislation "historic", asserting "it is the largest government reform not only in the state of Texas, but according to Health and Human Services in Washington, D. C., it is the largest that they know of that has ever occurred" (Cooley, 2003, October 24). This research uses HB 2292 as a backdrop representing

tremendous organizational change and is not intended to be a commentary on the legislation itself. By studying the effects on knowledge workers and knowledge documents of an unprecedented consolidation effort, this study hopes gain insight on knowledge management in times of great change. This research aims to understand how the transition was covered in the local newspapers as a way of demonstrating amount of change and amount of stress for the knowledge workers. It also seeks to uncover if budget and jobs were actually lost as a result of the implementation of HB 2292 as a way of assessing the knowledge impact.

Information and Knowledge

There are several sets of definitions of information and knowledge. In O'Connor's (1996) work on indexing and abstracting, he states that 'consensus is lacking on concise definitions for many of the terms fundamental to discussions of indexing and abstracting' (p 6). Among this list are concepts important to this study— data, information, knowledge and wisdom. O'Connor explains that "differing camps within disciplines ranging from philosophy to artificial intelligence are still puzzling and arguing over the mechanisms of knowing, understanding, and reasoning" (p 6). Although it is "not possible to give simple, unambiguous, widely accepted explanations" of these terms (O'Connor, 1996, p. 8), we can agree on working definitions within a research context. This research will use the following definitions of information and knowledge:

- Information—"the reduction and synthesis of data for use in reasoning"
- Knowledge—"the set of ideas and adaptations that is working at the time" (O'Connor, 1996, p. 8).

Tacit and Explicit Knowledge

Two key concepts in knowledge management are tacit knowledge and explicit knowledge. Tacit knowledge, is referred to as “what people carry around with them, what they observe and learn from experience, and what is internalized and, therefore, not readily available for transfer to another” (Muralidhar, 2000, p. 222). Explicit knowledge is “that which has been formalized in our heads, or documented in books and papers” and, therefore, it is easily transferable (Muralidhar, 2000, p. 223).

Tacit and explicit knowledge are interrelated and transition from one to the other via four processes as defined by Nonaka & Takeuchi (1995) as

1. Socialization – tacit to tacit
2. Externalization – tacit to explicit
3. Combination – explicit to explicit
4. Internalization explicit to tacit

This research is interested if the climate of organizational change made it more difficult to carry out some of these processes.

Knowledge Management

While knowledge management is considered a practice it is based on the theoretical constructs found in information flow and this research focused on transfer of information between individuals, within organizations and between organizations. The following definition of Knowledge management from ASIST’s SIG-KM will serve as the framework for this research:

Knowledge management is concerned with all aspects of knowledge within all types of organizations, including knowledge creation, documentation, codification, sharing, and how these activities promote innovation, learning,

effectiveness, and profitability. As an activity Knowledge management encompasses techniques, technology, and organizational change. Knowledge management is increasingly becoming a concern for local, state, and national governments, and international organizations seeking to support economic and social welfare in the Information Age (ASIST, 2003).

Rather than focusing on creating knowledge for innovation, knowledge creation in state agencies is often a tool to avoid or reduce costs by promoting knowledge sharing of processes and the reuse of knowledge. Additionally, governmental knowledge management is utilized to increase client/customer response by reducing uncertainty and clarifying complex processes.

Blair (2002) states “Knowledge Management must in large part be concerned with establishing, maintaining, and facilitating communication between both experts and novices (experts to experts, experts to novices, and novices to novices)” (p. 1022). He goes on to point out that “knowledge management, it seems, has two parts: first, there is the management of supporting information and data, and second, there is the management of a particular expertise, that is, the management of individuals with specific abilities” (p. 1021). O’Connor also suggests “the possibility that knowledge may change—may have to change—as environments change” (1996, p. 8). These concepts are at the heart of this study.

Statement of the Problem

Prior to implementation of HB 2292, 12 separate agencies existed to provide health and human services to the citizens of Texas. Although these agencies had approximately a year to plan the transition, HB 2292 caused tremendous change within all HHS agencies. From letterhead to computer systems, from program relocation to

staff co-location, everything had to be reviewed and almost everything was impacted by the reorganization.

Limited communication regarding the transition coupled with hundreds of newspaper articles about HB 2292 and its impact on state employees possibly contributed staff uncertainty during the months leading up to and following its implementation. It was clear from the beginning that the 12 HHS agencies would merge into five. However, for agency staff the knowledge of which new agency they would be assigned, when the moves would take place, which field offices would close, what jobs would be outsourced, and how many staff would be laid off was not clear until later in the project and continue to unfold today.

Key topics related to the consolidation such as cost savings, impacts to client services, loss of state jobs, changes in the way clients apply for services and privatization of state government work were uncovered early and addressed often by advocate groups and the media alike. These topics demonstrated the importance of the consolidation effort but the coverage also may have contributed to the uncertainty within the agencies during the transition period.

HHSC, the umbrella HHS agency responsible for oversight of all HHS agencies, expressed concern regarding state employee job losses. Stephanie Goodman, spokesperson for HHSC, and Gregg Phillips, a now-former deputy executive commissioner conveyed the concern and stated that HHSC would help with the transition by offering severance packages, help finding new jobs, job fairs, and transfer offers (Feathers & Achilles, 2004; Selby, 2004). Rural areas were the most concerned because they would be hit the hardest with cuts. According to John Lane, “in some

rural areas these eligibility office jobs are among the few with health insurance and pension benefits” (2003).

Across the state, local reporters brought the layoff numbers home—13 in Cuero (Rea, 2004), 59 in Nacogdoches County (Taravella, 2004), 200 in Lubbock County (Reynolds, 2004), 640 in El Paso (Valdez, 2003), more than 1,500 in all of South Texas (Selby, 2004). Throughout the legislative process and implementation of the bill, the number of estimated job cuts varied. On the lower end, the Legislative Budget Board (LBB) estimated 200 jobs layoffs in two years (Susswein & Harmon, 2003). Some reporters projected the cuts to be far higher—6,000 (Pierson, 2004); 7,500 (Lane, 2004); even as high as 10,000 (Ortiz, 2004). Again, this uncertainty influenced the knowledge workers.

The problem studied here is the impact of change on knowledge workers and knowledge artifacts. What were the consequences of the change on the people and their tacit and explicit organizational knowledge? Without timely communication on the direction of the transition, state employees were left to wonder if their jobs were safe. Many opted to leave state service, taking their institutional knowledge about clients, programs, processes, laws, rules, regulations, etc. with them. This research attempted to discern what happened to the people and their personal corporate knowledge during this time of transition.

Purpose of the Study

The Texas Conservative Coalition described HB 2292 as “the most comprehensive reorganization of health and human services agencies and service

delivery and the most sweeping legislation of its kind in the nation” (Texas Conservative, 2003). This research is interested in what happened to the institutional knowledge of the HHS knowledge workers during this time of transition. What methods were employed during the planning and implementation phases of HB 2292 to retain this knowledge and/or to capture it before it left the legacy or new agencies? Did the consolidation make it harder to get to knowledge workers and knowledge documents? The overarching goal of this study is to recognize the effects of such a large reorganization on knowledge management by understanding the impacts on both knowledge workers and knowledge documents. Structured interviews were conducted to uncover impacts to knowledge management during this time of change and to determine indicators of potential challenges with other large state agency consolidations.

Importance of the Study

If HB 2292 is judged as successful, it could be a model for other states looking to consolidate agencies or functions. The findings from this study will provide a snapshot of knowledge management activities among the Texas HHS agencies pre- and post-HB 2292 implementation. By asking the employees engrossed in knowledge transfer activities, I can better understand the knowledge environment before, during and after the transition.

The findings will themselves become a knowledge management tool and will add to existing knowledge providing insight with respect to knowledge management in state government. This will enable other states to apply similar techniques to fit their needs.

However, this study is unique in its nature in that it is not just the jobs lost or dollars saved that are studied. Rather, I took an exploratory look at how such a large consolidation effort impacted the knowledge environment.

Research Questions

The primary research question is what happened to the knowledge management structure during this time of great change? In order to answer that larger question, I broke the question up into three smaller research questions categories and sub-questions.

The first research question was what was the knowledge worker environment during the time of change? In order to establish the knowledge management makeup of the agencies, I asked the following interview questions:

- Were employees viewed as knowledge workers?
- Did those knowledge workers use knowledge documents?
- Did those knowledge workers transfer to new agencies as part of the consolidation effort?
- What role did knowledge workers play in the consolidation effort?
- Did the agency have a chief knowledge officer or equivalent and where did knowledge management report in the organizational structure?

The second research question was what was the knowledge management environment of the agencies during the time of change? In order to establish the knowledge management makeup of the agencies, I asked the following interview questions:

- Was there really a climate of change? The interviews of knowledge workers along with the content analysis of the newspaper articles helped answer if there was a climate of change.

- Were positions lost and was budget lost as a result of the consolidation? Reports available on the websites of the State Auditor's Office and the Legislative Budget Board answered these questions.
- Did the agencies attempt to maintain morale and ensure critical knowledge was not lost?

The last research question was did consolidation of the HHS agencies diminish the ability to transition from tacit to explicit knowledge? In order to establish this, I asked the following interview questions:

- What efforts were undertaken to retain and share employee knowledge (for those that transferred to a sister agency or left the agency and/or the enterprise)?
- For staff that transferred to a new agency, did their legacy knowledge documents transfer with them?
- Were the knowledge documents archived prior to consolidation?
- How are those documents now accessed?
- Did knowledge workers have to rely on Subject Matter Experts even if they transferred to another agency?
- Did the interviewees believe knowledge was lost during the transition?

Methods

This research consisted of interviews with knowledge workers in both the both the legacy agencies and new agencies HHS agencies to ask a series of open-ended questions regarding knowledge management formed from the HB 2292 consolidation effort. The responses elicited will reveal the knowledge landscape.

Agency demographic information related to budget and FTE counts was collected via public state and federal reports produced by the agencies. This data was a way of determining if jobs and budget were actually lost during the HB 2292 transition

period. This is one way to assess the impact of the change. These questions were initially on the interview question list; however, it was discovered that answers to some of those questions could be obtained from less intrusive methods utilizing public state records.

Additionally, this research utilized both qualitative and quantitative aspects of content analysis to code 100 Texas newspaper articles to uncover trends in published artifacts related to coverage of HB 2292. Based on the writing of advocate groups such as Center for Public Policy Priorities, this portion of the research attempted to identify the extent to which certain pre-defined topics were covered in the Texas newspaper media between January 1, 2003 and July 4, 2005. This was one way of demonstrating amount of change and amount of stress for the knowledge workers. This information also helped develop the interview questionnaire.

My interest in pursuing this research lies in the fact that I am currently employed by one of the five new agencies formed under HB 2292 and prior to the consolidation, I was employed by one of the legacy agencies. Additional information about my background can be found in Appendix A.

Assumptions and Limitations

As with any research, the design was influenced by a number of assumptions and limitations. The results and conclusions were limited by several factors which are discussed in Chapter 3. However, one is worth mentioning at the outset of this research. It should be recognized that the scope of this research is limited to the HHS agencies in Texas and it will not fully represent the intricate knowledge sharing among

all state agencies in the public sector. With thousands of federal, state and local agencies nationwide, the goal is that this research may serve as a model for future research of other state agencies and their relationships with regard to knowledge management in times of change.

Overview of the Results

With respect to the overall research question regarding what happened to the knowledge management structure during this time of change, one could say that it was greatly disrupted as evidenced by results related to some of the sub-questions. The knowledge workers tended to take both the knowledge in their heads (tacit) and their knowledge documents (explicit) with them and so the key finding was that in times of great change, such as the HB 2292 implementation, in order to follow the knowledge, one must follow the person.

Regarding the knowledge environment, I found that employees were viewed as knowledge workers and those knowledge workers used knowledge documents. The knowledge workers did transfer around to other agencies as a part of the consolidation effort and they played a central role in the consolidation effort. Additionally, there was neither a formalized organizational knowledge management structure in place at the agencies nor an executive level chief knowledge officer (or equivalent) responsible for managing the institutional knowledge.

With respect to the knowledge management reaction to the change, I determined that, indeed, there really was a climate of change. The interviews of knowledge workers and the content analysis of the newspaper articles helped reveal the extent of change

caused by the reorganization. The newspaper content analysis revealed that discussions on the drawbacks to loss of state jobs permeated the HB 2292 media coverage and this topic was second only to anticipated cost savings. Cost savings, consolidation/reorganization, state jobs/layoffs and ways to request benefits were presented as disadvantages in more than half of the articles which is important as each of these contributed to employees' ambiguity in a time of extraordinary transition. I also looked to the State Auditor's Office and the Legislative Budget board to answer how many positions actually disappeared and how much budget was lost as a result of the consolidation and found that while budget actually increased, full-time employee equivalent head-counts decreased. The interviews also revealed that although the agencies attempted to maintain morale and ensure critical knowledge was not lost they were not completely successful on either front.

Third, I wanted to understand if the consolidation made it harder to transition from tacit to explicit knowledge. There were attempts by the agencies to retain and share employee knowledge (for those that transferred to a sister agency or left the agency and/or the enterprise) but most felt far more could have been done. Additionally, there were attempts to archive knowledge documents prior to consolidation and that the users of those documents are responsible for retrieving those archives. However, for staff that transferred to a new agency, I found that they often took their knowledge documents with them to their new job whether or not they would be doing the same functions in the new job. I also found that people still rely, even today, on the legacy subject matter experts to answer questions, even if those employees transferred

to another position or agency. Finally, most felt that at least some knowledge was lost during the transition.

Summary

This chapter discussed the study and explained that it will use the HHS agencies during the HB 2292 implementation as the setting to investigate the impacts on knowledge workers and knowledge documents during a large organizational restructuring. The research question and sub-questions are revealed as well as a high-level discussion of the methods that were employed. The study utilized open-ended questions to interview knowledge workers at the agencies and supplemented those with content analysis of local media and access to governmental budget and head-count data to get a better picture of the impact of the change.

The chapter provided contextual definitions of key concepts for this study including information, knowledge, and knowledge management. I also provided a brief explanation regarding the reason for the research interest as well as the relationship to the HB 2292 implementation. The chapter stated the problem, discussed the purpose of the study and explained the importance of the research. It also touched on assumptions and limitations as well as provided an overview of the results.

CHAPTER 2

LITERATURE REVIEW

Introduction

This chapter holds the summary of the relevant literature to this problem. In order to examine what happened to the knowledge management during this time of great change and to determine if the organizational transition diminished the ability to transition from tacit to explicit knowledge, the first step was to review the following relevant literature in the following areas:

- The data information knowledge wisdom hierarchy
- Information science and knowledge management
- Knowledge management as a practice
- Knowledge management in times of change
- Tacit and elicited knowledge
- Knowledge workers and knowledge documents
- Lost knowledge
- Knowledge retention
- Tools for knowledge management
- Knowledge projects
- Knowledge management in state agencies
- Reorganization in the public sector
- House Bill 2292

The Data Information Knowledge Wisdom Hierarchy

By their very definitions, it is difficult to separate information from knowledge, and, by extension, it is difficult to separate knowledge management from information

science. Because the data information knowledge wisdom hierarchy has a place in both the information science and the knowledge management literature and its components are critical to this research, it is worth taking a look at it here.

Organizations, both private and public, struggle with the moving from one level of the data information knowledge wisdom hierarchy to another. They spend billions each year on staff, databases, storage devices, systems, search engines, training, outsourcing, etc. to ensure that information and/or knowledge can be stored, linked and retrieved effectively and efficiently. U.S. Vice President Al Gore mentioned transitioning from one level to another in his 1998 speech on “The Digital Earth” by stating in a world where information is georeferenced, “the hard part of taking advantage of this flood of geospatial information will be making sense of it - turning raw data into understandable information” (Gore, 1998). In both information science and knowledge management, awareness of these levels and their distinct relationship gives us an understanding of the hierarchy as tools and techniques are developed and applied.

“Data, information, knowledge, and wisdom are generally taken to be related in some sort of hierarchical way, each one being more refined, advanced, or rare” (O’Connor, 1996, p. 7). The data information knowledge wisdom hierarchy appears in both the information science and knowledge management theory. The concept of the data information knowledge wisdom hierarchy has a place in both sets of literature under differing names such as “knowledge hierarchy”, “information hierarchy” and “knowledge pyramid” (Sharma, 2005). However, these two sets of literature have evolved separately and thus one must look at both as it relates to information science and knowledge management.

In information science, people have been thinking and writing about the relationships among data, information, knowledge and wisdom for decades (Shannon, 1948; Shannon & Weaver, 1949; Cleveland, 1982; Hayes, 1993; O'Connor, 1996). In his 1982 article "Information As a Resource", Cleveland looks at the characteristics of information and examines information as a new type of resource along with the implications of this different type of resource. Citing the following two lines from T.S. Eliot's poem "The Rock" as a starting point, Cleveland looks at Information Knowledge Wisdom hierarchy which he refers to as T.S. Eliot Hierarchy: "Where is the wisdom we have lost in knowledge? Where is the knowledge we have lost in information? (Eliot, 1934)"

Cleveland (1982) describes information as "the ore, the sum total of all of the facts and ideas that are available to be known by somebody at a given moment at a given time" and knowledge as "the result of somebody applying the refiner's fire to the mass of facts and ideas, selecting and organizing what is useful to somebody" (p. 34). Lastly, wisdom is described as "integrated knowledge-information made super useful by creating theory rooted in disciplined knowledge but crossing disciplinary barriers to weave into an integrated whole something more than the sum of the parts" (Cleveland, 1982, p. 34).

In knowledge management, the roots of this hierarchy are traced back to three key sources. First, Zeleny (1987), created a data information knowledge wisdom hierarchy using interchangeable terms "know-nothing", "know-what", "know-how" and "know-why" respectively. Second, Cooley (1987) "builds the hierarchy during his discussion of tacit knowledge and common sense" (Sharma, 2005). Ackoff (1989) is

often credited as the originator of the data information knowledge wisdom hierarchy in knowledge management theory. Ackoff's model includes an additional level called "Understanding" between Knowledge and Wisdom (Sharma, 2005).

In building upon Ackoff's definitions within the hierarchy, Bellinger, Castro, and Mills (2004) define the levels as follows:

1. Data – "data is raw. It simply exists and has no significance beyond its existence (in and of itself)."
2. Information – "information is data that has been given meaning by way of relational connection."
3. Knowledge – "knowledge is the appropriate collection of information, such that it's intent is to be useful."
4. Understanding – "understanding is an interpolative and probabilistic process. It is cognitive and analytical. It is the process by which I can take knowledge and synthesize new knowledge from the previously held knowledge."
5. Wisdom – "wisdom is an extrapolative and non-deterministic, non-probabilistic process. It calls upon the previous levels of consciousness, and specifically upon special types of human programming (moral, ethical codes, etc.)" (Bellinger, Castro, & Mills, 2004, p. 1-2).

Knowledge Management and Information Science

Knowledge management is intertwined with information science as two prominent societies for these fields demonstrate. The American Society for Information Science and Technology (ASIST), the world's leading professional association for information professionals, has created a Special Interest Group devoted entirely to Knowledge management (SIG-KM). Another relatively new association, the Information & knowledge management Society (iKMS), is a non-profit organization designed to serve both information science and knowledge management professionals. The iKMS produces a leading refereed scholarly quarterly journal, *Journal of Information &*

Knowledge Management (JIKM), which contains “original research and case studies by academic, business and government contributors on all aspects of information management, knowledge management, tools, techniques and technologies, knowledge creation and sharing, best practices, policies and guidelines” including KM tools and technologies (Information, 2004). This study will assess the knowledge management tools and techniques employed at the HHS agencies before, during and after the implementation of HB 2292.

ASIST's Special Interest Group for [Information] Management (SIG-MGT) mission declares that it:

serves those who manage information in technical or generalist environments and those who seek to increase their effectiveness at one or more stages of the information process spectrum (creation to dissemination). It provides a forum for study and discussion of confluence and integration of information technologies; managing financial and human resources; economics of the unit and the enterprise; cost-benefit analysis applications to information activities; designing optimum training and professional development strategies for information professionals; and enhancing organizational and individual productivity through effective information management (ASIST, 2005).

These are all activities in which both information scientists and knowledge managers are interested. Wilson (2002), in discussing “search and replace marketing” and re-branding as it relates to the terms “information” and “knowledge,” finds that knowledge management and information management are not different at all. Wilson goes so far as to state that in “the review of journal papers, the review consultancy Web sites, and those of business schools, suggests that, in many cases, 'knowledge management' is simply being used as a synonym for 'information management'” (2002, p. 41).

Knowledge Management as a Practice

In practice, knowledge management can be a great tool for organizations to create, share, store, transfer, access and eliminate knowledge based on the needs of the organization. Organizations can benefit from the appointment of a chief knowledge officer (CKO) and a formalized knowledge structure. The CKO role is to:

- Advocate or 'evangelize' for knowledge and learning from it
- Design, implement, and oversee a firm's knowledge infrastructure, including its libraries, knowledge bases, human and computer knowledge networks, research centers, and knowledge-oriented organizational structure
- Manage relationships with external providers of information and knowledge
- Provide critical input to the process of knowledge creation and use
- Design and implement a firm's knowledge codification approaches
- Measure and manage the value of knowledge
- Manage the organization's professional knowledge managers
- Lead the development of knowledge strategy (Davenport & Prusak, 2000, p. 114-115).

Koenig & Srikantaiah (2004) outline three stages of knowledge management.

Stage I "was driven primarily by IT" and focused primarily on how to utilize the new technology of the Internet and intranets to increase knowledge coordination and knowledge sharing (p. 4). Koenig & Srikantaiah further describe this stage stating, "organizations, particularly the large international consulting organizations, realized that their stock in trade was information and knowledge" (2004, p. 4). These organizations found "that often the left hand, as it were, had no idea what the right hand knew; and if they could share that knowledge, they could avoid reinventing the wheel, underbid their competitors, and increase profits" (Koenig & Srikantaiah, 2004, p. 4). To take this stage one step further, "those large international consulting organizations also realized quickly that many of their customers shared exactly the same problems, and that their expertise

they were building for themselves could also be a product, that is, an expertise they could purvey to those customers” (Koenig & Srikantaiah, 2004, p. 4). This phenomenon was experienced in both the public and private sectors.

Stage II focused more on the human side of knowledge management including human factors, knowledge creation, knowledge sharing and communication. It included key literature by Senge (1990) on the learning organization and Nonaka (1995) “on tacit knowledge and how to discover and cultivate it” (Koenig & Srikantaiah, 2004, p. 4-5).

Senge (1990) defined learning organizations as:

organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together (1990, p. 3).

Stage III is concerned with “the awareness of the importance of content and, in particular, an awareness of the importance of retrievability and therefore the importance of the arrangement, description and structure of that content” (Koenig & Srikantaiah, 2004, p. 5). Stage III built upon the previous stages but with the focus shifting to content management, retrievability and taxonomies. Clearly, the information science literature and knowledge management literature are bound overlap in many areas.

Knowledge Management in Times of Change

Although there exists a large body of literature about knowledge management and change management, there is a derth of information regarding knowledge management specifical in times of change such as the HB 2292 organizational change. It is hoped that this dissertation can contribute to the knowledge management literature with regards to this area.

Tacit and Explicit Knowledge

Tacit knowledge, also known as implicit knowledge, is referred to as “what people carry around with them, what they observe and learn from experience, and what is internalized and, therefore, not readily available for transfer to another” (Muralidhar, 2000, p. 222). Blair (2002) defines two types of tacit knowledge: “that which has not been expressed but is potentially expressible, and that which is not expressible” (p. 1025). There are some types of tacit knowledge that are “only expressible by demonstration” (Blair, 2002, p. 1025).

Explicit knowledge is “that which has been formalized in our heads, or documented in books and papers” and, therefore, it is easily transferable (Muralidhar, 2000, p. 223). Nonaka & Takeuchi (1995) discuss how tacit and explicit knowledge interrelate to successfully create knowledge in an organization via four conversion processes:

1. Socialization – tacit to tacit
2. Externalization – tacit to explicit
3. Combination – explicit to explicit
4. Internalization explicit to tacit

These four knowledge conversion processes interrelate by moving from tacit to explicit knowledge as it progresses from socialization to internalization then back to socialization to form a spiral model of knowledge creation (Nonaka & Takeuchi, 1995). This research is interested if the climate of organizational change made it more difficult to carry out the external and combination processes.

Implicit knowledge is knowledge “hidden within procedures, management practices, or even in the corporate culture” (Muralidhar, 2000, p. 223). The primary goal of knowledge management is “maximizing the explicit knowledge by drawing the tacit and implicit knowledge and converting them into an explicit form so that it can be disseminated” (Muralidhar, 2000, p. 223). Like other entities, the knowledge in state agencies is tacit (personal knowledge), explicit (documented information), and implicit (that which is hidden within organizational documents, procedures, practices and culture).

Al-Hawamadeh & Hart (2002) foresee a future in which the “information professionals will become the most valuable assets for most enterprises” as “they are responsible for managing the creation, capture, synthesis, sharing, and application of the collective intelligence of the enterprise” (p. 6). Additionally, information professionals “will manage this process to ensure that business needs are served, develop high-level knowledge management strategies, and create a knowledge management infrastructure” (p. 6). They go on to explain that information professionals will need to be “knowledgeable of the business of their enterprise”, “knowledgeable and flexible in adapting applications of new technologies”, “analytical to guide the enterprise in implementing the right practices”, and adept in “social and communication skills” (Al-Hawamadeh & Hart, 2002, p. 6-7).

Knowledge Workers and Knowledge Documents

Peter Drucker is credited with coining the concept of the “knowledge worker” as far back as the mid- to late-1950’s. Drucker “understood that the passage of the GI bill

after World War II would lead to the emergence of ‘the educated person’ and “from the 1950s on he began to talk and write about the knowledge worker...and about the importance of the capital that is in our heads and how it is going to surpass physical capital in importance” (Maciariello, 2005). Beginning with *Landmarks of Tomorrow* in 1957, Drucker built upon this concept over the next decades with numerous books and articles. Knowledge workers generally were “the people who were being paid to think, to work with their brains instead of their hands” (KLM, 2005). Consistently increasing in numbers over the past fifty years, “such ‘knowledge workers’ have [now] become the lifeblood of our economy, and are approaching 60% of all workers in the United States” (KLM, 2005).

Knowledge workers are educated, experienced and perform a variety of functions in an organization. They are “defined by the work they perform” and can be categorized into the following three categories:

1. *Professionals*: Engineers, lawyers, doctors, professors, translators, accountants, and others who provide professional (highly knowledgeable) services that require specialized knowledge, advanced academic credentials, and often licensing
2. *Senior Management*: The more senior ranks of management who are paid to think and lead today’s organizations and enterprises
3. *Technical Workers*: Providers of specialized support for professional, leadership, managerial, scientific, and technical activities (KLM, 2002).

It is assumed that knowledge workers have some, but not all, of the knowledge to do their jobs in their heads. They have a need to either consult or create “knowledge documents” as well. For this research, “knowledge documents” are defined by I as the written or electronic artifacts that knowledge workers require to perform their jobs.

These documents represent the explicit knowledge available to the knowledge worker.

These definitions were used throughout the study and were provided to the interviewees

to familiarize them with core concepts of knowledge workers or knowledge documents for this research.

Lost Knowledge

Everyone has had the experience of misplacing an important document. Just as knowledge can be created, stored, shared, retrieved and transferred, knowledge can also be lost. DeLong suggests that “humans have been creating and losing knowledge for thousands of years” (p. 20). He defines knowledge loss as “the decreased capacity for effective action or decision making in a specific organizational context” and gives several examples of knowledge loss such as the destruction of the Alexandrian library (p. 20-21). Others refer to the loss of knowledge as the death of knowledge. Housel & Bell (2001) discuss the death of knowledge stating,

In terms of sheer quantity, the vast majority of things know by human beings die with them. Few of us record even one-thousandth part of our knowledge accumulated from life experiences. Put in organizational terms, we are individually quite poor at “transition planning.” Our stores of knowledge go with us to the grave almost entirely whole, leaving each new generation to reinvent much knowledge that could have been its birthright (Housel & Bell, 2001, p. 5).

Although some knowledge is preserved “in the form of books, journal and magazine articles, patents, documentaries, oral histories, and other means,” these forms represent only a tiny fraction of knowledge (Housel & Bell, 2001, p. 5).

There are other factors that bring about the death of organizational knowledge. When an organization, private or public, downsizes “without provision to preserve and extend necessary intellectual capital can find themselves brain dead after terminations and layoffs” (Housel & Bell, 2001, p. 5). Indeed, “after all, knowledge resides primarily within human heads; when ‘head count’ is reduced, inevitably the sum of knowledge

within the organization is reduced, sometimes critically so” (Housel & Bell, 2001, p. 5). This is especially true when those that are leaving the organization have many years of tenure and much tacit, or undocumented, knowledge that they take with them. This could be fueled by early retirement incentives and consolidation/reorganization efforts in organizations. Housel & Bell (2001) also discuss the death of knowledge related to paradigm shifts. For example the death of knowledge occurs when:

1. New knowledge comes along, all focus is placed on the new and the old is ignored
2. Knowledge is not exercised, as in rote memorization without application
3. Knowledge is over-exercised, for instance when research too rigidly adheres to a method or thinking such that opportunities for serendipity are lost (Housel & Bell, 2001).

Knowledge Retention

Knowledge retention safeguards against knowledge loss. DeLong proposes, “knowledge retention consists of three activities—knowledge acquisition, storage and retrieval” (2004, p. 23). Knowledge acquisition is defined as “the practices, processes, and routines used to move knowledge into a state where it is kept available for future use” (DeLong, 2004, p. 23). This could be accomplished by a number of methods—training, written instructions, technological tools, etc. Knowledge storage “represents the processes and facilities used to keep knowledge and information until it is needed” where “storage entities include individuals, groups, culture, work processes, routines, and systems, such as database” (DeLong, 2004, p. 24). Knowledge retrieval “includes behaviors, routines, and processes used to access and reuse information and knowledge in new situations, such as searching and expert database, calling a colleague, remembering a past experience, brainstorming with a group about past

experiences, or searching a document database” (DeLong, 2004, p. 24). These three activities are considered together to be the organizational memory and, therefore, “knowledge retention is effectively the act of building organizational memory” (DeLong, 2004, p. 24).

Knowledge Management Tools and Technologies

Knowledge management consists of many tools, both information technology (IT) and non-IT tools, to assist in the creation, sharing, and storage of knowledge. KM tools and techniques can be defined by their social and community role in the following three categories:

- facilitation of knowledge sharing and socialisation of knowledge (production of organisational knowledge)
- conversion of information into knowledge through easy access, opportunities of internalisation and learning (supported by the right work environment and culture)
- conversion of tacit knowledge into "explicit knowledge" or information, for purposes of efficient and systematic storage, retrieval, wider sharing and application (Total Knowledge, 2005).

The knowledge management tools and techniques can be grouped in the following four categories: organizational knowledge mapping, communities of practice, intranets and extranets and repository management models with groupware support.

First, organizational knowledge mapping answers the question “Do you know what you know?” and involves mapping knowledge (or concepts) as well as knowledge resources, knowledge assets, knowledge processes and the knowledge culture and environment (Total Knowledge, 2005).

Second, “communities of practice are the most spontaneous and naturally forming informal knowledge-sharing groups in any organisation” and “they can play a

vital role in organisational knowledge production and sharing” (Total Knowledge, 2005). Communities are practice are vital to an organization and consist of groups of people that share a concern, a set of problems, or a passion about a topic, and who deepen their expertise in this area by interacting on an ongoing basis” (Wenger, McDermott & Snyder; 2002; p. 4).

Third, intranets and extranets enable knowledge management. An intranet is “basically a platform based on internet principles (i.e., HTTP, TCP/IP standardised HTML browser) accessible only to members of an organisation/community (through multi-layered security controls)” (Total Knowledge, 2005). An extranet is built on the same concepts but with wider accessibility. These tools can “provide the platform for a safe and secured information management system within the organisation, help people to collaborate as of virtual teams, crossing boundaries of geography and time...cut transaction costs, help in knowledge sharing, increase access to information, and improve productivity and quality” (Total Knowledge, 2005).

Finally, repository management models with groupware support refers to “deployment of various information/documentation management software” which include “indexing, storage, retrieval and circulation systems, replication, collaborative group work on a common document, and so on” (Total Knowledge, 2005).

Although technology can support knowledge management, it still comes back to people to build those technologies, use the technologies and constantly improve those technologies. Table 1 shows some of the current tools and technologies that support knowledge management:

Table 1

Tools and Technologies Supporting Knowledge Management

Artificial Agents	Artificial Intelligence	Automatic Classification
Bayesian Analysis/Nets	Best Practices	Bibliometrics
Brainstorming	Cluster Analysis	Collaborative Technologies
Communities of Practice	Computational Linguistics	Concept Mapping
Content Analysis	Content Management	Content Organization
Conferencing	Creativity Software	Data Analysis
Data Management	Data Mining	Data Storage
Data Warehousing	Decision Support Systems	Digital Asset Management
Digital Dashboards	Distance Learning	Document Management
eLearning	E-Mail	Enterprise Portals
Genetic Algorithms	Groupware Technologies	Image Processing
Information Mapping	Internet/Intranets	Knowledge Acquisition
Knowledge Discovery	Knowledge Engineering	Knowledge Exchanges
Knowledge Mapping	Knowledge Organization	Knowledge Processing
Knowledge Portals	Knowledge Retrieval	Knowledge Systems
Knowledge Tools	Machine Intelligence	Machine Learning
Meta Analysis	Meta Data	Natural Language
Neural Networks	Pattern Recognition	Project Management
Qualitative Analysis	Records Management	Search Algorithms
Semantic Analysis	Social Network Analysis	Summarization
Taxonomy Software	Text Processing	Voice Recognition
Workflow Management		

Knowledge Management in State Agencies

Robinson (2004) points out that “since 2002, at least half of the states have considered reorganization of their health and human services systems” (p. 2).

Reorganizations are extremely popular “in times fiscal constraint when policymakers must find options for containing government costs” (Robinson, 2004, p. 2).

Knowledge is the most important, but seldom measured, asset for a governmental agency. Governmental agencies have different aspects of their business to consider other than profits, competition, and other concerns in the private industry.

According to Droitsch, “federal agencies obviously were not driven by bottom-line considerations or the need to remain competitive like the corporate sector” (2004, p. 334). Instead, “a different set of factors has forced the federal sector to address information management—namely the need to sustain program operations in an era of constrained resources and vastly increased information requirements” (Droitsch, 2004, p. 334-335). One might posit the same might be true for Texas’s state agencies.

The following definition of knowledge management from ASIST’s SIG-KM will serve as the framework for this research:

Knowledge Management is concerned with all aspects of knowledge within all types of organizations, including knowledge creation, documentation, codification, sharing, and how these activities promote innovation, learning, effectiveness, and profitability. As an activity Knowledge Management encompasses techniques, technology, and organizational change. Knowledge Management is increasingly becoming a concern for local, state, and national governments, and international organizations seeking to support economic and social welfare in the Information Age (ASIST, 2003).

Rather than focusing on creating knowledge for innovation, knowledge creation in state agencies is often a tool to avoid or reduce costs by promoting knowledge sharing of processes and the reuse of knowledge. Additionally, governmental knowledge management is utilized to increase client/customer response by reducing uncertainty and clarifying complex processes.

The explosion of information sharing has greatly impacted state government in the U.S. In the past few decades, computers have revolutionized the way government does business. Federal and state laws have mandated some automation systems for tracking and monitoring state services. With thousands of computer systems that interface with one another, much government is now performed with less human intervention. However, behind this vast array of technology are still people with

knowledge. In the Texas Health and Human Services (HHS) System Strategic Plan for FY 2005-2009, the Texas Health and Human Services Commission recognized the human knowledge factor by stating,

One of it[s] greatest strengths is the Commission's talented and knowledgeable workforce, staff who come from all areas of the HHS system, creating an extensive pool of expertise and experience. The Commission can use this important resource to identify best practices that can be applied to the design of the new system (Health and Human Services, 2004a).

With so much information flowing through so many agencies, one might ask, how do employees get the information they need when they need it? Knowledge management is the key to wading through a quagmire of information to obtain only the necessary information needed by an individual or group of people at the appropriate time. Knowledge management, as a discipline, is defined by the University of Texas at Austin's Graduate School of Business as the "systematic process of finding, selecting, organizing, distilling and presenting information in a way that improves an employee's comprehension in a specific area of interest (University, 1999). By utilizing knowledge management skills, these knowledge workers create, share, store, and manage the knowledge of a state agency.

Knowledge Projects

A project like the HB 2292 consolidation project is more than just a project. It is so much more than just combining similar functions, co-locating offices, moving people around on organizational charts, and so forth. A project, as defined by the Project Management Institute is "a temporary endeavor undertaken to create a unique product, service or result" (PMI, 2004, p. 5). For 2292 to be successful, the entire endeavor

depended upon people getting the information they needed to do their jobs—to provide services to clients, to manage their staff, to pay the agency’s bills, etc. on the first day of the new entity. In reality, although HB 2292 formed four new agencies and revamped one agency with HB2292, it didn’t call for erecting a building, designing a faster database, or designing a fuel-efficient car. Instead, it was really about, moving programs, clients, staff and knowledge around from 11 smaller agencies into 5 larger agencies to achieve efficiencies and save money. The knowledge was split in some cases, combined it in some cases and simply transferred in other cases. I would suggest that, above all, this was really a “knowledge project”. There is a great need for research on knowledge projects and how to make them successful as this literature is lacking.

Reorganization in the Public Sector

The concept of reorganizing is not new. Through the years, business has seen trends of restructuring, reengineering, continuous process improvement, decentralization, right-sizing, change management, and more. Texas is not alone in its efforts to reorganize its health and human services agencies.

Some states have merged their health and human services with employment service agencies. In 2000, the Ohio legislature mandated the creation of the Ohio Department of Job and Family Services (ODJFS) due to the similarity in needs of legacy agencies and to create a more efficient delivery system. The ODJFS was created by merging the Bureau of Employment Services (OBES) composed of 2,200 employees responsible for unemployment compensation and providing services to assist in finding

the unemployed jobs with the Department of Human Services (ODHS) which had 1,400 employees administering the state's human services programs (TANF, Medicare, day care licensing). ODJFS remains separate from the Ohio Department of Health (K. Nichols, personal communication, October 6, 2004).

Other states have reorganized to allow for co-location of staff in previously separate agencies to optimize resources. In July 2004, Maine began its legislatively-mandated creation of the new Department of Health and Human Services by combining two legacy agencies. The Department of Human Services (2,700 employees) and the Department of Behavioral and Developmental Services (1,300 employees) were merged for the purposes of upgrading services, increasing efficiencies and cost effectiveness, and improving relations with community organizations. This reorganization created the largest state government agency in Maine representing almost half of the state budget (C. Ring, personal communication, October 4, 2004; Maine, 2004).

In 1995, the Montana Department of Public Health and Human Services (DPHHS) was created when the legislature consolidated state social service and health programs from the Departments of Social and Rehabilitation Services, Child and Family Services, Health and Environmental Sciences, and Institutions. Through this merger, DPHHS became the largest single department in Montana state government with approximately 3,000 employees and a 2004-2005 biennium budget of approximately \$2.3 billion (S. Gayle, personal communication, October 20, 2004).

Some states have re-aligned their agencies at the directive of their Governor rather than by legislative mandate. Alaska underwent such a reorganization due to a

Governor-mandated administrative order in July 2003. The Alaska Department of Health & Social Services (DHSS) integrated the state's health and social services to combine programs, improve efficiency, increase customer service, improve delivery of services, provide better program review, and to maximize federal funding. The Alaska reorganization consisted of internal consolidations, as well as function changes for four (4) divisions, the creation of a department-wide program review function, and consolidation of five programs from the Department of Administration and Education and the Department of Early Development into Alaska's DHSS. DHSS is Alaska's largest department (Soboleff, 2003a; Soboleff, 2003b; R. Soboleff, personal communication, October 5, 2004).

Louisiana's human services structure is unlike other states in that it operates a state-wide public hospital system. In 1988, the Louisiana Department of and Human Services (DHH) was reorganized into the Department of Social Services and the Department of Health and Hospitals. Then, in later years, the charity hospitals from DHH were placed under the Louisiana Health Care Authority which was subsequently dissolved and the hospitals are now under the Louisiana State University system all of which were legislatively mandated reorganizations (S. Moore, personal communication, October 21, 2004).

Oregon's legislatively mandated reorganization of Department of Human Services (DHS) was passed in its 71st Legislature to integrate services and efficiently provide services to its citizens. Oregon's DHS was restructured into the following departments: Children, Adults and Families; Health Services; and Seniors and People with Disabilities which are supported by other departments such as the Director's Office,

Administrative Services, and Finance and Policy Analysis” (Oregon, 2004). According to the Oregon Blue Book, the official state directory and fact book about all levels of government in Oregon, the Department of Human Services is “the largest department in state government, employing approximately 9,400 people and operating with a budget of \$9.3 billion during 2001-03. The department served more than 900,000 people in the state during 2001” (2004). Established in 1971, DHS undertook a major agency-wide reorganization in 2001 which was “aimed at improving client services and increasing the department's efficiency” by combining legacy systems into a “one service-delivery system” that “reduces fragmentation and bring[s] a broad range of services within easy reach of clients” (Oregon Blue Book, 2004). Praised by many, “the Oregon DHS statewide integration strategy for human services is unique in the nation” (Oregon Blue Book, 2004). It is important to note that Jean Thorne, former Oregon DHS Department Director (Director at the time of the restructuring) commented that “overall, the reorganization has encouraged integration versus specialization, but with the loss of expert staff in some areas” (League, 2003).

Some agencies that have attempted reorganizations have found direct impacts on knowledge. At the National Conference of State Legislatures in the spring of 2001, the following was presented regarding Florida:

The state of Florida has a rich history of addressing health workforce issues; although lately there has been no universal examination of or strategic approach to health workforce development. This lack of effort has been hampered most recently by the reorganization in the past three years of several health agencies in state government. With the reorganization, much of the institutional memory of health workforce data and information has been lost. What data and information remains has been difficult to access between agencies (National, p. 4).

Reorganization of Texas Health and Human Services

The Texas Health and Human Services structure is similar to other states (i.e.: California, Oklahoma, Vermont and Virginia) in that an executive branch umbrella agency is responsible for “overseeing and coordinating multiple health and human services agencies” (Robison, 2004). These collaborative structures provide oversight, facilitate communication, and are primarily “intended to improve coordination of planning and service delivery and to build capacity for improving citizen well-being” (Robison, 2004).

In 2003, during tight economic conditions, Texas Governor Perry and the Texas Legislature passed HB 2292 which aimed, in part, to merge organizational structures and administrative functions, thereby reducing a duplication of efforts among several state agencies responsible for provision of health and human services to Texas’ citizens. The thought was, with proper oversight and accountability, the operations of the 12 legacy health and human services agencies could be re-aligned by consolidating similar functions into five new agencies, thereby, increasing efficiencies and saving taxpayer money.

Implemented on September 1, 2004, HB 2292 created the five new consolidated agencies within the health and human services system—Health and Human Services Commission (HHSC), Department of Aging and Disability Services (DADS), Department of Assistive and Rehabilitative Services (DARS), Department of State Health Services (DSHS), and Department of Family and Protective Services (DFPS). Under the direction of HHSC, these five blended HHS enterprise agencies aim to “make it easier for Texans to find assistance and will help the state lower administrative costs and

direct more funding into services” (HHSC, 2004c). The HHS enterprise intends to “improve client services, use every public dollar efficiently, and focus on real results and accountability” and “will continuously strive to improve services and manage costs by listening to our partners and the people we serve and by putting innovation and new technology into practice” (HHSC, 2004c). Additional information regarding the creation of the new HHS agencies as required under HB 2292 and details of the passage of the bill are in Appendix B and C respectively.

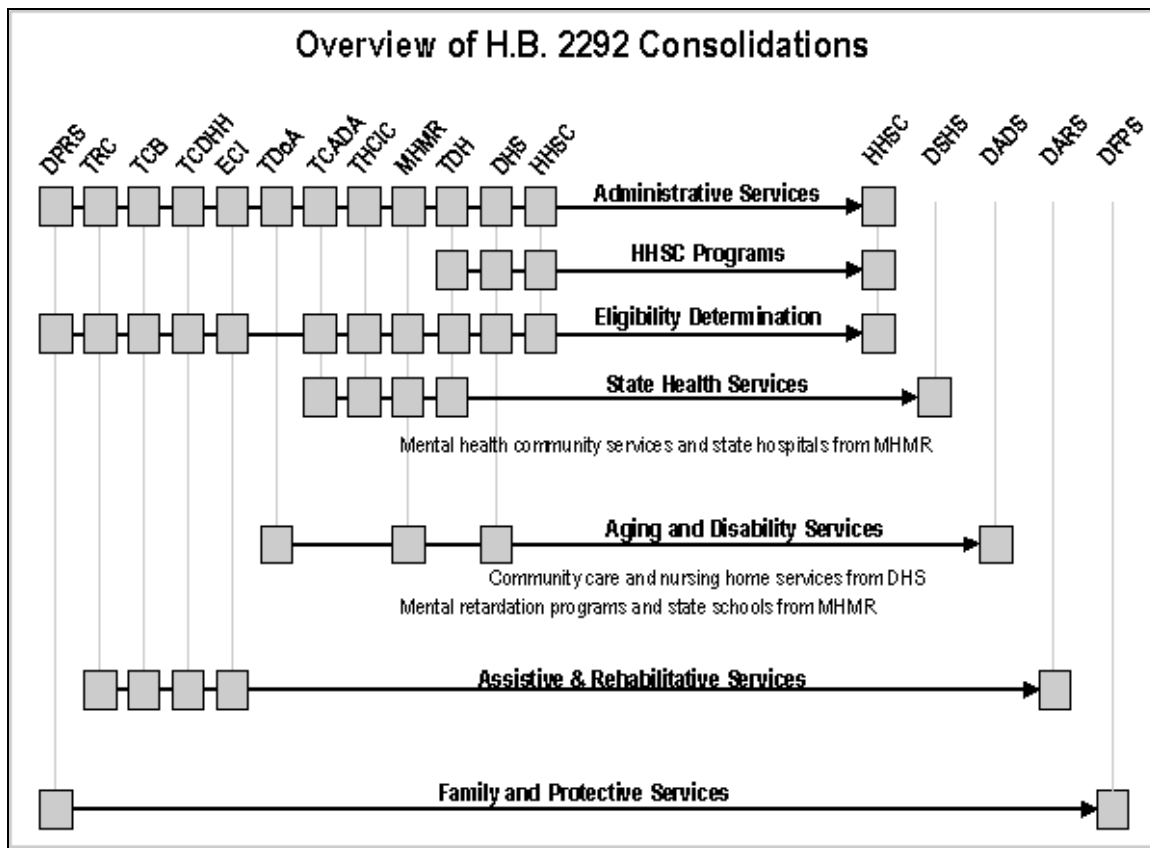
HHS Agencies Before HB 2292

Prior to HB 2292, the 12 health and human service agencies provided an assortment of public services to millions of Texans. Those services were provided “through an array of services within a complex and confusing framework of policy-making, management and administration, and delivery systems (HHSC, 2003 a). The 12 separate agencies “expend[ed] an estimated \$19.5 billion per year (all funds) to administer over 200 programs, employ about 50,000 state workers, and operate from over 1000 different locations across the state” (HHSC, 2003 a). HB 2292 provided for the establishment of five new agencies, streamlined administration and co-located offices. To better understand the new agencies, one must appreciate the legacy agencies and how they make up the new, consolidated Texas HHS agencies (see Appendix B for legacy agency details).

HHSC conducted a functional review prior to the implementation of HB 2292. This review found that each existing HHS agency utilized different organization structures, managed administrative support differently, managed field operations

differently, and employed varying regulatory and compliance requirements (HHSC, 2003 b). In the consolidation effort, both agencies' structures and administrative support were consolidated as a result of HB 2292 to create the five new, revamped agencies. The chart below illustrates the combined organizational changes directed by HB 2292.

Figure 1. Overview of House Bill 2292 consolidations.



Note: Shows the types of programs from the 12 legacy Texas HHS agencies and to which of the 5 new HHS agencies those programs transferred as mandated by HB 2292. (HHSC, November 3, 2003b).

The overall goal of the 142-page bill as stated by HHSC is to:

create an integrated, effective and accessible health and human services enterprise that protects public health and brings high-quality services and support to Texans in need. The transformed system will be client-centered, efficient in its use of public resources and focused on results and accountability. This transformed enterprise will empower our team of dedicated and skilled professionals to serve clients better, be more responsive to local needs and

emphasize individual choice. HHS will continuously strive to improve services and manage costs through innovation and deployment of technology-based solutions (HHSC, 2004 e).

Oversight and Accountability

HB 2292 also provided for oversight and accountability in its design. The HHSC executive commissioner is appointed by the Governor and confirmed by the Senate for a term of two years. The executive commissioner oversees the operations of the HHSC and appoints a commissioner of each of the four HHS agencies that must be approved by the Governor to oversee their respective agencies (HHSC, 2003 a). HB 2292 also created agency-specific councils comprised of nine gubernatorial members of the public to provide forum for public input into the agencies' rules, policies and budget priorities. The councils are appointed for six years and must be confirmed by the Senate and must meet at least quarterly. The councils are:

- The Health and Human Services Council
- The Aging and Disability Services Council
- The Assistive and Rehabilitative Services Council
- The Family and Protective Services Council
- The State Health Services Council

House Bill 2292 Opponents

House Bill 2292 definitely had its opponents. Most of these critics argued that client services would be impacted, the state would not save as much money as the legislature claimed; they predicted that the large number of unrelated amendments as part of HB 2292 that were entertained or adopted only to keep the bill alive, eligibility call centers would impact both clients accessibility and state worker jobs, and that

consolidation meant that state workers would be laid off (Zavala, 2003). David Mann, reporter for the Texas Observer wrote:

In reality, the bill neither makes government more efficient nor provides better services. During the next two years, the legislation will scrunch 11 existing state agencies into four, all under the control of an ultra-powerful, governor-appointed commissioner. The Legislative Budget Board estimates the bill will save the state about \$1 billion in the next two years. But most of those savings aren't gleaned from increased government efficiency (the state, despite all rhetoric to the contrary, runs a fairly lean government; Texas spends less per resident than any other state in the country). The majority of the bill's savings come from cutting numerous, fairly inexpensive healthcare services for the poor, and from wiping out thousands of state jobs by privatizing several core state functions (Mann, 2003).

In an interview on July 2, 2004, HHSC's Commissioner, Albert Hawkins, was asked about "the most hot-button issue in the reorganization [which] is the move to integrated eligibility call centers. You actually had a state senator at a hearing ask you for a list of all the constituents in his districts that were going to lose their jobs" (Cooley, 2004). Commissioner Hawkins answered in part,

I always have to remember when discussing these matters – and people talk about the potential impact on the number of state workers – that our primary obligation is to the clients and the taxpayers of the state. Our clients in terms of providing services in the most efficient and effective way and our taxpayers in terms of using the most cost-effective business model for delivering those services.

I think, in the abstract, what you look at is what way of delivering services works the best and how do you best achieve that. It is not whether or not you use state employees, whether or not you use modern technology, whether or not you use outsourced operations – it is what works best at the best cost. (Cooley, 2004).

Some excitement arose in the Senate when many expected Democratic Senator Gonzalo Barrientos (Senatorial District 14) who has long been an advocate for state employees, raised several points of order regarding HB 2292, requested that the bill be read in full for the record, and threatened to filibuster HB 2292. In the end, however, Senator Barrientos, "announced that he would not continuously debate the bill until the

midnight deadline because he did not want to kill some of the other legislation that needed to be heard” (Texas Senate, 2003). Instead, he said he would “vote his conscience on the bill” but voiced his opposition stating that 2292 “is not the way to balance the budget because it does so on the backs of the employees of the State of Texas and those that most need help” (Texas Senate, 2003).

Communication is Key for Stakeholders in Times of Great Change

As part of HHSC’s H.B. 2292 Transition Plan, a Communication Plan was developed. In this plan, HHSC acknowledged that “if addressed inadequately, questions and concerns can generate skepticism, rumors, and fear among those affected, from the people served, to employees, to advocates, and others” (HHSC, 2003 b). To combat this, HHSC stated that “promptly and honestly addressing concerns and building confidence and support among stakeholders are integral to full realization of the benefits intended through H.B. 2292. This requires effective communication” (HHSC, 2003 b).

Losing Employees Identified as a Risk of HB 2292 Implementation

State employees identified early that losing state jobs was a risk of HB 2292’s passage and implementation. As part of the H.B. 2292 Transition Plan, a Risk Management Plan was developed in which HHSC acknowledged that “Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition” (HHSC, 2003 b). To get a pulse of the state, HHSC conducted a series of six public hearings across the state (Fort Worth, Harlingen, Lubbock, Tyler, Houston, and El

Paso) during the planning stages of HB 2292. Of the 1,044 attendees, 344 provided testimony resulting in following 5 key points:

- Do no harm to client services in the transformation effort
- Reduce the administrative costs and re-direct those cost savings to direct client services
- Don't dilute the excellent health and human services network that exists in many communities
- Don't lose the specialized knowledge and personal care of the existing system
- Keep listening to stakeholders and give them channels for input; establish a continuous feedback loop (HHSC, 2003 b).

Additionally, HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the 534 comments received, key themes identified “concerns over loss of quality service to clients, lack of information about the transition, and staff turnover and morale” (HHSC, 2003 b). One goal of this study is to clarify the challenges and impacts to knowledge workers and knowledge documents to understand if the predicted loss of knowledge workers was a reality in the implementation of HB 2292 during an unprecedented time of change in the Texas health and human services agencies.

Summary

This study addresses issues related to knowledge workers, knowledge documents and knowledge management in times of change. It is hoped that the study will build upon the current literature and contribute to the literature in information science, knowledge management, and Project Management in order to help organizations hold onto knowledge during great organizational transitions.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

Introduction

This chapter discusses the methodological design and data collection for this research that was conducted in order to examine what happened to the knowledge management during times of tremendous organizational change and to determine if the organizational change diminishes the ability to transition from tacit to explicit knowledge.

First, interviews were conducted with key staff from the HHS agencies in order to determine the impacts to the knowledge workers, knowledge management environment and the the ability to transition from tacit to explicit knowledge during a time of organizational transition. Knowledge workers were asked a standardized set of open-ended questions regarding knowledge management in both the legacy agencies and new agencies formed from the HB 2292 consolidation effort. These questions are directly related to the research question and sub-questions presented in Chapter 1.

I conducted content analysis of Texas newspapers to understand the topics covered in the local media as an indicator of the amount of change and how that change contributed to uncertainty of the knowledge workers. This results of the content analysis were also used to help develop the interview questionnaire. One hundred Texas newspaper articles were coded to uncover trends in published coverage of HB 2292. Based on the literature of advocate groups such as CPPP, this portion of the research set out to discover the extent to which certain pre-defined topics were covered in the Texas newspaper media from January 1, 2003 through July 4, 2005. Additionally, I utilized agency demographic information in order to give the quantitative picture of the

consequences of the consolidation. This involved analyzing public state and federal reports produced by the agencies.

Researcher Background

My interest in pursuing this research lies in the fact that I am currently employed by one of the five new agencies formed under HB 2292 and prior to the consolidation, I was employed by one of the legacy agencies. Additional information about my background can be found in Appendix A. During the consolidation, I witnessed a large number of my colleagues either retire, leave state service for the private sector, or transfer to other state agencies (some HHS and some non-HHS agencies). I often wondered if they had documented all of the processes that they knew or if they had fully trained someone before they left. I have to admit, it was a time of great uncertainty for all of us, but I personally feel fortunate to have been a part of such a huge undertaking. It is hoped that this research is perceived as neither an endorsement nor a criticism of HB 2292 but, rather, a part of the ongoing dialogue regarding the bill, its impacts on knowledge workers and their documents, as well as lessons learned from the undertaking. Additionally, it is hoped that this research will contribute to the information science, knowledge management and project management bodies of knowledge and serve as a helpful tool for other organizations looking to consolidate their services.

Knowledge Worker Interviews

Overview of Interview Method Process

The interview cycle for agencies had six major steps. First, pilot participants, which included knowledge workers from the agencies as well as others from outside the agencies reviewed the survey and provided feedback to I. Second, an application was made and approved by The University of North Texas (UNT) Institutional Review Board (IRB) to ensure compliance with the guidelines for research involving human subjects and protection of the rights and welfare of humans who are the subjects of research. Third, the DADS Government Relations Office identified the potential interviewees. Fourth, participants were solicited and the interviews were scheduled. Fifth, I conducted the interviews and responses were documented. Finally, the data were compiled, coded and analysed.

Method and Design

To understand its impacts of organizational change created by HB 2292 on knowledge workers and in the absence of a similar model to follow, the use of exploratory content analysis and descriptive research required. This portion of the research utilized qualitative-oriented research methods, such as observation, up front to understand from both the legacy agencies as well as the newly formed agencies under HB 2292 the perceived impacts on knowledge management in times of unparalleled change. The findings of this research will assist other state agencies with future consolidation efforts.

This research initially planned to utilize the Public Information Act, Chapter 552 of the Texas Government Code (Government, 2004), to obtain information regarding the 12 legacy agencies before and five new agencies after the implementation of HB 2292. Based on feedback from the “pilot group” assessment, on the advice of members within the HHS agencies, it was determined to request access to interviewees to conduct phone interviews via the DADS Government Relations Office rather than through an Open Records request. It was agreed that the Government Relations Office would have appropriate recommended contacts that may be familiar with knowledge management in both the legacy and new agencies and that this research would likely yield more fruitful results without utilizing the Public Information Request since those can sometimes be accompanied by a political sensitivity that other methods can avoid.

Institutional Review Board

The UNT IRB “reviews all research involving human subjects to be conducted at UNT and all human subjects research to be conducted at UNT or elsewhere by UNT faculty, staff, and students” (Institutional, 2004). The IRB ensures research is conducted “in accordance with [The Department of Health and Human Services] DHHS regulations” and “the primary mandate of the IRB is to protect the rights and welfare of humans who are the subjects of research” (Institutional, 2004). The IRB coordinates “a system of review, approval, and oversight of human subjects research by the IRB” which is “based on the ethical principles expressed in the report of the National Commission for the Protection of Human Subjects of Biomedical and Behavioral Research” (Institutional, 2004).

Additionally, UNT researchers are required by UNT's IRB to complete the training course Human Participant Protections Education for Research Teams located online at <http://cme.cancer.gov/clinicaltrials/learning/humanparticipant-protections.asp>. This training course "reflects UNT's commitment to the protection of the rights and welfare of human subjects in research and incorporates the requirements of the National Institutes of Health (NIH)" (Human, 2004). I took this training course in Spring 2004 and a copy of my certificate is on file at the UNT Office of Research Services.

Informed Consent

As specified in the literature, "qualitative interviewing requires researchers to deal with professional ethical codes, in particular federal and university human subjects regulations" (Warren, 2002, p. 88). It is I's job to explain participant's rights, privacy, potential risks and benefits of participating in this research. To assist the researcher in compliance with applicable local, state and federal laws and guidelines regarding human subject research, university Institutional review boards (IRBs) "translate federal policy into local standards for the protection of human subjects from physical and emotional harm by requiring researchers to obtain informed consent from subjects" (Warren, 2002, p. 88).

According to Warren (2002), "from an IRB perspective, human subjects regulation of interview research seeks to protect respondents from such things as invasion of privacy, breaches of confidentiality or anonymity, and distress caused by topics raised in the interview process itself" (p. 89). Informed consent "presumes that the respondent will understand the intent of the research, as it is explained by the researcher or a consent letter" (p. 89). Participants in this research study were asked

to sign an informed consent letter that had been approved by UNT's IRB. I explained to the participants the purpose of the study, participant's rights, privacy, potential risks and benefits associated with the study hoping to increase the trust of the participants. Since this interview was a one-time interview rather than multiple interview sessions or ongoing research, only one consent form was obtained. Appendix G contains a copy of the consent form signed by participants and no participants refused or withdrew from the study.

Interview Method

Interviewing is an alternate method to collect the same data that might be collected via a survey. The interviewing method as defined by Sproull (1995) is "a data collection method in which an interviewer questions people to elicit self-reports of their opinions, attitudes, values, beliefs or behaviors" (p. 162).

An interview can be used for several purposes as discussed by Kerlinger (1992). First, "it can be an exploratory device to help identify variables and relations, to suggest hypotheses, and to guide other phases of the research" (p. 440). Second, "it can be the main instrument of the research" (p. 440). In this method, "questions designed to measure the variables of the research will be included in the interview schedule...[and] these questions are then to be considered as items in a measurement instrument, rather than as mere information-gathering devices" (p. 440). Lastly, "the interview can supplement other methods: follow up on unexpected results, validate other methods, and go deeper into the motivations of respondents and their reasons for responding as they do" (p. 440). For this research, the interviews are an exploratory device used to

gather information related to the knowledge management during this time of dramatic change.

Advantages and Disadvantages of Interview Method

Babbie (1996) presents a number of advantages of the interview method. First, “interview surveys typically attain higher response rates than mail surveys” (p.264). Second, “within the context of the questionnaire, the presence of an interviewer generally decreases the number of ‘I don’t knows’ and ‘no answers’” and “minimizing such responses is important to the study” (p.264). Third, “interviewers can also provide a guard against confusing questionnaire items” by clarifying through strictly controlled specifications “if the respondent clearly misunderstands the intent of a question or indicates that he or she does not understand” (p.264). Lastly, “the interviewer can observe as well as ask questions” (p. 264). Typically, these observations are used to note things about the respondents such as age, race, gender, etc. without having to ask those sensitive questions. This research did not observe or note this demographic information, as these data are not relevant to this research. Additionally, Sproull (1995) notes that interviewing “elicits information directly from people”, “allows opportunity to clarify information as it is given” and “allows opportunity to explain complex information” as additional advantages (p. 163, 165).

Sproull (1995) notes the following four disadvantages of interviewing:

1. Very costly because of the time required for each interview and the required training of interviewers.
2. Less information can be gathered than by other methods because of the time requirements.
3. Probability of inaccurate data because people may lie, omit information or use selective recall.

4. Possibility of inaccurate data because of interviewer bias or the interaction of interviewer and respondents (p. 165).

Standardized Open-Ended Interviewing

Martella, Nelson and Marchand-Martella (1999) describe the open-ended interview method as “involves set topics...but also has predeveloped questions that researchers ask throughout the interview” (p. 289). In this method, “each participant is exposed to the same topics and questions in the same order” in order to “help researchers become more efficient in obtaining needed information and to help reduce any interviewer effects” (Martella et al p. 289).

There are some strengths and weaknesses of this method. Martella et al (1999) identify the following four strengths of this method: development of an interview instrument, variability is minimized via a standard format, interview is focused and thus efficient, and scoring is simplified due to categorization created prior to the interview (p. 289). Martella et al also identify the primary weakness is “limiting of information” either because “interviewers cannot probe for reactions of particular responses or perspectives” or because the questions are “less natural and are not individualized for each participant, some of the questions may lose their relevance” (p. 290). In designing this research, it was determined that open-ended interview method was the most appropriate method given the population and research questions.

Advantages of Telephone Interviewing and In-Person Interviewing

Shuy (2002) presents several advantages and disadvantages of in-person vs. telephone interviewing. Shuy (2002) presents the following advantages of telephone interviewing:

1. Reduced interviewer effects
2. Researcher safety
3. Better interviewer uniformity in delivery
4. Greater standardization of questions
5. Great cost-efficiency and fast results (Shuy, 2002, p. 540).

The first two did not apply to this research because one person conducted the interviews and there was no need to go to an unsafe location. A set of semi-structured interview questions were developed and asked in the same order that addressed the interviewer uniformity in delivery and standardization of questions points. Regarding cost-efficiency and fast results, Shuy asserts, “if the research goal is limited to obtaining a completed interview in a short amount of time and in a cost-effective manner, there is little reason to question that telephone interviewing should be favoured over face-to-face interviews” (2002, p. 540-541).

Shuy (2002) presented the following advantages of in-person interviewing over telephone interviewing:

1. More accurate responses owing to contextual naturalness
2. Symmetrical distribution of interactive power
3. Greater likelihood of self-generated answers
4. Greater effectiveness with complex issues
5. More thoughtful responses
6. More accurate results owing to lower interviewer workload
7. Better for older or hearing-impaired respondents
8. Better for marginalized respondents
9. Better for research involving sensitive questions
10. Better response rates (2002, p. 541-544).

First, regarding the naturalness and interactive power, Shuy states, “if the in-person interview consists of only the same questions and answers that are exchanged

by telephone, little is gained in terms of adapting to the more natural mode of language interaction (2002, p. 541) and “little may be gained in terms of sharing power”.

Second, by using open-ended questions, I hoped to minimize the impacts of utilizing telephone interview techniques related to greater likelihood of self-generated answers, greater effectiveness with complex issues and more thoughtful responses. By scheduling the interviews for 30 minutes but allowing an hour in case the interview carried over, I believe I mitigated the interviewer (and interviewee) workload.

Third, in-person interviews can be better for older or hearing-impaired respondents or marginalized respondents. Since the respondents for my study did not fit into these categories, there is no benefit if in-person interviews over telephone interviews. Additionally, in-person interviews have proven to be better for research involving sensitive questions. Since the questions asked are not sensitive, this one does not apply.

Lastly, since the respondents were volunteers that responded to my request for participation, the response rate was not impacted by the method of the interview. All interviews, except one, were conducted via telephone and one was conducted in-person at the request of the interviewee.

General Rules for Interviewing

“Most interview surveys require more than one interviewer, although you might undertake a small-scale interview survey yourself” (Babbie, 1995, p. 264). Since the population was only eleven participants, multiple interviewers were not used. Babbie

also suggests some general guidelines for interviewers to follow. The next section will review each of these and discuss how this research addressed each.

Appearance and Demeanor

Babbie (1996) states “the interviewer should dress in a fashion similar to that of the people he or she will be interviewing” (p. 265). All but one of the interviews was conducted via the telephone and, therefore, appearance was not a factor. The one that was conducted face-to-face was during business hours and, as such, both the interviewer and interviewee were dressed in business casual dress, as is the dress code requirement of all five HHS agencies.

“In demeanor”, Babbie urges “interviewers should be pleasant if nothing else” and “the interview will be more successful if the interviewer can become the kind of person the respondent is comfortable with” (p. 266). The interviewer in this research attempted to be pleasant and open in each of the interviews in order to facilitate a better response from the interviewees.

Familiarity with Questionnaire

Babbie (1996) points out “if an interviewer is unfamiliar with the questionnaire, the study suffers and an unfair burden is placed on the respondent” (p. 266). This concern is directed more to a situation in which those who conduct the interview are not the same person that designed the questions. I am familiar with the questions in this research and, therefore, did not negatively impact the interview process because of a lack of familiarity with the questions.

Following Question Wording Exactly

Babbie (1996) suggests it is critical that the wording of questions be followed exactly as “a slight change in the wording of a given question may lead a respondent to answer yes rather than no” (p. 266). In this research, the wording of the questions was followed exactly for each participant.

Recording Responses Exactly

Babbie (1996) states, “whenever the questionnaire contains open-ended questions...it is very important that the interviewer record that answer exactly as given” (p. 266). He goes on to say “no attempt should be made to summarize, paraphrase, or correct grammar” (p. 266). These guidelines were followed in this research and the respondents’ answers were recorded as stated to the best of my ability. The interviews were not recorded.

Probing for Responses

Probes are often “required in eliciting responses to open-ended questions” (Babbie, 1996, p. 267). Babbie urges that these probes “must be neutral...as to not in any way affect the nature of the subsequent response” and that interviewers should “use the same probes whenever they are needed...[so] all respondents will be presented with the same stimulus” (p.267). He also points out, “sometimes the best probe is silence” (p. 267). This research tried to minimize the need for probing by developing clear questions. There were times during the interviews that the participants

were finished answering a question and I was still noting their response. This brief bit of silence would allow the interviewee time to expand on their thoughts if they liked.

Pilot Group

A group of pilot participants was formed to provide feedback on the survey instrument before sending the request to the agencies. Due to lack of availability, the pilot group did not meet together as a group. However, multiple sources were contacted provided their feedback on the questions before they were submitted to the IRB for approval and then to the interviewees to answer. This group consisted of peers in the HHS agencies, some executive staff in the agencies, and some outsiders that were not very familiar with the HHS agencies or at all. Some of the important things that came from the pilot group participants were:

1. Remove the budget and FTE count questions as the interviewees will not know those and they should be available online.
2. Work with the Government Relations Office at DADS rather than the Public Information Act. This was perceived to be a less political venture.
3. You'll have to give the respondents a definition of "knowledge worker" and "knowledge document" as these may be terms with which they may not be familiar.
4. Be sure to ask them if they had employees transfer to other agencies during the transition since some agencies (i.e.: TDOA) did not. TDOA transferred to DADS in total.
5. Add the question "Was knowledge lost?" since this is what the researcher really wants to answer. Go ahead and ask the interviewees the question directly.
6. Corrected a few typographical errors and reworded a few questions.

Interview Questions

Overall, the interview questions focused on knowledge workers and knowledge documents and perceived impacts of HB 2292. The interview process began with introductions, a brief recap of the purpose of the study and an opportunity for the interviewee to ask any questions.

Question 1

Question 1 is “Were staff in your agency viewed as knowledge workers?” Question 1 will establish if the interviewee feels the staff in their agency are/were perceived as knowledge workers. Recalling from Chapter 2, that the definition used for knowledge workers is “knowledge workers are defined by the work they perform” and can be categorized into the following three categories:

1. Professionals: Engineers, lawyers, doctors, professors, translators, accountants, and others who provide professional (highly knowledgeable) services that require specialized knowledge, advanced academic credentials, and often licensing.
2. Senior Management: The more senior ranks of management who are paid to think and lead today’s organizations and enterprises.
3. Technical Workers: Providers of specialized support for professional, leadership, managerial, scientific, and technical activities (KLM, 2002).

The expected result of this question is that all respondents will acknowledge that staff in their agency (legacy or new) will state that their employees (or at least some of them) are indeed knowledge workers.

Question 2

Question 2 is “How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?” Question 2 will establish how the interviewee feels the knowledge documents in their agency are/were managed. Recalling from Chapter 2, that the definition used for knowledge documents is “the written or electronic artifacts that knowledge workers require to perform their jobs”. These documents represent the explicit knowledge available to the knowledge worker. It is anticipated that the respondents will acknowledge that their agency has/had both paper and electronic knowledge documents and they were managed in some fashion.

Questions 3 and 4

Question 3 is “Were knowledge documents for your agency archived prior to consolidation?” Question 3 will try to establish if there is/was an agency initiative to archive the institutional knowledge. It is anticipated that efforts were undertaken by the legacy agencies and current efforts are underway to archive the organization’s institutional knowledge. Question 4 follows up to ask, “If so, how are the archived documents now accessed?” Question 4 will help understand how the archived documents are accessed. Does the user access the archives themselves or do they require assistance of other people to get to their knowledge documents. It is anticipated that some knowledge documents are accessible by the users, but others are inaccessible without the reliance on other people (internal or external to the agency) for access to these knowledge documents. This is an indicator of the exchange of explicit knowledge.

Question 5

Question 5 asks “For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.” Question 5 is key to what I wanted to understand. This question will help to determine what exactly happened to the knowledge documents when people transferred. Did they box up their paper files and take everything with them or did they leave their files in their old office when they moved? Did they send their documents to some central location to be held there or did they discard their paper files? My hunch is that most people boxed up their paper files and took them with them to their new agency. Electronic files pose similar questions. Did they take their computers with them? Did they make backup copies of important knowledge documents and emails? Did they push files to a shared server, public folder or Web site? Again, my hunch is that most made copies of their key knowledge documents on disks or CDs or pushed those files to a central server to be maintained there during the consolidation.

Questions 6, 7 and 11

Questions 6, 7 and 11 are grouped together because they are asking the same question about different groups of people. Question 6 is “What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?” This question will solicit information from the interviewee regarding what efforts were undertaken to retain the knowledge during the transition. This question is general in nature to elicit a broad array of responses. Question 7 drills down and asks the same question focusing specifically on those that were transferring to

another agency. Similarly, Question 11 asks the same question but with regard to retaining knowledge by employees that were transferring to a non-HHS agency, retired or terminated employment. It is anticipated that the responses to Question 6 will show that there were initiatives to retain and share knowledge; however, Questions 7 and 11 will indicate that no specific additional efforts were undertaken to retain and share knowledge by those transferring to another agency (either HHS or non-HHS, retiring or terminating employment).

Question 8

Question 8 is “Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?” Question 8 will establish that Subject Matter Experts transferred to multiple agencies in most instances. There are exceptions to this rule. For example all staff from TDOA transferred to DADS but generally speaking, the Subject Matter Experts from the various legacy agencies went to multiple new agencies under HB 2292. It is anticipated that the respondents will confirm that understanding.

Question 9

Question 9 is another key question as it asks, “During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?” It is expected that the responses to Question 9 will indicate that staff did rely on other Subject Matter Experts regardless of the new agency to which they transferred.

Question 10

Question 10 wonders if the interviewees “believe knowledge was lost during the transition?” Through such a hectic transition period, spurred on by retirement incentives, large turnover rates, and overall uncertainty it is anticipated that the participants will agree that some knowledge was lost during the consolidation.

Question 12

Question 12 asks the interviewees to ponder, “What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?” It was anticipated that the respondents would have ideas on what additional efforts could have been done during the consolidation.

Question 13

Question 13 is “What role did knowledge workers play in consolidation within your agency?” It is anticipated that the respondents will reveal that knowledge workers played a major role in the consolidation.

Questions 14 and 15

Questions 14 and 15 attempt to understand the formality of knowledge management in both the legacy and new agencies. Question 14 asks “Did your agency have a chief knowledge officer or equivalent?” and related question 15 asks, “Where did knowledge management report within your agency?” It is expected that the respondents will say that their agency did not/does not have a chief knowledge officer or

equivalent and that they do not know where the function of knowledge management reported/reports within their agency.

Question 16

Question 16 is prefaced with HB 2292's Risk Management Plan which acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key" (HHSC, 2003 b). The interviewee is asked, "Do you believe that this was achieved? If so, how? If not, why not?" It is anticipated that the respondents will reveal that although the knowledge and skills were preserved, morale was not. This impacts the knowledge environment.

Question 17

Question 17 reminds the interviewee that HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site in the months leading up to implementation. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale (HHSC, 2003 b). This question then asks the respondent "How was staff turnover and morale addressed by your agency?" It is anticipated that the respondents will reveal that staff turnover and morale were not addressed in the agency.

Question 18

The final question asks respondents “What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?” It is anticipated that the respondents will offer valuable responses to this question.

The interview ended with another opportunity for the interviewee to ask questions and thanking the interviewee for taking the time to participate in the research.

Target Respondents Interviews

I made a request to the DADS Government Relations Office to assist with identifying appropriate potential research participants. The Government Relations Office is a position to know, or know who knows, who make up the population and could identify potential interviewees. The population defined was anyone from any of the legacy agencies or one of the five new HB 2292 agencies that were responsible, at any staff level, for knowledge management during the consolidation. The Government Relations Office put me in touch with a DADS contact that had a list of 98 participants from the DADS Day One workgroups, transition workgroups to ensure that DADS was ready to operate on Day One 9/1/2004. All 98 SMEs were solicited to participate in this study and the email solicitation is included in Appendix H.

Initially, I had hoped that I would be able to get responses from all legacy agencies and all new agencies. However, due to various reasons I was not able to obtain that diversity of responses. Time played a factor in that I was on a very tight timeframe to complete the research. Plus, during the months I needed interviewee

participation, a large portion of our agency staff enterprise-wide were heavily engaged in agency responses to Hurricanes Katrina and Rita that hit the Gulf Coast in 2005. The agencies were serving our Texas clients as well as a large influx of clients from our neighboring states of Louisiana, Mississippi and Alabama.

I was able to get a nice sample of volunteer participants from the 98 Day One workgroup participants. I had a total of 15 respondents; however, one had to back out at the last minute due to Hurricane Katrina priorities and three others that responded too late to be included. So, in total, I had 11 participants to interview. I was very fortunate in that this small sample is an ideal microcosm for the entire HHS enterprise. For example, I had staff with varying years of experience from 5 to over 25. I was able to organize the volunteers such that I obtained responses from all three legacy agencies that made up the new DADS agency. Additionally, I had representation from three of the five new agencies: DADS, DSHS and HHSC.

Coding Scheme

The responses from the interviews were coded using content analysis with two coders. This allowed the responses to be summarized into categories. The codebook and coding form with fully explained measures was developed prior to the coding and are included in Appendix I and J respectively.

Interview of Other Key Stakeholders

Initially, in addition to the survey of the agencies, this research hoped to include solicitation of feedback from other stakeholders (legislators oversight committee, etc.).

Although this would provide additional insight, this was not critical to the research. Due to time constraints, the decision was made to forego this portion of the research for now and leave it for future endeavors.

Content Analysis

Content analysis is “the primary message-centered methodology” (Neuendorf, 2002, p. 9). It can be used on any artefact – books, speeches, songs, letters, poems, newspaper articles, etc. to summarize the messages. Content analysis is defined by Kerlinger (1992) as “a method of studying and analysing communications in a systematic, objective, and qualitative manner to measure variables” (p. 477) and similarly by Neuendorf (2002) as “the systematic, objective, quantitative analysis of message characteristics” (p. 1).

In content analysis, as with any research methodology, there are advantages and disadvantages of the method. Berger (1998) presents the following advantages of the content analysis method:

1. Inexpensive – “using printed materials is inexpensive and relatively easy to do...much of this material is available in libraries and on microfilm” (p. 26) or online via the Internet
2. Current – “allows researchers to deal with subjects that are very current” (p. 26)
3. Unobtrusive – “content analysis is a way of avoiding the problem of researcher influence on individuals” (p. 26) although “we cannot completely escape the impact of the researcher on research design” (p. 27)
4. Provides numbers – “the technique is based on counting and/or measuring, and the findings are given in numerical form” (p.27)

Berger (1998) also points out the following disadvantages of the content analysis method:

1. Sampling – “how representative is the material one studies relative to all the material that could be studied?” (p. 27)
2. Interpretation – “how do we know what researchers ‘find’ in the material they analyze is what the creators of the material being analyzed ‘put into’ it?” (p. 27-28)
3. Reader response – “people have different interests, educations, personalities, and backgrounds, and all of these factors play roles in how they respond to mass media” (p. 28).

This research attempts to draw from the strengths of this methodology and address, to the extent possible, its weaknesses.

Content Analysis of Newspaper Articles

Many Texans get their news from their local daily newspaper so this research takes a look at a predefined set of newspaper articles in order to determine if, in fact, a number of concerns related to HB 2292 were covered in the media. Content analysis was employed to search local Texas newspapers to quantify certain key concerns/themes related to the HB 2292 implementation as a measure of the amount of change and to assess contribution to uncertainty during the transition. This dissertation research undertakes descriptive content analysis, defined as “describing a particular message pool in almost archival fashion” being “careful to limit their conclusions to the content being studied” (Neuendorf, 2002, p. 52).

Theory and Rationale

According to Neuendorf (2002), the first step in the content analysis process is to determine “*what* content will be examined, and *why*?” (p. 50). This research purposely limited the media to Texas newspapers for several reasons. First, national coverage was not selected as usually the best coverage of a local issue is in the local media.

Since local reporters are more familiar with the issues and impacts to their area, their coverage is more likely to accurately reflect their readers. Second, with a rich diversity in Texas, it was hoped that newspapers would provide both sides of a politically charged issue – passage of HB 2292. By looking at all Texas newspapers, rather than a subset (such as just the big cities), all views are represented in the population and in the sample drawn from that population. Third, archives research of print media is still more accessible than other media (such as TV coverage). Lastly, the population was limited to articles printed from January 1, 2003 to July 4, 2005. Although there might have been additional articles just prior to that time frame and definitely some exist after July 4, 2005, a finite time span had to be set.

Typically, it is in this first step where the main research questions are developed. The overall research questions for this study were presented in Chapter 1. This portion of the research will supplement the main research questions by answering what advantages and disadvantages of HB 2292 were presented in Texas newspapers? Identifying the main topics covered (which include job losses, impacts to client services, cost savings, etc.) demonstrate the magnitude of the change as well as factors that contributed to uncertainty among the knowledge workers. Additional research questions are developed in the conceptualization stage as the variables are discussed.

Conceptualization

The second step in the process is, according to Neuendorf (2002), determining “what *variables* will be used in the study, and how do you define them conceptually” (p. 50). The variables are used to determine the coding scheme. “The coding scheme

must be so objective and so reliable that, once they are trained, individuals from varied backgrounds and orientations will generally agree in its application” (Neuendorf, 2002, p. 8-9). To ensure this, two people unrelated to the study reviewed the codebook and code form. Their interpretation of the research aim was solicited. This review also helps ensure face validity as discussed later.

Variable Selections for Newspaper Content Analysis

In order to validate the concept of rapid or extensive change, I looked to newspaper coverage of the events particularly with an eye on two things—did they say anything about the size of the change and did they contribute to the uncertain environment. Neuendorf suggests that “a useful way to approach the selection of content analysis variables is to consider what constitute critical variables—those features that are vital to a comprehensive understanding of (a) the message pool (b) in the specific medium used” (2002, p. 96).

Several advantages and disadvantages of the proposed consolidation were discussed before, during and after the implementation of House Bill 2292. One of the significant opponents expressing concerns about House Bill 2292, was the Center for Public Policy Priorities (CPPP) which stated that “HB 2292 goes too far, too fast and that its sweeping changes have had inadequate public and legislative scrutiny” (Center, 2003 [Senate Committee]). The CPPP expressed publicly several concerns about HB 2292 and these concerns are at the core of the coding elements for the Texas newspaper research. This research will use some of their work and a high-level review of the articles in the population to assist in developing the variables to study. The study

of these variables helps comprehend the climate of change facing the HHS agencies and impacts on those organizations' knowledge workers.

Cost Savings

Proponents of the HB 2292 touted that it would save the taxpayers billions. In performing a cursory review of articles in Texas newspaper articles related to HB 2292, most common themes related to cost savings were:

- estimated cost savings as a result of HB 2292,
- efficiency gained as a result of HB 2292,
- savings from office closures as a part of 2292,
- savings from development of call centers as a part of HB 2292,
- estate recovery (state seizure of homes to recover Medicaid costs incurred by the state),
- budget deficit if HB 2292 is presented as a way to help balance the budget or to prevent the need for new taxes,
- impacts to fraud recovery/prevention efforts as they relate to saving taxpayer dollars,
- manufacturer rebates on drugs purchased for state health programs/drug prices.

Although the estimated savings of HB 2292 is \$389 million over five years, the CPPP warns “we continue to be concerned about the speed with which this reorganization appears to be moving forward” going on to say “we believe that both HB 2292 and HB 1 set forth unrealistic two-year expectations – both in timing and in savings projections – for a reorganization of this magnitude” (Center, 2003, October, 20). They urge that “urgency must be balanced with care” and not to “short cut transition processes or create a scramble to achieve savings through restricting

services and benefits, rather than through streamlining and consolidation” (Center, 2003, October, 20).

Impact to Services/Programs/Clients including Medicaid, Nursing Homes, Food Stamps, Temporary Assistance for Needy Families (TANF), Child Health Insurance Program (CHIP), and Mental Health

CPPP was apprehensive about the program reductions and policy changes contained within HB 2292 feeling that “many of these provisions limit access to HHS programs” (Center, 2003, May 21). Specifically, CPPP urged to keep CHIP enrollment and renewal simple, not strip out CHIP benefits such as “dental, durable medical equipment (wheelchairs, crutches, leg braces, prostheses, etc.), chiropractic, hearing aids, home health, hospice, mental health, physical therapy, speech therapy, substance abuse services, vision care and eyeglasses” (Center, 2003, May 21).

CPPP noted reservations related to the language in HB 2292 regarding TANF noting that it is “a radical policy change to TANF that will effectively remove all assistance to a family (adults and children) for any infraction of the Personal Responsibility Agreement by the adult” (Center, 2003, May 21). Related to mental health, the CPPP expressed concerned that HB 2292 could limit the “priority population for Community Mental Health Authorities services to include only persons with Schizophrenia, Bipolar disorder, and/or ‘Clinically Severe’ Depression” (Center, 2003, May 21).

Consolidation/Reorganization of Health and Human Service Agencies

Very little of the controversy surrounding HB 2292 focused on the consolidation/reorganization itself. Even CPPP supported the idea of

consolidation/reorganization stating “the Center supports the key principles which the plan states as guiding the reorganization of health and human services as required by HB 2292” (Center, 2003, October 20).

Reduction of State Jobs/Layoffs

CPPP noted reservations related to the reduction of state workers as a result of HB 2292. They question the large number of potential layoffs and feel the new HHS model was developed without taking into account severe staffing shortages at DHS at the time the pre-HB 2292 model was built (Center, 2003, May 21 & Center, 2003, April 26). Much of the remainder of this study focuses on reduction of state jobs and the retention of knowledge.

Changes in Ways to Request Benefits

Again, CPPP was apprehensive about the program reductions and policy changes contained within HB 2292 feeling that “many of these provisions limit access to HHS programs” (Center, 2003, May 21). Specifically, given that HB 2292 calls for HHSC to explore the possibility of establishing one to four call centers for eligibility determination, CPPP points out that “four call centers will lead to an unwieldy operation that could result in poor service to consumers” (Center, 2003, May 21). Related to call centers, the CPPP urges that deliberation is necessary “as required by law before this decision can be made”; however, given the timeline, “one can only assume that there will be no deliberation” (Center, 2003, October 20).

Additionally, the CPPP points out that the HHSC plan is dependent upon an Integrated Voice Response System (211 system) as well as an internet system capable of handling the anticipated 15% of applications for benefits expected to be submitted online (Center, 2003, April 26]). For clients or potential clients that do not have a computer, Internet access, a fax machine, etc., the plan assumes schools, libraries and CBOs “will be available to assist applicants in submitting their applications and paperwork” (Center, 2003, April 26]).

Another area of concern is the shifting of social services to other entities such as non-profits, emergency rooms, etc. The CPPP points out that the HHSC model/plan “assumes that an unspecified number of unidentified community-based organizations (CBO) will devote 1 million hours and 627 volunteers annually to assist people in filling out their applications and navigating the eligibility system.” (Center, 2003, April 26]).

Further, CPPP points out that “the blanket elimination of the face-to-face interview could affect the state’s ability to gather accurate information from certain clients, which would affect eligibility determinations and program integrity” (Center, 2003 State Moves]).

Privatization of Social Services

CPPP also expressed concern about privatization for cost savings in that “privatization raises concerns about client access; the loss of state employee jobs, particularly in rural areas; and the state’s ability to protect client rights and hold private companies accountable for their performance in operating these programs” (Center, 2003, May 21).

Increased lawmaking power given to the Health and Human Services Commission. Some discussions in Texas newspapers and by advocate groups focused on abolishing advisory committees, eliminating agency boards, direct reporting by the HHSC commissioner to the governor, etc. CPPP was concerned about centralization of power and rulemaking authority at HHSC that “raises the concern that HHS policy decisions will become less open to the public” and “more susceptible to political considerations” (Center, 2003, May 21).

All of these topics have been discussed to set up a framework for the analysis. As Neuendorf states, ultimately, the content analyst is “the final authority on what content needs to be examined and what variables ought to be tapped” (2002, p. 95). This research methodology is used in both the content analysis of Texas newspapers and the interviews of HHS agencies tie back to these variables. Chapter Three will discuss the methods in greater detail.

Specifically, I was interested in how 12 topics are presented. The research questions above were expanded to ask how are the following categories presented in Texas newspapers:

1. Cost Savings
2. Impact to Medicaid Services/Programs/Clients
3. Impact to Nursing Home Services/Programs/Clients
4. Impact to Food Stamp Services/Programs/Clients
5. Impact to Temporary Assistance for Needy Families (TANF) Services/Programs/Clients
6. Impact to Child Health Insurance Program (CHIP) Services/Programs/Clients
7. Impact to Mental Health or State School Services/Programs/Clients

8. Consolidation/Reorganization of Health and Human Service agencies
9. Reduction of state jobs/layoffs [coders were also asked to specify the number listed in the article]
10. Changes in ways to request benefits
11. Privatization of social services
12. Increased lawmaking power given to the Health and Human Services Commission.

Coders were asked to identify if a topic was presented as an advantage only, presented as a disadvantage only, presented as both an advantage and a disadvantage, not presented at all, or unable to determine.

Realizing that the articles were written without the assurance of how the receiver will receive the message, the investigator relied on the following definitions of “advantage” and “disadvantage” for the purpose of this research:

- Advantage: “a beneficial factor or combination of factors or a relatively favorable position”
- Disadvantage: “an unfavorable condition or circumstance” (American Heritage, 2003).

I was one coder and a second coder was obtained to provide inter-coder reliability with I. The second coder was a colleague with a Master’s degree in Library and Information Science from University of Texas at Austin. In a training session, the second coder was trained; given a set of articles, the codebook, and the code form; and the coders coded together a few articles that were not selected in the population collaboratively. Then the coders independently coded two additional articles to ensure the training provided was adequate. The coder was asked to use only the codebook and the training provided as reference tools.

Operationalizations (Measures)

Building upon the conceptualizations, the next step is to determine what unit of data collection to use keeping in mind that “measures should match your conceptualizations (this is called internal validity)” (Neuendorf, 2002, p. 50). Neuendorf (2002) also suggests that the investigator may evaluate face validity and content validity at this step in the process (2002, p. 50).

It is in this step where the coding scheme is developed. Neuendorf states that “in designing the *categories or levels* that will be used for a given measure, the researcher should try to achieve several things: categories or levels that are exhaustive and mutually exclusive and an appropriate level of measurement” (p. 118). In this research, the following categories, which fit all three requirements, were used for each of the units coded:

1. Presented as an advantage only
2. Presented as a disadvantage only
3. Presented as both an advantage and a disadvantage
4. Not presented at all
5. Unable to determine

With the exception of asking the coders to specify the reduction of state jobs/layoffs presented in the article, all categories were measured nominally meaning that the categories were distinct from one another but the numbering scheme is for the purpose of labeling and easier coding only. They do not hold the significance that an ordinal, interval or ratio scale do. Reduction of state jobs/layoffs was measured using a ratio scale meaning, “represented by numbers that are quantitative or numeric in the

ordinary sense, including a true or meaningful zero point” (Neuendorf, 2002, p. 125). Due to inconsistent meaning for this variable, I ended up throwing out that variable.

Coding Schemes

In using human coding, step four involves the creation of the coding form and codebook “with all variable measures *fully explained*” (Neuendorf, 2002, p. 50). A codebook and coding form with fully explained measures was developed prior to the research. These are included in Appendix D and E respectively.

Population

A population is “the total set of all units of interest to I” (Potter, 1996, p. 208). In content analysis, it is ideal if the entire population, or a census, can be reviewed and coded. However, in most cases this is not possible due to time constraints or resource limitations. The investigator determines if “a census of the content [is] possible” or how the investigator will “randomly sample a subset of the content” (Neuendorf, 2002, p. 51). Given a population of 415 messages, along with a limited timeframe for this research, a sample of roughly 24% (100 articles) was selected for this portion of the research.

Neuendorf (2002) defines a content analysis unit as “an identifiable message or message component, (a) which serves as the basis for identifying the population and drawing a sample, (b) on which variables are measured, or (c) which serves as the basis for reporting analyses” (p. 71). Units of analysis could be words, phrases, sentences, paragraphs, or the message as a whole (Neuendorf, 2002, p. 72). Weber encourages, “when possible, the entire text should be analyzed” as it “preserves semantic coherence of texts as units” (1985, p. 43). For this research, the units of

sampling and unit for data collection were the message as a whole (the newspaper article) and unit of analysis was a theme.

The population was determined from searching each of the Texas newspaper's website to retrieve articles matching keyword "2292". Appendix F shows the list of Texas newspapers that were searched to determine the population of articles from which the sample was selected. The population was all articles in Texas newspapers written between January 1, 2003 and July 4, 2005 that reference keyword "2292". In the search criteria, it is important to note that "2292" was used as the keyword to search to bring back more hits. For example, some articles reference "House Bill 2292" while others used "HB 2292" and if I had chosen to search by either of these terms, it would have erroneously overlooked the other. By searching for only "2292", I retrieved both sets of data. Using only "2292" the search brought back extra hits, but it did not eliminate appropriate units in the population. Once the results were retrieved, the population was screened for appropriateness and clarified by the elimination of non-relevant retrievals such as sports scores, obituaries, phone numbers, etc. Only those articles that dealt with the HB 2292 legislation were retained for the study.

Sampling

A sampling frame is "the list of all units in the population" (Potter, 1996, p. 208). The sampling frame is contained in Appendix F. Once the researcher determines that the census cannot be analyzed, a sample must be selected. The sample is a "subset (a sample) of units used" and "some form of selection must take place" (Potter, 1996, p. 208).

A simple random sample is “one in which all population members have the same probability of being selected and the selection of each member is independent of the selection of all other members” (Hinkle, Wiersma & Jurs, 1994, p. 158). To obtain a simple random sample of 100 articles, all units from the sampling frame were printed in on slips of paper. A simple random sample was chosen by drawing slips of paper from the sampling frame. The one chosen was marked on the master list and then that element was placed back into the population with the possibility of being drawn again thus achieving a simple random sample with replacement. According to Neuendorf, “technically, sampling with replacement better meets the requirement of every unit having an equal chance of being selected” (2002, p. 184).

Method and Design

This research relies heavily on the definition of content analysis from Neuendorf (2002) who defines it as “a summarizing, quantitative analysis of messages that relies on the scientific method (including attention to objectivity-intersubjectivity, a priori design, reliability, validity, generalizability, replicability, and hypothesis testing) and is not limited as to the types of variables that may be measured or the context in which the messages are created or presented” (2002, p. 10). This section addresses each portion of this definition with special attention to the methodological issues.

Summarizing

Content analysis “summarizes rather than reports all details concerning a message set” (Neuendorf, 2002, p. 15). In looking at 100 Texas newspaper articles, I

hoped to find summarized findings related to the twelve predefined messages related to HB 2292. Although there are many other topics that could be studied related to Texas media or HB 2292, this research only attempts to summarize findings of a limited group of categories.

Quantitative Analysis of Messages

“Although some authors maintain that a nonquantitative (i.e., “qualitative”) content analysis is feasible,” that is not the view of Neuendorf (2002, p. 14). Neuendorf asserts, “a content analysis has as its goal a numerically based summary of a chosen message set” (2002, p. 14). Neuendorf goes on to explain that content analysis “is neither a gestalt impression nor a fully detailed description of a message or message set” (2002, p. 14).

Those that argue content analysis is more qualitative in nature state that “one can draw more meaningful inferences by nonquantitative methods” (Kracauer, 1952 as cited in Holsti, 1969, p. 10). Others “question the assumption that for purposes of inference, the frequency of an assertion is necessarily related to its importance” and are concerned that “a single appearance—or omission—of an attribute in a document may be of more significance than the relative frequency of other characteristics (George, 1959 as cited in Holsti, 1969, p. 10).

Although these are important points, Holsti “rejects the rigid dichotomy which is sometimes implied in the [quality vs. quantity] debate” (Holsti, 1969, p. 11) taking the position that “in short, all data are potentially quantifiable” (Holsti, 1969, p. 11).

Neuendorf concurs citing Gary & Densten (1998), “quantitative and qualitative research

may be viewed as different ways of examining the same research problem” and this triangulation of methods “strengthens I’s claims for the validity of the conclusions drawn” (Gary & Densten, 1998, p. 420 as cited in Neuendorf, 2002, p. 15). Lastly, Bauer (2000) adds agreement, which is reflected in the following statement:

Content analysis is the only method of text analysis that has been developed within the empirical social sciences. While most classical content analyses culminate in numerical descriptions of some features of the text corpus, considerable thought is given to the ‘kinds’, ‘qualities’ and ‘distinctions’ in the text before any quantification takes place. In this way, content analysis bridges statistical formalism and the qualitative analysis of the materials. In the quantity/quality divide in social research, content analysis is a hybrid technique that can mediate in the unproductive dispute over virtues and methods” (p. 132).

Holsti (1959) states that the content analyst should use qualitative and quantitative methods to supplement each other” as “it is by moving back and forth between these approaches that the investigator is most likely to gain insight into the meaning of his data” (p. 11). Holsti asserts that “whether stated explicitly or not, many of the most rigorously quantitative studies use nonnumerical procedures at various stages in the research” (1969, p. 11). For example, Holsti cites several instances where qualitative methods are used in content analysis leading to quantitative measures particularly in the selection of categories. For example, since there are not generally defined categories of measurement, “the investigator often finds himself in the position of having to develop his own for the question at hand” (Holsti, 1969, p. 11). Therefore, “before constructing categories [the investigator] may want to read over a sample of his data to get a feel for the types of relevant symbols or themes” or “prior to coding, he may want to read over the data to identify any idiosyncratic attributes which, if not taken into account, might adversely affect the results” (Holsti, 1969, p. 11). In this research, I used qualitative methods to create the content categories, roll up smaller categories into

larger ones, and determine the best method of coding on one hand and utilizing quantitative methods to numerically express the findings on the other hand.

Relies on the Scientific Method

According to Neuendorf (2002), “the most distinctive characteristic that differentiates content analysis from other, more qualitative or interpretive message analysis is the attempt to meet the standards of the scientific method” (Bird, 1998 as cited in Neuendorf, 2002, p. 10 and Klee, 1997 as cited in Neuendorf, 2002, p. 10). This includes attention to objectivity-intersubjectivity, a priori design, reliability, validity, generalizability, replicability, and hypothesis testing.

Methodological Issues

Objectivity-Intersubjectivity

As Neuendorf presents, “a major goal of any scientific investigation is to provide a description or explanation of a phenomenon in a way that avoids the biases of the investigator” and “thus, objectivity is desirable” (2002, p. 11). However, in defining reality, philosophers question “whether anything exists independent of our experience” (Babbie, 1995, p. 48). Recognizing that “some things fall in the realm of attitudes, opinions, and points of view...we substitute intersubjectivity for objectivity” (Babbie, 1995, p. 48). In other words, “if several of us agree that something exists, we treat that thing as though it had objective existence” (Babbie, 1995, p. 48).

Babbie (1995) encourages researchers with assistance to “refine your definitions of code categories and train your coders so that they will be able to assign given

responses to the proper categories” (1995, p. 367). Such training was provided in this research. Coders were trained on the general concepts of coding and given a codebook to work with as well. Babbie also suggests the researcher should “explain the meaning of the code categories you have developed and give several examples of each” (1995, p. 367). This was accomplished in the codebook that alerted the coder to specific examples of some of the categories. For example, for the general category of “Cost Savings” the coders were given the following examples:

- estimated cost savings as a result of HB 2292
- efficiency gained as a result of HB 2292
- savings from office closures as a part of 2292
- savings from development of call centers as a part of HB 2292
- estate recovery (state seizure of homes to recover Medicaid costs incurred by the state)
- budget deficit if HB 2292 is presented as a way to help balance the budget or to prevent the need for new taxes
- impacts to fraud recovery/prevention efforts as they relate to saving taxpayer dollars
- manufacturer rebates on drugs purchased for state health programs/drug prices.

Babbie (1995) suggests “to ensure that your coders fully understand what you have in mind, it would be useful for you to code several cases” and then have your coders to “code the same cases without knowing how you coded them, and your coders’ work should be compared with your own” (Babbie, 1995, p. 367). This was done for this research. Three cases from the population that were not selected for the sample were coded and compared to the coders. The primary finding from this exercise was one coder’s tendency to respond with “Unable to determine” when the topic was

presented as both a positive and a negative. Once corrected to code these as “presented as both an advantage and disadvantage” the coders were generally consistent with the each other in their coding.

A priori Design

According to Neuendorf (2002), “too often, a so-called content analysis report describes a study in which variables were chosen and “measured” *after* the messages were observed” (p. 11). Neuendorf goes on to explain “this wholly inductive approach violates the guidelines of scientific endeavor” as “all decisions on variables, their measurement, and coding rules must be made before the observations begin” (2002, p. 11). “In the case of human coding” according to Neuendorf, “the codebook and coding form must be constructed in advance” (2002, p. 11). Of course “a lot of exploratory work can and should be done before a final coding scheme is “set in stone” and that the “entire process may be viewed as a combination of induction and deduction” (2002, p. 11-12). For this research, both the Codebook and Code Form were developed prior to the research.

Reliability

Reliability in content analysis brings a certain level of controversy. Babbie (1995) states, “in the abstract, reliability is a matter of whether a particular technique, applied repeatedly to the same object, would yield the same result each time” (p. 124). Similarly, others define reliability as “the extent to which an experiment, test, or any

measuring procedure yields the same result on repeated trials” (Howell et al., 2005). Reliability calculations are addressed later in this chapter.

Neuendorf adds “when human coders are used in content analysis, this translates to intercoder reliability, or level of agreement among two or more coders” (2002, p. 12). Neuendorf suggests to “use at least two coders, to establish intercoder reliability” and that “coding should be done independently” (2002, p. 51). This research utilized two coders. Additionally, coders were given the four duplicate articles—the four articles that were chosen twice during the sample selection. These were coded twice by the coders and were compared to see if the same coder coded the same articles consistently.

Neuendorf asserts “without acceptable levels of reliability, content analysis measures are meaningless” (2002, p. 12). Bauer (2000) explains “no content analyst expects perfect reliability where human judgment is involved, and so the question of an acceptable level of reliability arises” (p. 132). Babbie cautions, “reliability, however, does not ensure accuracy any more than precision ensures it” (p. 124). Neuendorf suggests to “calculate a reliability figure (percent agreement, Scott’s *pi*, Spearman’s *rho*, or Pearson’s *r* for example) for each variable” (2002, p. 51). Since the data collected in this research are primarily nominal, percent agreement, Scott’s *pi*, and Cohen’s *kappa* were the appropriate statistics to calculate. These are included in Chapter 4, Results.

Validity

“In conventional usage,” according to Babbie (1995), “the term validity refers to the extent to which an empirical measure adequately reflects the real meaning of the

concept under consideration” (p. 127). In other words, validity is “the degree to which researchers measure what they claim to measure” (Williams, 1992, p. 29). Babbie (2002), is quick to point out, however, that “concepts don’t have real meanings” so one can never really say “whether a particular measure adequately reflects the concept’s meaning” (Babbie, 2002, p. 127).

Krippendorff (1980) asks the reader to consider the following trilemma regarding validity:

If the content analyst has no direct knowledge about what he is inferring, then he actually cannot say anything about the validity of his findings. If he possesses some knowledge about the context of the data and uses it in the development of his analytical constructs, then this knowledge is no longer independent from his procedure and cannot be used to validate the findings. And if he manages to keep the knowledge about the target of this inferences separate from his procedure, then the effort at inferring it from data is in fact superfluous and adds at best one incident to the generalization of the procedure (1980, p. 156).

Although validity is tough to assess and quantify, it can be addressed with four generally agreed upon types of validity: face validity, criterion-related validity, construct validity, and content validity. However, one cannot ever say with certainty that their study is completely valid.

This research only assessed face validity. Face validity is “the extent to which a measure, ‘on the face of things,’ seems to tap the desired concept” and “this requires the researcher to take a step back, so to speak, and examine the measures freshly and as objectively as possible” (Neuendorf, 2002, p. 115). It is “a type of validity based on someone’s judgment of the appropriateness of the measuring instrument or its content” (Katzner et al., 1991, p. 250). This aspect of internal validity is the “the rigor with which the study was conducted (e.g., the study’s design, the care taken to conduct measurements, and decisions concerning what was and wasn’t measured)” (Howell et

al., 2005). Indeed, care was taken in the study's design, training, instrument development, etc. to develop clear and appropriate measures. This research also took Neuendorf's suggestion to "have others review the measures, with no introduction to the purpose of the study, and have them identify what they think is being measured, a kind of back translation from operationalization to conceptualization" (2002, p. 115). This study attempted to ensure some measure of validity, albeit realizing that face validity is "perhaps the weakest form of validity" (Weber, 1985, p. 19).

Two participants who were not affiliated with the House Bill or any of the HHS agencies were solicited to help with a face validity assessment. They were given the codebook and code form with the "Purpose" section removed. They were asked to explain what they thought was being studied in this research. The first participant stated, "I believe that the research is measuring the impact of changes of HB 2292 and how it will affect all Social Service Programs impacting not only cost effectiveness but staffing and services offered to clients" (J. Davis, personal communication, July 27, 2005). The second participant stated, "this research seems to be measuring the advantages and disadvantages related to HB2292 and the different effects that will be seen in various areas touched by this program" (J. Sims, personal communication, July 28, 2005). Both responses were on target, especially given that the participants had not studied the bill or read the news coverage.

Other forms of validity are referred to in the literature, but will not be assessed in this research. First, criterion-related validity, according to Babbie (1995), is "sometimes called predictive validity and is based on some external criterion" (p. 127). According to a number of researchers, criterion-related validity is often difficult to assess (Babbie,

1995; Neuendorf, 2002; Kerlinger, 1986). Kerlinger (1986) asserts, “the single greatest difficulty of criterion-related validation is the criterion” (p. 419). Without a clear criterion or external predictive measures, the investigator recognizes that criterion-related validity is not measurable in this particular research.

Second, defined as “the extent to which a measure is related to other measures (constructs) in a way consistent with hypotheses derived from theory” (Carmines & Zeller as cited in Neuendorf, 2002, p. 117), construct validity is hard to attain. Neuendorf states, “many scholars cite the need for the establishment of construct validity (e.g. Folger et al., 1984; McAdams & Zeldow, 1993), good examples of the process are relatively few” (2002, p. 117).

Third, content validity is defined by some as “the extent to which the measure reflects the full domain of the concept being measured” (Carmines & Zeller as cited in Neuendorf, 2002, p. 116), and as “a general approach to determine the validity of a measuring instrument based on the apparent reasonableness of the measuring procedure or content of the instrument” (Katzner, Cook & Crouch, 1991, p. 246). Generally, construct validity is hard to attain and this research does not attempt to establish criterion-related, construct or content validity.

Transferrability

Generalizability, or transferability, is another aspect of research where controversy persists. Since “one can never be absolutely sure that the selected elements are truly representative unless the researcher goes to the trouble of gathering all elements in the population” (Potter, 1996, p. 130), certain assumptions are made by

researchers. The “crucial assumption is that if all elements in the population are given an equal chance of being selected, then the resulting sample was a microcosm of the population; that is the sample will truly represent the population (p. 130). Because the sample in this research was selected randomly, with each element having an equal chance of being selected each time, along with the size of the sample that is proportionally large as compared to the population, it is believed that the findings in this research are transgerrable to the entire population, but limited to only this population. The questions are broad enough that similar questions could be asked in other health and human services agency consolidation efforts.

Replicability

According to Neuendorf (2002), “the replication of a study is a safeguard against overgeneralizing the findings of one particular research endeavor” (p. 12). Replicability means “repeating a study, checking to see if the same results are produced each time” (Babbie, 1995, p. 21). “Whenever possible, research reports should provide enough information about the methods and protocols so that others are free to conduct replications” (Neuendorf, 2002, p. 12). This study has included enough information so that the same study could be repeated with the repeatable results. The entire population, Codebook and Coding Form are included in the Appendices; the sampling method is discussed above; and the coding results are presented in Chapter 4.

Results of Newspaper Content Analysis

It was anticipated that the Texas newspapers would focus on the following categories cost savings; impact to services, programs, and clients including Medicaid, Nursing Homes, Food Stamps, Temporary Assistance for Needy Families (TANF), Child Health Insurance Program (CHIP), and Mental Health; consolidation/reorganization of Health and Human Service agencies; reduction of state jobs/layoffs; changes in ways to request benefits; privatization of social services; and increased lawmaking power given to the Health and Human Services Commission. Generally, it is anticipated that the coverage related to cost savings was positive whereas coverage of the other topics is expected to be negative. Lastly, it is expected that coverage related to reduction of state jobs/layoffs was overwhelmingly negative and the predicted numbers in the thousands. These findings reveal factors that demonstrate both the magnitude of the consolidation effort as well as the impacts to the agency knowledge workers.

Reliability Calculations of Newspaper Content Analysis

Recognizing the controversy surrounding reliability and content analysis, to the extent possible, this research aimed to ensure that, given the same methods applied again, it would produce the same results. In content analysis, one generally accepted reliability measure is intercoder reliability and this research utilized two independent coders to establish intercoder reliability. Calculation of several reliability figures for each category can demonstrate agreement and account for the probability that results are due simply to chance.

First, simple agreement can be measured two ways—Percentage Agreement, or crude agreement, and Holsti’s reliability coefficient. A simple percentage agreement is “concerned with whether coders agree as to the precise values assigned to a given variable” (Neuendorf, 2002, p. 149). This statistic has a possible value of 0 (representing no agreement) and 1 (representing complete agreement) is calculated as follows:

$$PA_O = A / n$$

where PA_O represents proportion agreement observed, A represents the number of agreements between the coders and n represents the total number of units, newspapers articles in this case (Neuendorf, 2002, p. 149). The average Percentage Agreement for the 12 categories was calculated at 0.863 demonstrating agreement in the two coders by category. Table 2 shows the Percentage Agreement statistics by category.

Table 2
Percentage Agreement for 12 Categories

Unit	PA_O	% Agreement
Cost Savings	0.800	80%
Medicaid	0.870	87%
Nursing Home	0.980	98%
Food Stamp	0.900	90%
TANF	0.930	93%
CHIP	0.910	91%
Mental Health	0.950	95%
Consolidation/Reorganization	0.740	74%
State jobs/layoffs	0.800	80%
Ways to request benefits	0.830	83%
Privatization of social services	0.750	75%
Lawmaking power to HHSC	0.900	90%

Holsti's reliability coefficient measures the same agreement but with a slightly different calculation:

$$PA_O = 2 A / (n_A + n_B)$$

where PA_O represents proportion agreement observed, A represents the number of agreements between the coders, n_A and n_B represent the total number of units, newspapers articles in this case coded by coder A and Coder B respectively (Neuendorf, 2002). This statistic also has a possible value of 0 (representing no agreement) and 1 (representing complete agreement). Holsti's reliability coefficient for the 12 categories was also calculated at 0.863 demonstrating agreement in the two coders by category.

Second, since the simple Percent Agreement and Holsti's reliability coefficient calculations do not account for chance agreement of coder's scores (Neuendorf, 2002, p. 149), other popular coefficients can provide the researcher "beyond-chance indicators" to assess agreement. "Beyond-chance" agreement indicators can assist in better understanding agreement in that these indicators take into account that "some portion of the coders' agreement must be considered to be due to chance" (Neuendorf, 2002, p. 150).

Scott's π (π) uses a "joint distribution across two coders" accounting for "not just the number of categories but how these categories are used by the coders" (Neuendorf, 2002, p. 150). This statistic "assumes nominal-level data and ignores differences in how the two coders distribute their evaluations across coding categories" (Neuendorf, 2002, p. 150). Scott's π (π) is calculated as follows:

$$\text{Scott's } \pi (\pi) = (PA_O - PA_E) / (1 - PA_E)$$

where PA_O represents proportion agreement observed, PA_E is the sum of the joint marginal proportions ($\sum p_i^2$ where p_i = each joint marginal proportion (Neuendorf, 2002, p. 155). This statistic has the following possible values:

- Between 0 to 1 represents agreement at a chance level
- Less than 0 represents agreement less than chance
- Represents perfect agreement (Neuendorf, 2002, p. 150).

The average Scott's $\rho_i (\pi)$ for the 12 categories was calculated at 0.753 demonstrating agreement at a chance level of the two coders by category. Table 3 shows the Scott's $\rho_i (\pi)$ statistics by category.

Table 3

Scott's $Pi (\pi)$ for 12 Categories

Unit	Scott's $\rho_i (\pi)$
Cost Savings	0.701
Medicaid	0.769
Nursing Home	0.921
Food Stamp	0.742
TANF	0.810
CHIP	0.824
Mental Health	0.836
Consolidation/Reorganization	0.655
State jobs/layoffs	0.715
Ways to request benefits	0.759
Privatization of social services	0.610
Lawmaking power to HHSC	0.698

Similarly, Cohen's $kappa (\kappa)$ uses a joint distribution across two coders but also attempts to "take into account the differences in coders' distributions by using a multiplicative term instead of an additive one" (Cohen, 1960 as cited in Neuendorf, 2002, p. 150). This statistic also assumes nominal-level data and is calculated as follows:

$$\text{Cohen's } \kappa = (\text{PA}_O - \text{PA}_E) / (1 - \text{PA}_E)$$

where PA_O represents proportion agreement observed, and PA_E is calculated

$$\text{PA}_E = (1 / n^2) (\sum pm_i)$$

where n = represents number of units coded in common by coders and pm_i = each product of marginals (Neuendorf, 2002, p. 155). Cohen's *kappa* (κ) statistic has the same possible values as Scott's *pi* (π):

- Between 0 to 1 represents agreement at a chance level
- Less than 0 represents agreement less than chance
- Represents perfect agreement (Neuendorf, 2002, p. 150).

The average Cohen's *kappa* (κ) for the 12 categories was calculated at 0.755 demonstrating agreement at a chance level of the two coders by category. Table 4 shows the Cohen's *kappa* (κ) statistics by category.

Table 4

Cohen's Kappa (κ) for 12 Categories

Unit	Cohen's <i>kappa</i> (κ)
Cost Savings	0.704
Medicaid	0.770
Nursing Home	0.921
Food Stamp	0.742
TANF	0.810
CHIP	0.824
Mental Health	0.837
Consolidation/Reorganization	0.660
State jobs/layoffs	0.717
Ways to request benefits	0.759
Privatization of social services	0.617
Lawmaking power to HHSC	0.700

Reliability for Interview Response Coding

To the extent possible, this research aimed to ensure that, given the same methods applied again, it would produce the same results and utilized two independent coders to establish intercoder reliability. Calculation of several reliability figures for each category demonstrates agreement as well as account for the probability that the results are due simply to chance.

First, a simple agreement was calculated. With the possible value of 0 (representing no agreement) and 1 (representing complete agreement), the calculated statistic represented strong average Percentage Agreement for the 34 categories with a value of 0.922. Holsti's reliability coefficient, which measures the same agreement but with a slightly different calculation, yielded the same value.

To ensure the agreement is beyond-chance Scott's *pi* (π) and Cohen's *kappa* (κ) were calculated. Scott's *pi* (π) and Cohen's *kappa* (κ) statistic can be between 0 to 1 (representing agreement at a chance level), less than 0 (representing agreement less than chance), and 1 (representing perfect agreement) (Neuendorf, 2002, p. 150). Values of 0.841 for Scott's *pi* (π) and 0.856 Cohen's *kappa* (κ) for the 34 categories, demonstrate agreement at a chance level of the two coders by category.

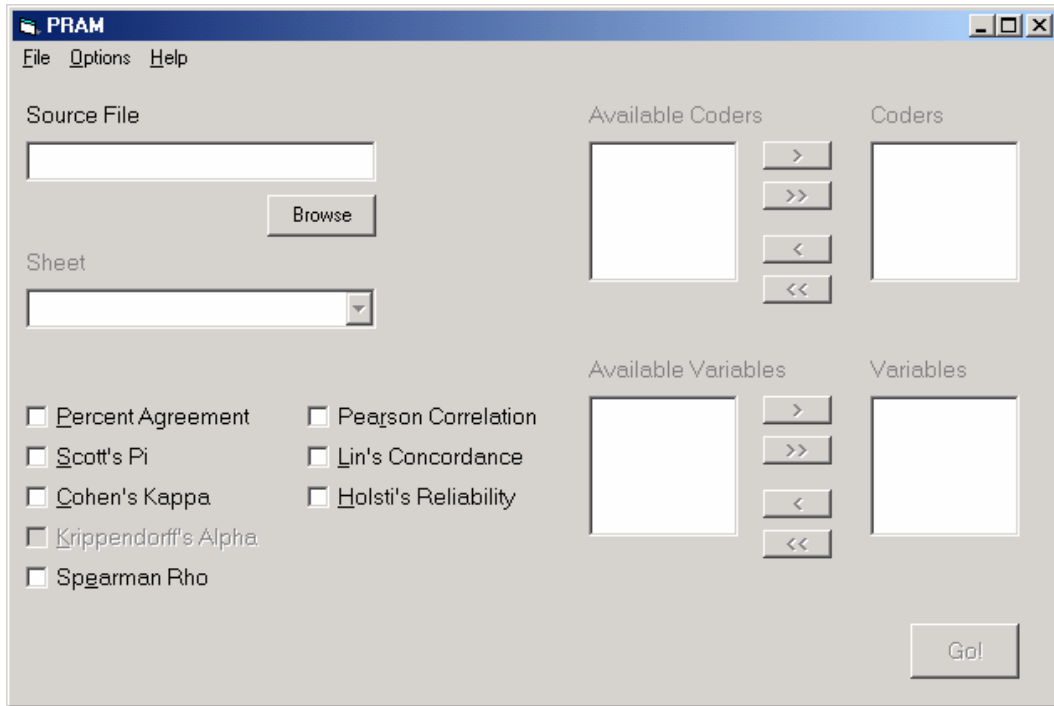
Tools for Reliability Calculations

All coding was collected in paper form and entered into a spreadsheet. The Code Form, as discussed in Chapter 2, was the coder's tool to record codes. These codes were input into a spreadsheet for further analysis allowing for complex calculations as well as graphical depiction of data.

For the reliability calculations, a freeware tool from Skymeg Software (available at <http://www.geocities.com/skymegsoftware>) called PRAM: Program for Reliability Assessment with Multiple Coders was used. This software is currently in alpha release and is referenced in Neuendorf's *The Content Analysis Guidebook*, a Sage Publication on content analysis. PRAM utilizes I's input file to quickly calculate the following reliability measures used for this research: Percent Agreement, Scott's Pi, Cohen's Kappa and Holsti's Reliability. Additionally, PRAM can calculate the following other statistics that were not appropriate for the data in this research: Spearman Rho, Pearson Correlation, Lin's Concordance.

To utilize this tool, the user downloads the application and creates a readable Excel input file. This file includes variable names, coder ids, unit ids and variables in a specified format. The input file used for this research is included in Appendix K. The interface tool allows the researcher to select a file and then choose available coders, available variables and select which statistics I wishes to calculate. Figure 2 shows the input interface for this tool.

Figure 2. PRAM (program for reliability assessment with multiple coders input) interface.



I also wanted to calculate a simple percentage within each article between Coder 1 and Coder 2 for all articles to determine, generally did the two coders tend to agree or disagree on their coding by article. This calculation shows the coders tended to agree. These are presented in Table 5.

Table 5

Percentage Agreement – Coder 1 and Coder 2 for All Articles

Article #	Total A's	Total D's	Total A's/n	% Agreement
001	12	0	1.00	100%
002	11	1	0.92	92%
003	12	0	1.00	100%
004	8	4	0.67	67%
005	9	3	0.75	75%
006	10	2	0.83	83%
007	8	4	0.67	67%
008	10	2	0.83	83%
009	10	2	0.83	83%

(table continues)

Table 5 (continued).

Article #	Total A's	Total D's	Total A's/n	% Agreement
010	12	0	1.00	100%
011	10	2	0.83	83%
012	12	0	1.00	100%
013	12	0	1.00	100%
014	12	0	1.00	100%
015	11	1	0.92	92%
016	11	1	0.92	92%
017	9	3	0.75	75%
018	9	3	0.75	75%
019	11	1	0.92	92%
020	11	1	0.92	92%
021	10	2	0.83	83%
022	12	0	1.00	100%
023	12	0	1.00	100%
024	12	0	1.00	100%
025	8	4	0.67	67%
026	12	0	1.00	100%
027	12	0	1.00	100%
028	9	3	0.75	75%
029	9	3	0.75	75%
030	9	3	0.75	75%
031	9	3	0.75	75%
032	11	1	0.92	92%
033	10	2	0.83	83%
034	9	3	0.75	75%
035	8	4	0.67	67%
036	8	4	0.67	67%
037	11	1	0.92	92%
038	10	2	0.83	83%
039	9	3	0.75	75%
040	12	0	1.00	100%
041	9	3	0.75	75%
042	11	1	0.92	92%
043	9	3	0.75	75%
044	11	1	0.92	92%
045	10	2	0.83	83%
046	9	3	0.75	75%
047	10	2	0.83	83%
048	11	1	0.92	92%
049	10	2	0.83	83%

(table continues)

Table 5 (continued).

Article #	Total A's	Total D's	Total A's/n	% Agreement
050	11	1	0.92	92%
051	9	3	0.75	75%
052	9	3	0.75	75%
053	9	3	0.75	75%
054	11	1	0.92	92%
055	8	4	0.67	67%
056	9	3	0.75	75%
057	9	3	0.75	75%
058	10	2	0.83	83%
059	9	3	0.75	75%
060	10	2	0.83	83%
061	9	3	0.75	75%
062	10	2	0.83	83%
063	9	3	0.75	75%
064	12	0	1.00	100%
065	12	0	1.00	100%
066	12	0	1.00	100%
067	10	2	0.83	83%
068	12	0	1.00	100%
069	12	0	1.00	100%
070	9	3	0.75	75%
071	11	1	0.92	92%
072	12	0	1.00	100%
073	11	1	0.92	92%
074	11	1	0.92	92%
075	12	0	1.00	100%
076	10	2	0.83	83%
077	11	1	0.92	92%
078	11	1	0.92	92%
079	10	2	0.83	83%
080	11	1	0.92	92%
081	10	2	0.83	83%
082	12	0	1.00	100%
083	12	0	1.00	100%
084	11	1	0.92	92%
085	10	2	0.83	83%
086	11	1	0.92	92%
087	11	1	0.92	92%
088	12	0	1.00	100%
089	10	2	0.83	83%

(table continues)

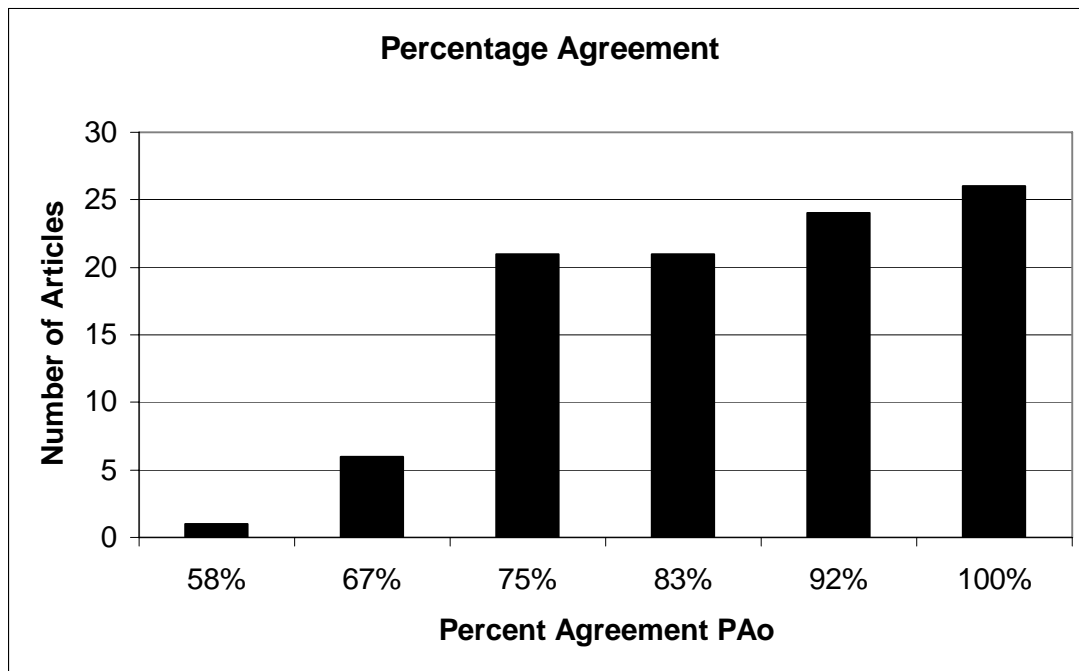
Table 5 (continued).

Article #	Total A's	Total D's	Total A's/n	% Agreement
090	10	2	0.83	83%
091	7	5	0.58	58%
092	12	0	1.00	100%
093	12	0	1.00	100%
094	11	1	0.92	92%
095	12	0	1.00	100%
096	12	0	1.00	100%
097	10	2	0.83	83%
098	11	1	0.92	92%
099	11	1	0.92	92%
100	11	1	0.92	92%

Note. A=Agree. D=Disagree. $n=12$.

These results are also presented graphically in Figure 3.

Figure 3. Percentage agreement (PA_o): Coder 1 and Coder 2 for all articles.



FTE and Budget Data Collection

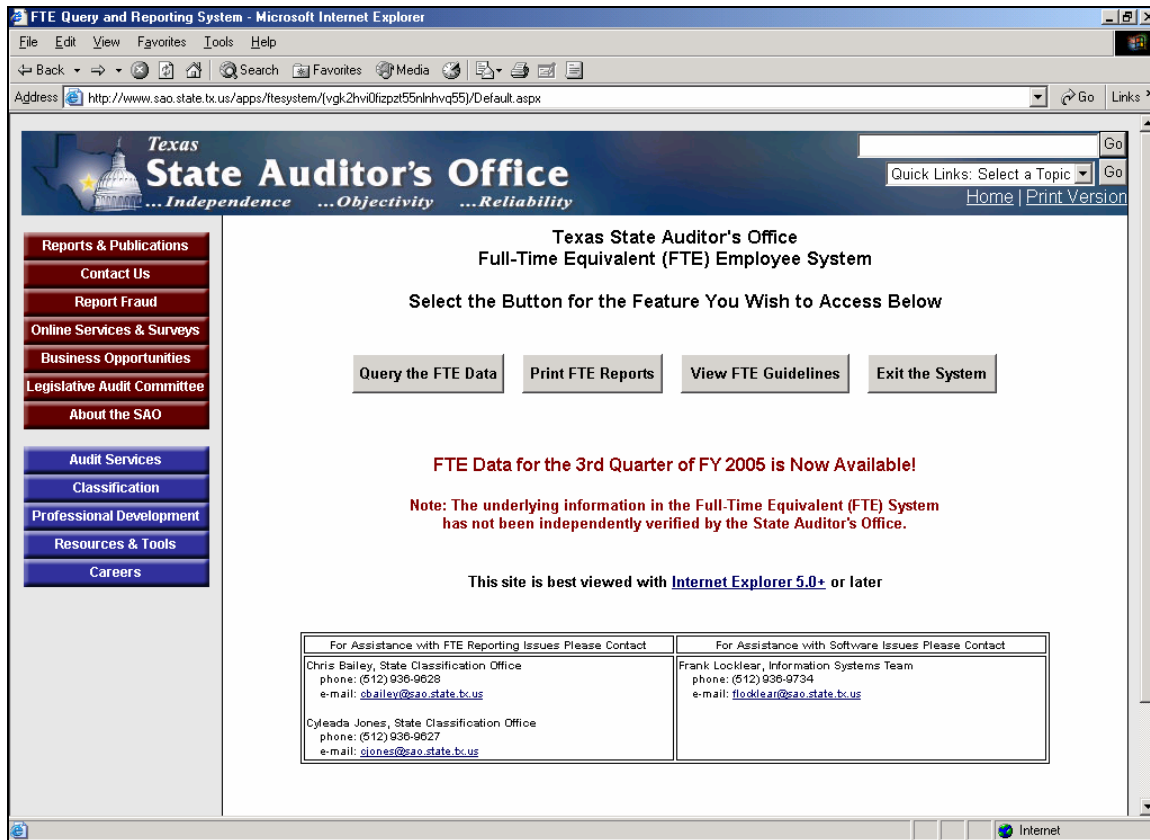
Originally, I thought I would need to interview staff from each of the agencies to find out the answers to those questions; however, I have since learned that both are a matter of public record and are available online as part of official state agency reporting.

Data Collection

In accordance with the Texas Government Code, Chapter 2052, Subchapter B, state agencies are required to report its number of full-time equivalent (FTE) employees. An FTE is defined as “an employee who maintains a workweek of at least 40 hours, including authorized vacation and leave, is a full-time equivalent employee” (Government, 1997). FTEs are “calculated by dividing the total number of paid hours in a quarter by the number of hours in the quarter” (State Auditor's Office, FTE).

Data from these required reports are maintained by the Texas State Auditor's Office (SAO) and is available online via the SAO's Full-Time Equivalent (FTE) Employee System (State Auditor's, Full-Time, n. d.). This information is available to the public and can be queried to find FTE counts by agency, groups of agencies; by quarter or over a range of quarters. This research tapped into this data resource to obtain FTE counts for the Health and Human Services agencies from fiscal year 2002 (September 1, 2001) through the third fiscal quarter 2005 (May 31, 2005). At the time of this research, the fourth quarter numbers were not yet available.

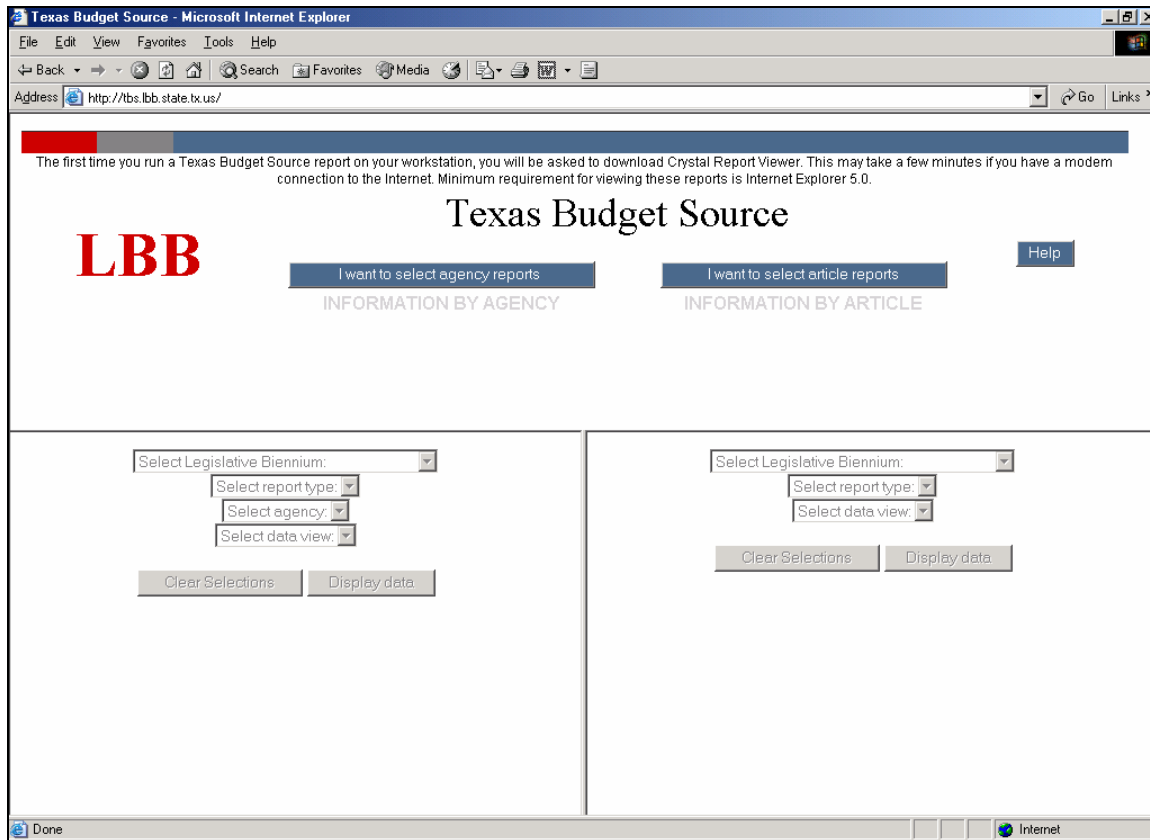
Figure 4. Texas State Auditor's Office full time equivalent (FTE) employee system.



The Legislative Budget Board (LBB) maintains the Texas Budget Source, an online report generator that allows the general public information to inquire and generate reports regarding the state budget for Texas. The system extracts data from the LBB's Automated Budget and Evaluation System of Texas (ABEST). Using this tool, users can generate biennium-specific budget reports. I utilized this online tool to pull budget data by Article. An article is "a major division of a bill, used in the General Appropriations Act to group agencies into similar functions" (LBB Texas Budget Source, n. d.). Although this research is really only interested in the Health and Human Services budget, all articles were presented in the charts to put Article 2 in context with the Texas budget as a whole. It is believed that both FTE counts and overall HHS budget would

both decrease. Whether through attrition or as a result of consolidation, the LBB estimated 1,102 FTE losses in FY 2004 and another 2,162 in FY2005 (Zavala, July 03, 2004).

Figure 5. Legislative Budget Board's Texas Budget Source System.



Assumptions and Limitations

It is assumed that the agency interview participants did not need to be limited via sampling. The volunteer sample of eleven respondents was a manageable number of target participants to review manually.

It is assumed that interviewer bias was limited by using a semi-structured interview approach. It is assumed that the interview responses contained accurate

responses without any regard to I. Furthermore, I only utilized information available through the research methods discussed in this chapter to research this topic.

This research was aimed at finding what Texas did to retain knowledge during a time of such great change as well as to determine what one can learn from HB 2292 implementation related to knowledge retention to make future state consolidations even better. As such, it is assumed that interview participants were free to answer questions openly and honestly, confident that their answers would be grouped with the others and only referenced with their alias to maintain confidentiality.

The scope of the questions asked was a limitation. Given unlimited time and resources, there are many topics in knowledge management that warrant exploration. However, this research was limited to the research questions outlined above. Many other HB 2292 research projects and audits will be conducted in the future relating to integrated eligibility determination, call centers, outsourcing of key functions (i.e.: Human Resources, Purchasing), etc., all of which are outside the scope of this research which is purposefully limited to media coverage and knowledge management impacts.

The number of agencies participating will influence the results. The population of all state workers impacted by HB 2292 was over 45,000 employees. In order to identify potential interview candidates, the Government Relations Department was contacted and they were able to provide a list of potential interviewees. Of the employees on the list, only six of the agencies were represented; however, the six agencies are a good microcosm for the entire HHS enterprise. The results and conclusions are based only on representation of the participating agencies. It is assumed that I was able to obtain enough data to draw sound conclusions from that data.

The quality of the interview responses was influenced by the insight of the person responding to the inquiry. It is assumed throughout this study that people represent the knowledge they have attained—people are the knowledge. This is true for responses to the interview questions as well as in the phenomena being studied. By utilizing structured interview questions it is hoped I and respondents were able to have the opportunity for insightful dialog.

In the content analysis of Texas's newspapers, it is possible that some articles related to HB 2292 were inadvertently overlooked due to (1) not having a comprehensive list of newspapers across Texas, (2) articles may have discussed issues related to HB 2292 without actually mentioning the bill number in the article (this is especially true when it was still being debated in the House and Senate before passage), (3) the article falls outside of the date range, and (3) limitations of online newspaper search tools. Every attempt was made to capture a definable population list based on set search criteria.

Finally, the scope of this research is limited to the HHS in Texas and, as such, will not tap into the complex knowledge management and knowledge sharing issues among all state agencies in the public sector. This research may serve as a model for future research of other state agencies and their relationships with regard to knowledge management in times of great change.

Summary

This study looks at knowledge management during times of great organizational change to determine the impacts on knowledge workers as well as if the organizational

change diminished the ability to transition from tacit to explicit knowledge. The methodological design for data collection was semi-structured interviews with knowledge workers in the HHS agencies supplemented with data from content analysis of media coverage related to HB 2292 and agency FTE and Budget demographic data. Analysis of the data is discussed further in Chapter 4.

CHAPTER 4

RESULTS

Introduction

This chapter describes the results of the research project as described in Chapter 3. In order to determine what happened to the knowledge management during times of change and to determine if the organizational change diminishes the ability to transition from tacit to explicit knowledge, interviews were conducted with selected subjects that played an active role in the HB2292 consolidation. The goal was to understand what happens to knowledge workers and knowledge documents in a time of great change. Additionally, I wanted to better understand how 12 pre-determined topics related to HB 2292 were presented in the Texas newspaper media as a means to better understand the impacts on knowledge workers and knowledge documents as a result of major organizational restructuring. The topics were selected based on important issues as presented by advocate groups as discussed in Chapter 2. Topics such as cost savings, impacts to client services, loss of state jobs, changes in the way clients apply for services and privatization of state government work demonstrate the magnitude of the change. Additionally, this study utilized public domain websites from the Texas State Auditor's Office and Legislative Budget Board to discover if, as predicted, both full-time equivalent (FTE) employees as well as overall Health and Human Services budgets decreased during this time of great transition. The information in this chapter presents the findings as well as the analysis of the research.

Interviews With Knowledge Workers

This study looked at how the HHS agencies prepared for the transition and job losses by utilizing knowledge management and the impacts of these losses on knowledge workers and knowledge documents.

The Data

The research conducted interviews of key staff from the HHS agencies in order to determine the effects of knowledge management during the transition. Knowledge workers were asked a standardized set of open-ended questions regarding knowledge management in both the legacy agencies and new agencies formed from the HB 2292 consolidation effort. These questions are directly related to the research question and sub-questions presented in Chapter 1. The eleven respondents represented six of the legacy and new agencies.

Table 6

Interviewee Breakdown by Legacy Agency and New Agency

<u>Legacy Agency</u>	<u>Respondents</u>	<u>New Agency</u>	<u>Respondents</u>
MHMR	7	DADS	8
DHS	3	HHSC	2
TDOA	1	DSHS	1
Total	11	Total	11

The eleven respondents were divided into categories such that I would ensure that I had responses from all 6 agencies. When answering the questions, respondents were asked to answer from either their legacy or new agency perspective.

Table 7

Interviewee Representation from Legacy Agency and New Agency

Legacy Agency	Respondents	New Agency	Respondents
MHMR	2	DADS	3
DHS	2	HHSC	2
TDOA	1	DSHS	1
Total	5	Total	6

Additionally, the respondents varied on years of state service from just over five years to over 25 years.

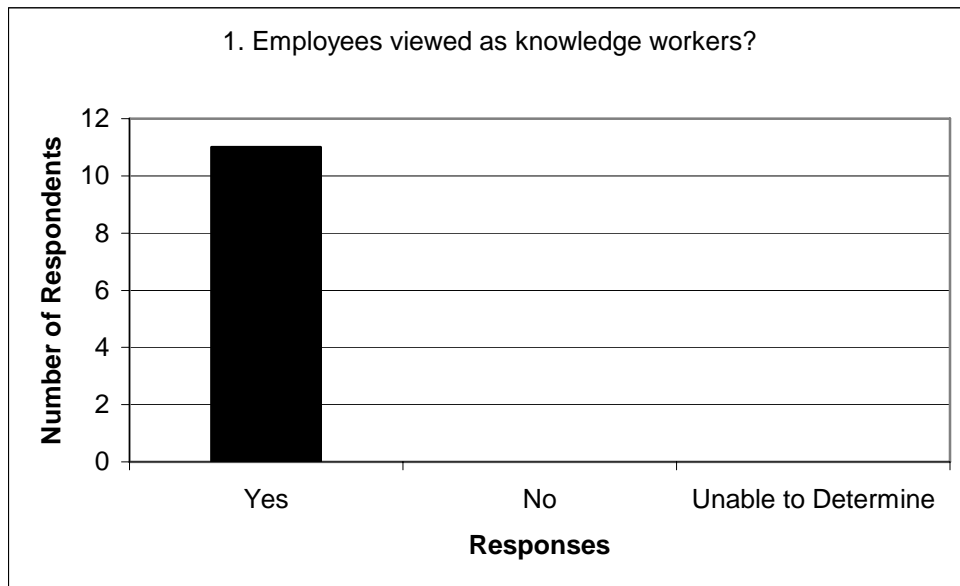
To determine the categories and establish the framework for the research, I used qualitative research methods to determine the variables. Neuendorf (2002) states “when existing theory or research literature cannot give a complete picture of the message pool, the researcher may take a more practical approach” by “conducting a qualitative scrutiny of a representative subset of the content to be examined” (p. 102-103). “In this way”, Neuendorf explains, “variables emerge from the message pool, and the investigator is well grounded in the reality of the messages” (p. 103).

Hypothesis Testing of Anticipated Results of Interview Analysis

Question 1

Question 1 was “Were staff in your agency viewed as knowledge workers?” The expected result of this question was that all respondents would acknowledge that staff in their agency (legacy or new) that their employees (or at least some of them) are indeed knowledge workers. In fact, all respondents indicated their employees are viewed as knowledge workers.

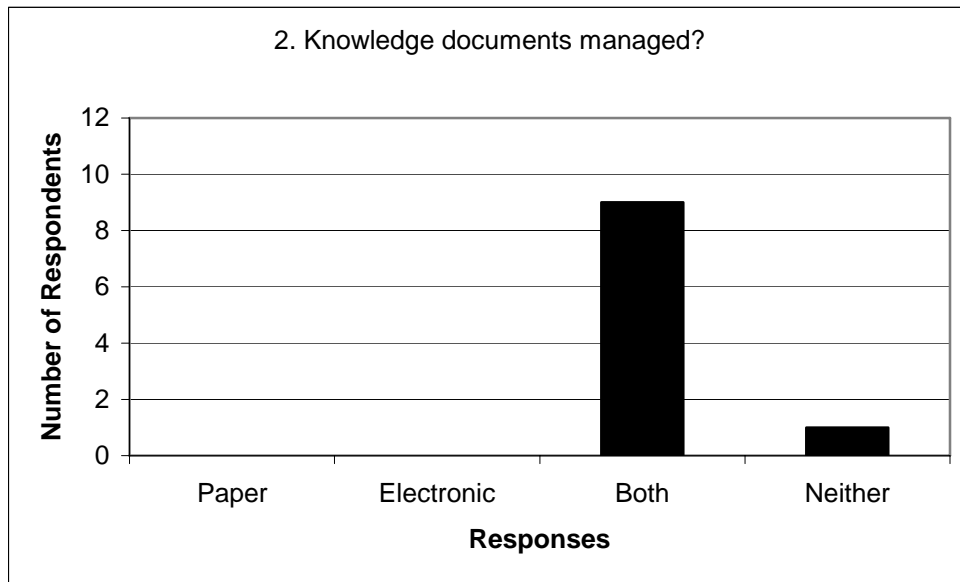
Figure 6. Combined average frequencies: Question 1.



Question 2

Question 2 asked, "How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?" Knowledge documents represent the explicit knowledge available to the knowledge worker. It is anticipated that all respondents will acknowledge that their agency has/had both paper and electronic knowledge documents and they were managed in some fashion. Indeed, almost all answered as expected proving that there was some attempt to manage the organizational knowledge.

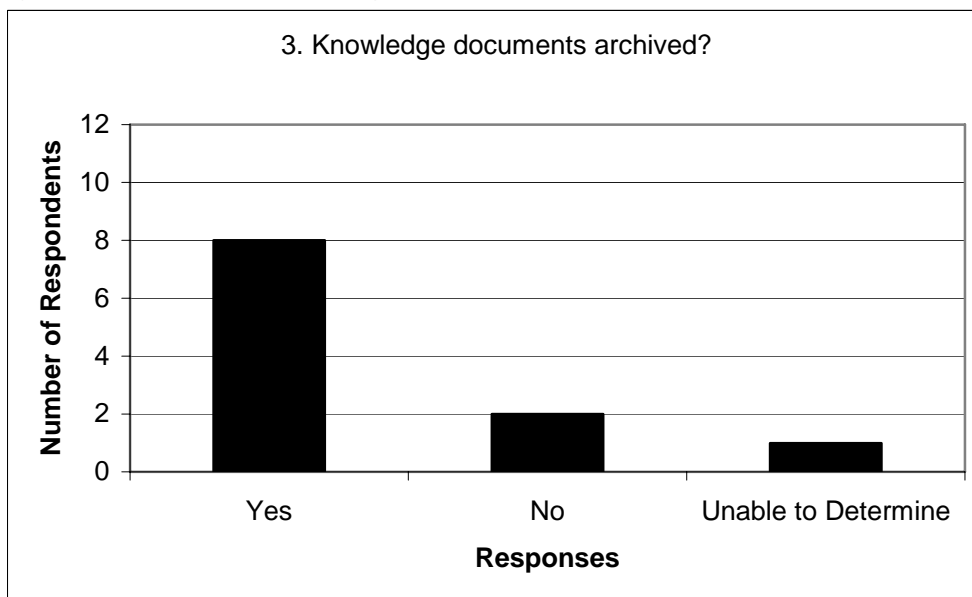
Figure 7. Combined average frequencies: Question 2.



Questions 3 and 4

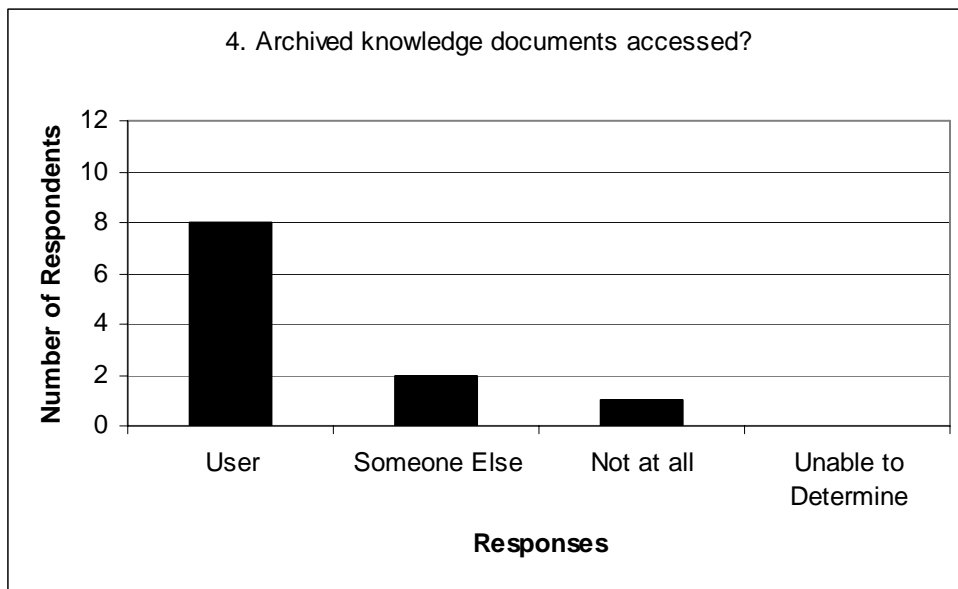
Question 3 is "Were knowledge documents for your agency archived prior to consolidation?" Question 3 established there is/was an agency initiative to archive the institutional knowledge as anticipated.

Figure 8. Combined average frequencies: Question 3.



Question 4 follows up to inquire, “If so, how are the archived documents now accessed?” Question 4 was asked to understand how the archived documents are accessed-by the user themselves or do they require assistance of other people to get to their knowledge documents. As expected, some knowledge documents are accessible by the users, but others are inaccessible without the reliance on other people (internal or external to the agency) for access to these knowledge documents.

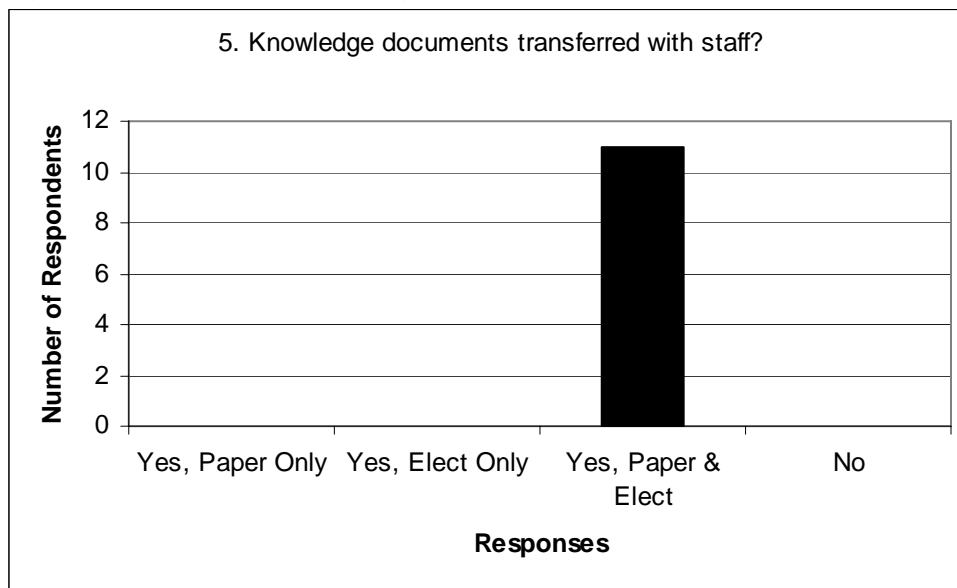
Figure 9. Combined average frequencies: Question 4.



Question 5

Question 5 asks “For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.” My hunch was that most people boxed up their paper files and that most made copies of their key knowledge documents on disks or CDs or pushed those files to a central server to be maintained their during the consolidation.

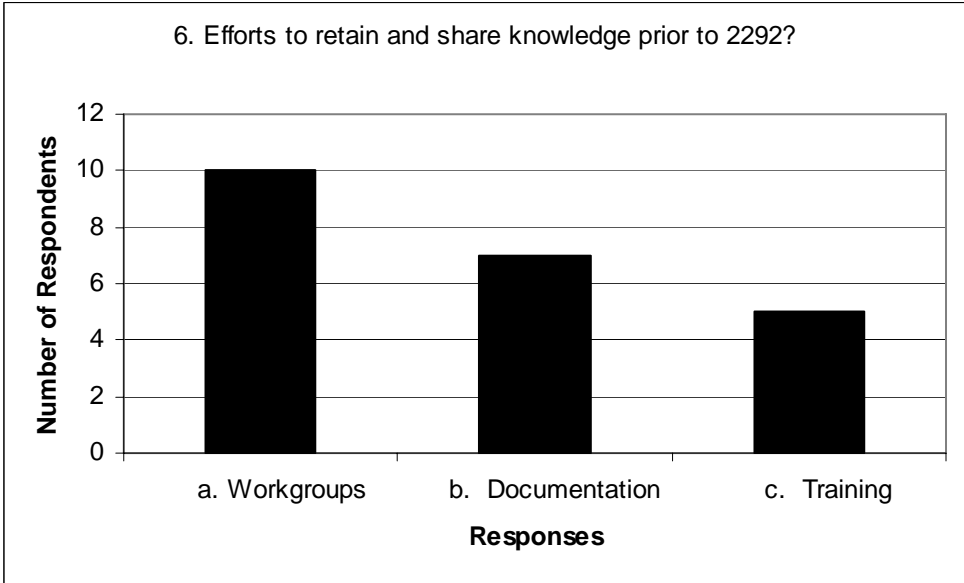
Figure 10. Combined average frequencies: Question 5.



Questions 6, 7 and 11

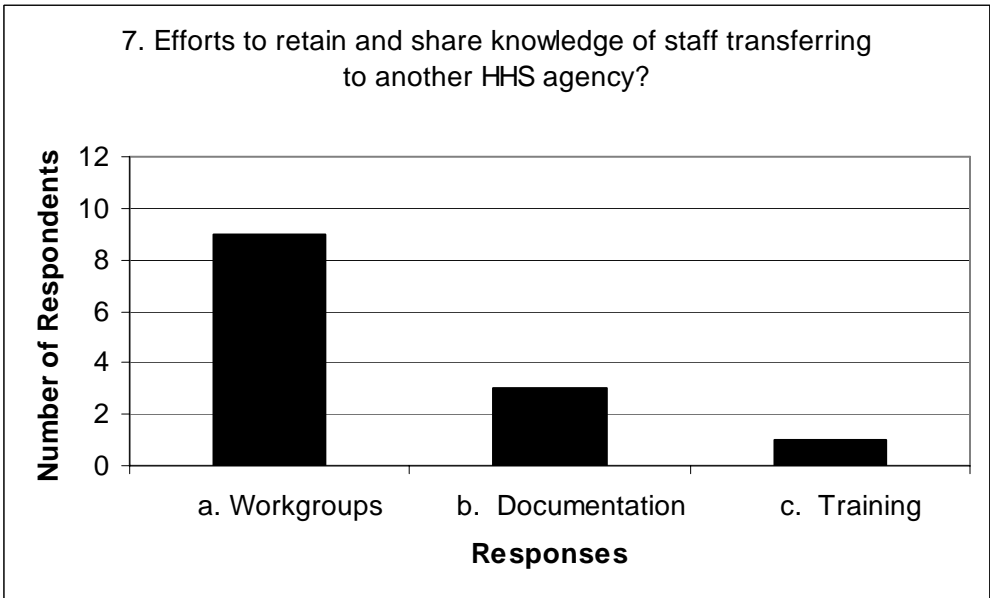
Question 6 is “What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?” This question will solicit information from the interviewee regarding what efforts were undertaken to retain the knowledge during the transition. In reviewing the responses to determine categories, three categories were uncovered: workgroups, documentation and training. It was anticipated that the responses to Question 6 would show that there were initiatives to retain and share knowledge generally.

Figure 11. Combined average frequencies: Question 6.



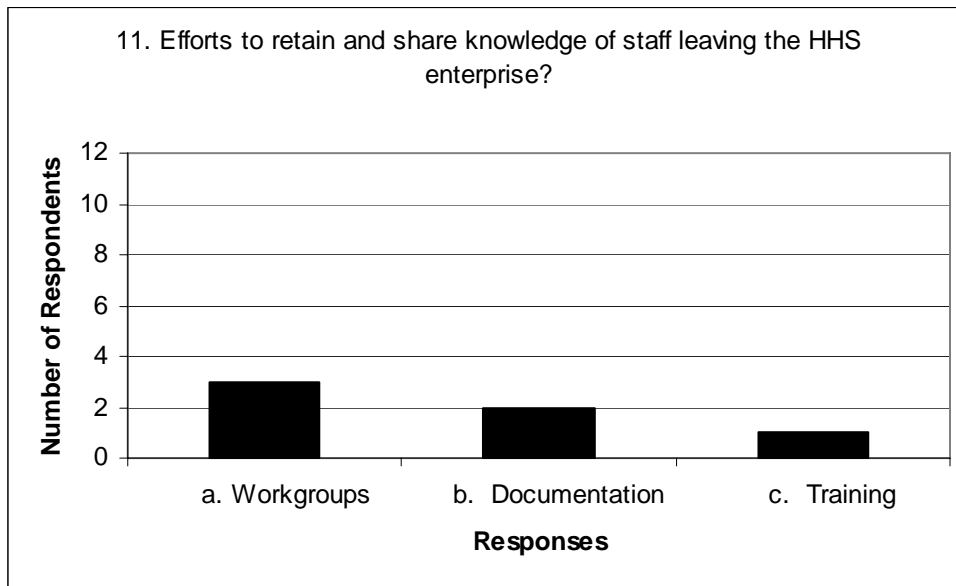
Question 7 drills down and asks the same question focusing specifically on the people that were transferring to another agency. It was anticipated that the responses to Question 7 would show that there were not any additional initiatives to retain and share knowledge. In fact, when it came to workgroups, the numbers were almost identical with question 6, but documentation and training dropped down.

Figure 12. Combined average frequencies: Question 7.



Similarly, Question 11 asks the identical question but with regard to retaining knowledge by employees that were transferring to a non-HHS agency, retired or terminated employment. As expected, no specific additional efforts were undertaken to retain and share knowledge by those transferring to another agency (either HHS or non-HHS, retiring or terminating employment).

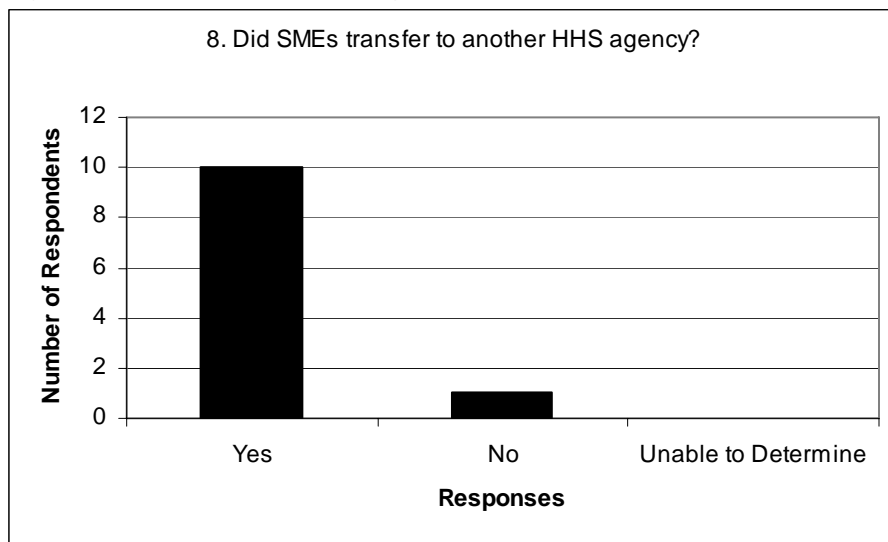
Figure 13. Combined average frequencies: Question 11.



Question 8

Question 8 is “Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?” Question 8 confirmed the hypothesis that Subject Matter Experts transferred to multiple agencies in most instances. There are exceptions to this rule, for example all staff from TDOA transferred to DADS but, generally speaking, the Subject Matter Experts from the various legacy agencies went to multiple new agencies under HB 2292.

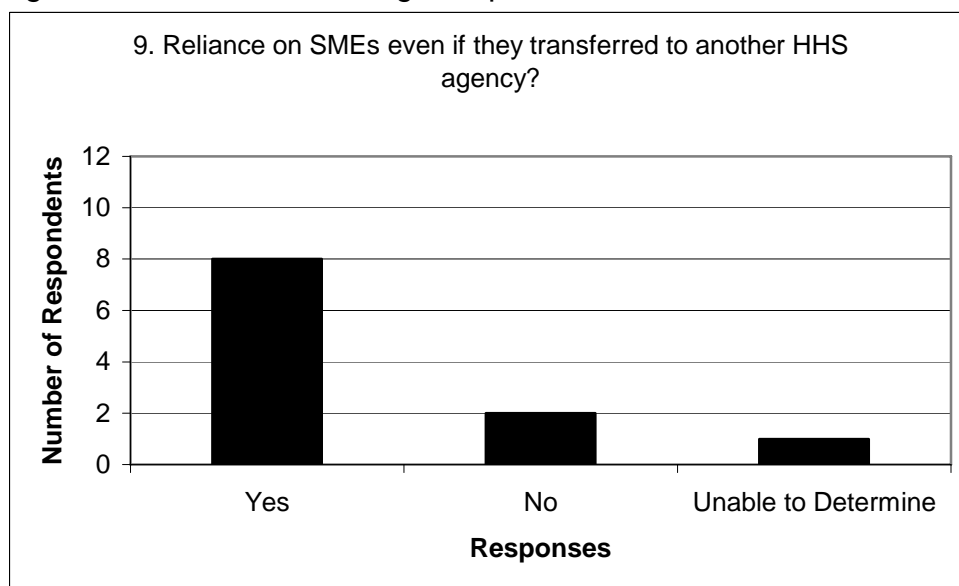
Figure 14. Combined average frequencies: Question 8.



Question 9

Question 9 asked “During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?” The responses to Question 9 indicated that staff did rely on other Subject Matter Experts regardless of the new agency to which they transferred.

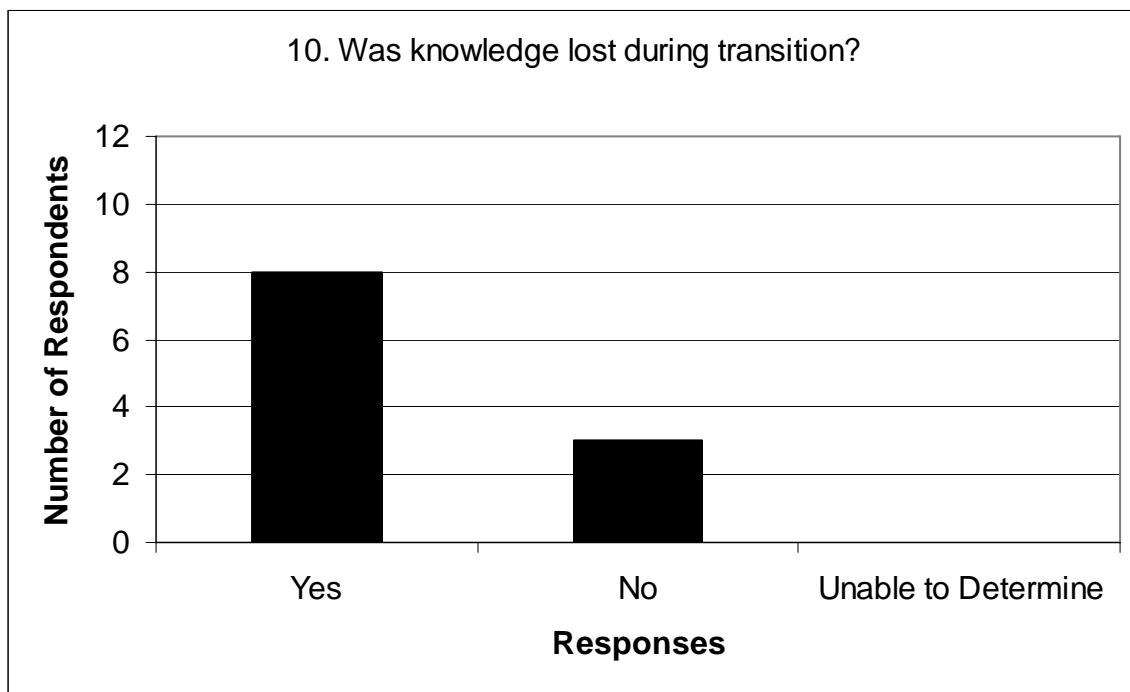
Figure 15. Combined average frequencies: Question 9.



Question 10

Question 10 asks the interviewees “Do you believe knowledge was lost during the transition?” Through such a hectic transition period, spurred on by retirement incentives and large turnover rates, it is anticipated that all participants will agree that some knowledge was lost during the consolidation. The interviewees confirmed that hypothesis.

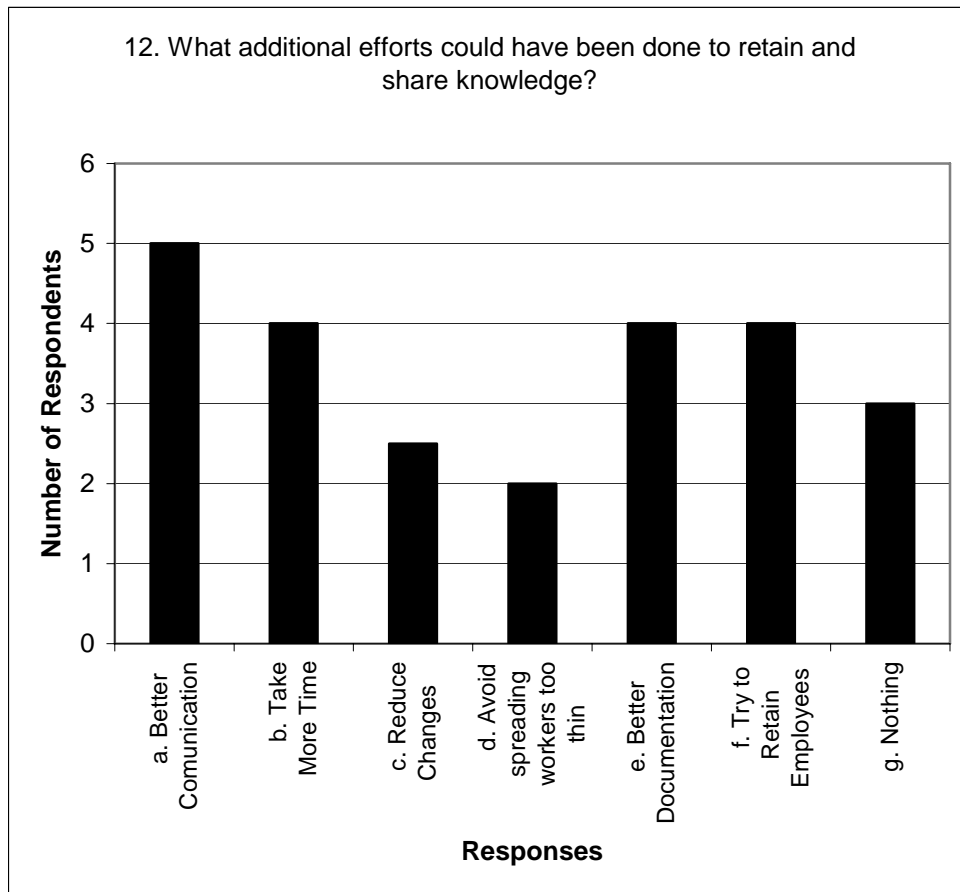
Figure 16. Combined average frequencies: Question 10.



Question 12

Question 12 asks the interviewees to ponder “What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?” As expected, the respondents had ideas on what additional efforts could have been done. These are recounted in Figure 37.

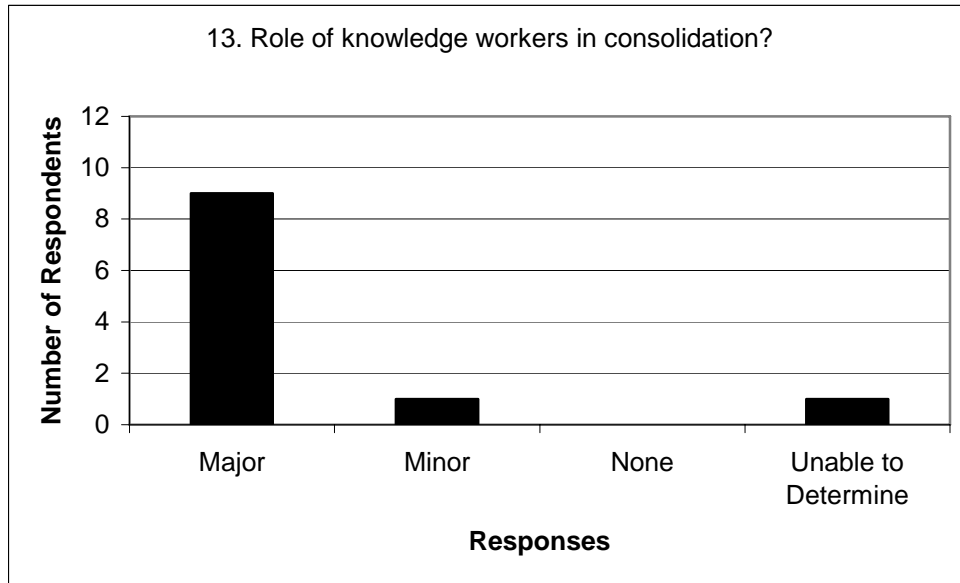
Figure 17. Combined average frequencies: Question 12.



Question 13

Question 13 is “What role did knowledge workers play in consolidation within your agency?” It was anticipated that the respondents would reveal that knowledge workers played a major role in the consolidation. This was confirmed by their responses.

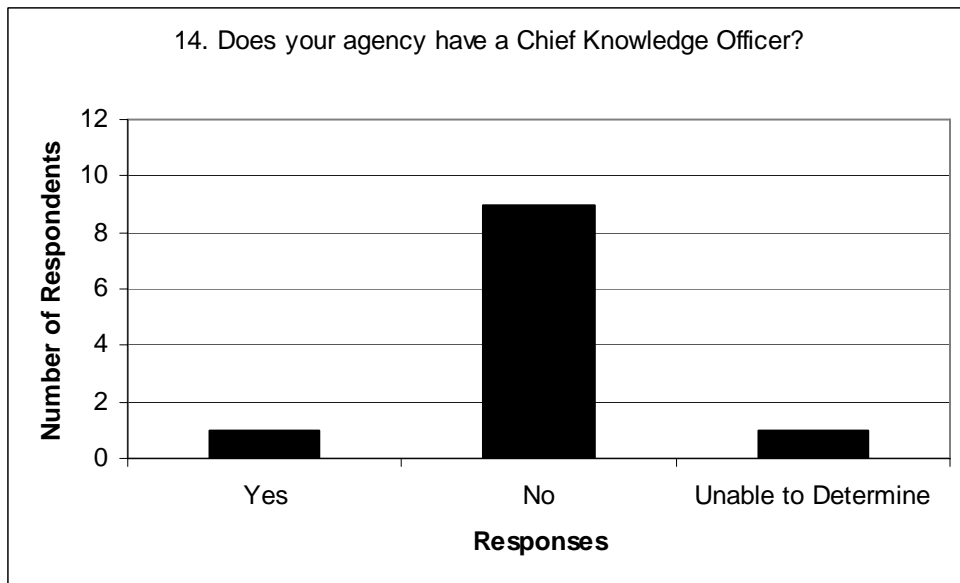
Figure 18. Combined average frequencies: Question 13.



Questions 14 and 15

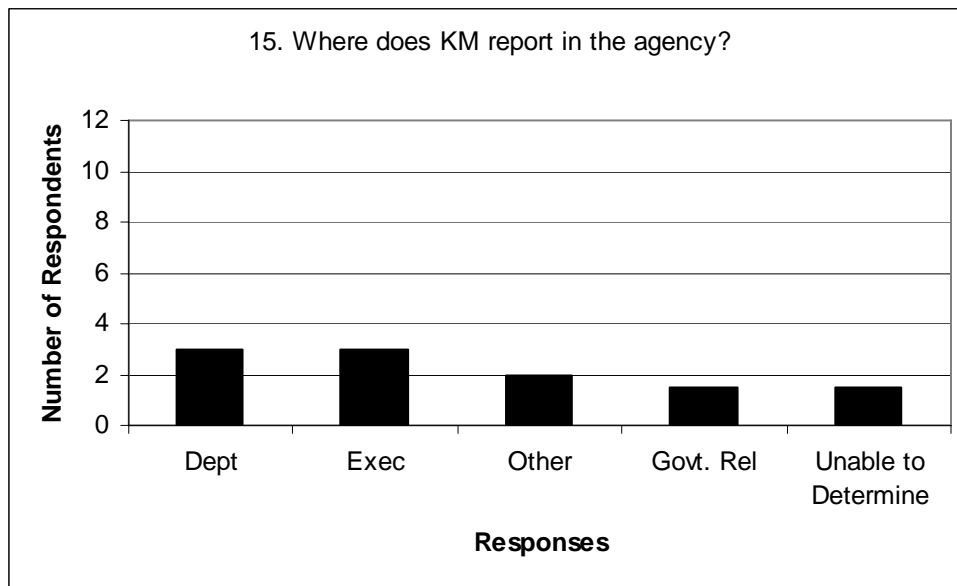
Question 14 and 15 attempt to understand the formality of knowledge management in both the legacy and new agencies. Question 14 asks, "Did your agency have a chief knowledge officer or equivalent?" As expected, the agencies did not/does not have a chief knowledge officer or equivalent.

Figure 19. Combined average frequencies: Question 14.



Question 15 asks, “Where did knowledge management report within your agency?” It was expected that the respondents would say they do not know where the function of knowledge management reported/reports within their agency. Actually, for the most part, they ventured a guess as to where knowledge management reported within the agency. This was an interesting and unexpected find. These were about evenly split between within the person’s department, Executive Staff, Government Relations Office, or other/unable to determine.

Figure 20. Combined average frequencies: Question 15.

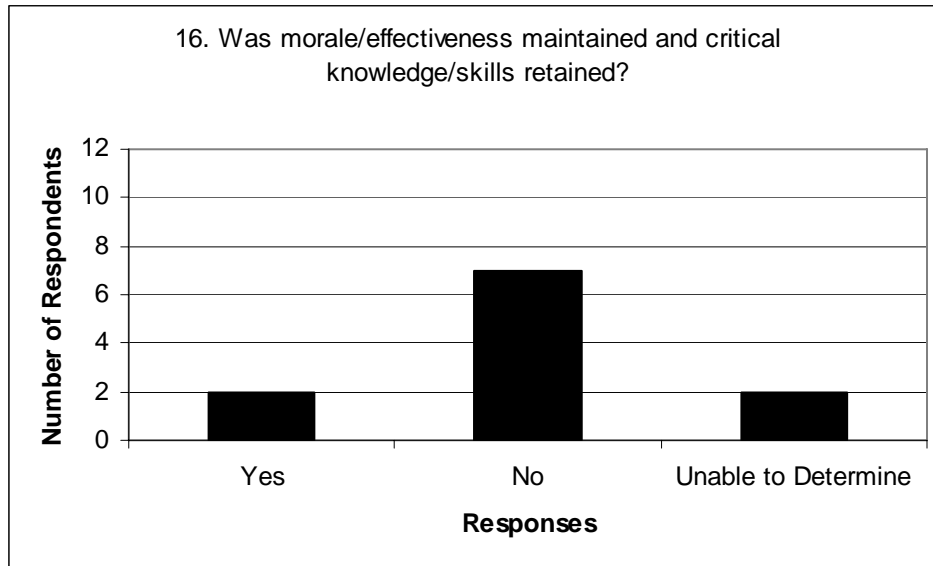


Question 16

Question 16 was prefaced with HB 2292’s Risk Management Plan which acknowledged that “Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition” is key” (HHSC, 2003 b). The interviewees were asked, “Do you believe that this was achieved? If so, how? If not, why not?” It was

anticipated that the respondents would reveal that although the knowledge and skills were preserved, morale was not. Indeed, they did.

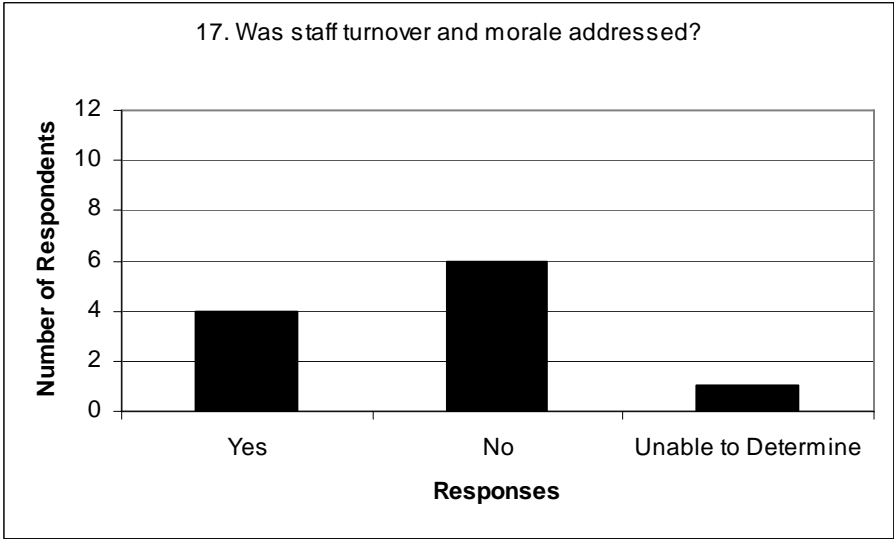
Figure 21. Combined average frequencies: Question 16.



Question 17

Question 17 reminded the interviewee that HHSC provided a place for employees and the general public to post comments regarding the HB 2292 to their web site in the months leading up to implementation and summarized the key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale (HHSC, 2003 b). This question then asks the respondent “How was staff turnover and morale addressed by your agency?” It was anticipated the respondents would reveal that staff turnover and morale were not addressed. Surprisingly there was acknowledgement that the agency did try to address morale issues, albeit mostly unsuccessfully according to the respondents.

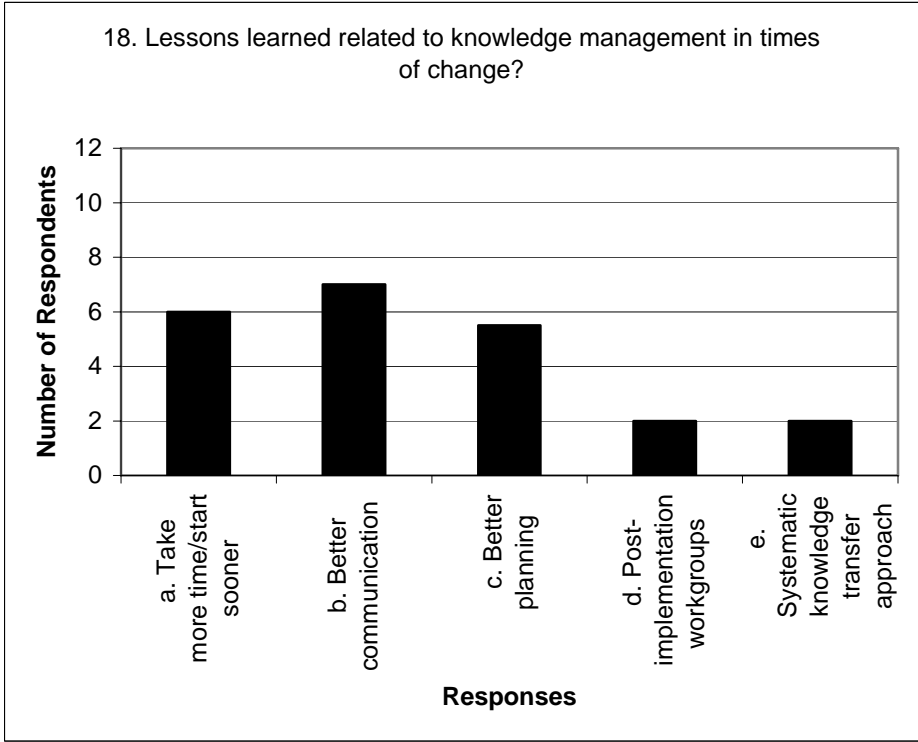
Figure 22. Combined average frequencies: Question 17.



Question 18

The final question asks respondents “What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?” As expected, the respondents offered valuable responses to this question.

Figure 23. Combined average frequencies: Question 18.



Additionally, this portion of the research was deductive and hypothesis-driven in that I proposed a tentative statement that, through good methods and observation, attempted to prove/disprove the predetermined guesses. Great care was taken in the methods and in the coding to ensure solid, reliable, repeatable methods so that the findings might be transferrable to the population as a whole.

Content Analysis of Texas Newspapers

This research also utilized content analysis methods as one way of demonstrating amount of change and amount of stress for the knowledge workers. This information also helped develop the interview questionnaire. The overarching research question: what advantages and disadvantages of HB 2292 are presented in Texas newspapers? This question was then focused on the following 12 categories based on the literature review as discussed in Chapter 2:

1. Cost Savings
2. Impact to Medicaid Services/Programs/Clients
3. Impact to Nursing Home Services/Programs/Clients
4. Impact to Food Stamp Services/Programs/Clients
5. Impact to Temporary Assistance for Needy Families (TANF) Services/Programs/Clients
6. Impact to Child Health Insurance Program (CHIP) Services/Programs/Clients
7. Impact to Mental Health or State School Services/Programs/Clients
8. Consolidation/Reorganization of Health and Human Service agencies
9. Reduction of state jobs/layoffs [coders were also asked to specify the number listed in the article]
10. Changes in ways to request benefits

11. Privatization of social services
12. Increased lawmaking power given to the Health and Human Services Commission.

Coders coded the message as a whole (a newspaper article) for each of the above-mentioned categories with one of the exhaustive and mutually exclusive nominal levels of measurement (1-5) listed below:

1. Presented as an advantage only
2. Presented as a disadvantage only
3. Presented as both an advantage and a disadvantage
4. Not presented at all
5. Unable to determine

Reliance on the Scientific Method

According to Neuendorf (2002), “the most distinctive characteristic that differentiates content analysis from other, more qualitative or interpretive message analysis is the attempt to meet the standards of the scientific method” (Bird, 1998 as cited in Neuendorf, 2002, p. 10 and Klee, 1997 as cited in Neuendorf, 2002, p. 10). As discussed in Chapter 3, this includes attention to objectivity-intersubjectivity, a priori design, reliability, validity, transferability, replicability, and hypothesis testing. Objectivity-intersubjectivity, a priori design, validity, and replicability were discussed sufficiently in Chapter 3; however, I will expand upon reliability, transferability, and hypothesis testing later in this chapter. The results were quantitative and statistically significant in that the results are beyond the happenstance of chance.

Population Identification and Sample Selection

The first step was to discover the population according to the methods outlined in Chapter 3. The population was determined by querying each of the Texas newspaper's website to retrieve articles matching keyword "2292" between the dates January 1, 2003 and July 4, 2005. A cursory review for appropriateness revealed that this method brought back extra hits such as sports scores, obituaries, and phone numbers. These erroneous hits were filtered out of the population and only those articles that ostensibly dealt with the HB 2292 legislation were retained for the study.

From this population of 415 articles a simple random sample of 100 articles was drawn. All citations, the units in the sampling frame, were printed and cut into strips of paper and the sample of 100 articles was drawn from that population with replacement. Table 8 shows the population and sample counts by newspaper.

Table 8

HB 2292 Newspaper Article Population and Sample Counts

Newspaper	# in Population	# in Sample
Abilene Reporter News	7	3
The Allen American	1	0
Amarillo Globe-News	7	2
Athens Daily Review	2	0
Austin American Statesman	27	12
Austin Business Journal	3	1
Austin Chronicle	16	1
The Texas Observer	5	2
Beaumont Enterprise	8	2
Big Spring Herald	6	0
Boerne Star	3	0

(table continues)

Table 8 (continued).

Newspaper	# in Population	# in Sample
North Texas e-News	8	0
Brownsville Herald	23	7
Brownwood Bulletin	3	0
Bryan-College Station Eagle	5	0
Cleburne Times-Review	31	5
The Clifton Record	5	0
The Commerce Journal	1	0
Conroe Courier	1	0
Corpus Christi Caller-Times	7	3
The Cuero Record	2	2
Dallas Business Journal	2	0
The Dallas Morning News	2	0
News Herald	1	1
El Paso Times	2	1
Fort Stockton Pioneer	1	1
Fort Worth Business Press	1	0
Fort Worth Star-Telegram	8	4
Fort Worth Weekly	1	0
Gainesville Daily Register	1	0
Gonzales Inquirer	2	0
Greenville Herald Banner	1	0
Valley Morning Star	11	4
Hillsboro Reporter	1	1
Houston Business Journal	1	0
Houston Chronicle	33	7
Jacksonville Daily Progress	12	0
The Countywide	1	1
Longview News-Journal	3	1
Lubbock Avalanche Journal	5	1
News Messenger	2	2

(table continues)

Table 8 (continued).

Newspaper	# in Population	# in Sample
The Monitor	12	4
Montgomery County News	1	0
The Daily Sentinel	7	7
Odessa American	2	2
The Pampa News	3	0
Paris News	3	3
Plano Star Courier	1	0
Port Arthur News	5	1
Port Lavaca Wave	3	0
The Herald-Coaster	7	0
Round Rock Leader	3	0
Standard-Times	9	0
Business Journal	2	0
Express News	27	12
San Antonio Current	1	0
San Marcos Daily Record	1	0
News Telegram	1	0
Sweetwater Reporter	3	0
Taylor Daily Press	4	0
Temple Daily Telegram	1	0
Texarkana Gazette	14	1
Tyler Morning Telegraph	4	4
Uvalde Leader News	3	0
The Advocate	18	0
Waco Tribune-Herald	17	1
Waxachachie Daily Light	1	1
TOTALS	415	100

Note: Those not listed did not have any units in the population or sample.

Once all of the articles were selected, they were placed in approximate date order and numbered sequentially by a volunteer research assistant rather than me as to not bias the results. This prevented me from knowing which articles were selected at the time of the sample selection or which ones were duplicative. It so happened that four articles were chosen from the population a second time. At first, the intention was to disregard the second selection of those articles leaving 96 in the sample and just note them as duplicates. However, upon further thought, these were interspersed throughout the sample and the units were renumbered accordingly. These duplicates were coded a second time by the coders to be used to help assess validity, which is addressed later in this chapter. Appendix F contains the list of the newspaper articles chosen for the sample.

The Data

The raw data are provided in Appendix K. Recalling from Chapter 3, Holsti's (1959) message that the content analysis can be a hybrid technique that can utilize qualitative and quantitative methods to supplement one another, both research methods were utilized in this portion of the research. To determine the categories and establish the framework for the research, I used qualitative research methods. Then, quantitative content analysis methods were used to summarize the 100 articles into 12 categories with five levels of measurement.

Krippendorff states, "by far, the most common form of representation of data, serving primarily the summarizing function of analysis, is in terms of frequencies" (1980, p. 109). These statistics are indicative of where journalists (and by association their

readers) focused their time and energy. The summarized frequencies for each coder are shown in Table 9 and 10.

Eliminated Measure

One coding element was gathered but will not be used in the results for this study. For articles that presented a loss of state jobs, coders were asked to specify the number listed in the article. It was determined after collecting the data that it would not be useful for any calculations. Since some of the articles only focused on local job losses, others gave ranges, and some did not quantify the potential job losses in the article, the data for this element was not consistent and, therefore, will not be used in any of the results.

Table 9
Frequency of Responses for Newspaper Coder 1

Unit	Adv Only	Disadv Only	Adv & Disadv	Neither	Unable to Det
Cost Savings	9	35	44	9	3
Medicaid	0	28	13	56	3
Nursing Home	0	9	2	85	4
Food Stamp	1	12	6	77	4
TANF	0	9	6	79	6
CHIP	1	15	10	69	5
Mental Health	0	10	1	82	7
Consolidation/Reorganization	6	28	33	23	10
State jobs/layoffs	0	37	30	30	3
Ways to request benefits	2	30	29	34	5
Privatization of social services	2	29	17	44	8
Lawmaking power to HHSC	0	6	7	82	5

Note. Adv Only = advantage only; Disadv Only = disadvantage only; Adv & Disadv = advantage and disadvantage; Neither = neither an advantage or disadvantage; and Unable to Det = unable to determine.

Table 10

Frequency of Responses for Newspaper Coder 2

Unit	Adv Only	Disadv Only	Adv & Disadv	Neither	Unable to Det
Cost Savings	11	23	51	10	5
Medicaid	0	28	5	60	7
Nursing Home	0	9	2	87	2
Food Stamp	0	11	2	79	8
TANF	0	7	6	80	7
CHIP	0	18	9	66	7
Mental Health	0	10	0	85	5
Consolidation/Reorganization	4	17	25	37	17
State jobs/layoffs	0	38	18	33	11
Ways to request benefits	2	26	31	38	3
Privatization of social services	1	23	6	63	7
Lawmaking power to HHSC	0	6	5	84	5

Note. Adv Only =advantage only; Disadv Only = disadvantage only; Adv & Disadv = advantage and disadvantage; Neither = neither an advantage or disadvantage; and Unable to Det = unable to determine.

Hypothesis Testing of Anticipated Results of Newspaper Content Analysis

As discussed in Chapter 2, Literature Review and Chapter 3, Methods, I anticipated that the majority of the Texas newspaper articles related to HB 2292 would focus on the following categories: cost savings; impact to services, programs, and clients including Medicaid, Nursing Homes, Food Stamps, Temporary Assistance for Needy Families (TANF), Child Health Insurance Program (CHIP), and Mental Health; consolidation/reorganization of Health and Human Service agencies; reduction of state jobs/layoffs; changes in ways to request benefits; privatization of social services; and increased lawmaking power given to the Health and Human Services Commission.

Additionally, I speculated that the coverage related to cost savings would be positive whereas coverage of the other topics is expected to be negative. Lastly, I believed that coverage related to reduction of state jobs/layoffs would be strongly negative and the predicted numbers of job losses would be in the thousands.

Although it is important to view each coder's responses independently to determine intercoder reliability, I will use the average responses of the two coders going forward for further analysis of the results. Table 11 shows the combined average frequencies of responses for all 12 categories.

Table 11

Combined Average Frequencies – Newspaper Coder 1 and Coder 2

Unit	Adv Only	Disadv Only	Adv & Disadv	Neither	Unable to Det
Cost Savings	10	29	47.5	9.5	4
Medicaid	0	28	9	58	5
Nursing Home	0	9	2	86	3
Food Stamp	0.5	11.5	4	78	6
TANF	0	8	6	79.5	6.5
CHIP	0.5	16.5	9.5	67.5	6
Mental Health	0	10	0.5	83.5	6
Consolidation/Reorganization	5	22.5	29	30	13.5
State jobs/layoffs	0	37.5	24	31.5	7
Ways to request benefits	2	28	30	36	4
Privatization of social services	1.5	26	11.5	53.5	7.5
Lawmaking power to HHSC	0	6	6	83	5

Note. Adv Only = advantage only; Disadv Only = disadvantage only; Adv & Disadv = advantage and disadvantage; Neither = neither an advantage or disadvantage; and Unable to Det = unable to determine.

In order to make the coding categories mutually exclusive, five levels were selected: (1) advantage only, (2) disadvantage only, (3) both an advantage and a disadvantage, (4) not presented at all, and (5) unable to determine. To look at true counts of advantages and disadvantages, the counts needed to be recalibrated. The assumption is that those that were coded as both an advantage and a disadvantage should really be changed to include a count in the advantage column and a count in the disadvantage column and, thereby, eliminating the need for the advantage and a disadvantage category.

For example, with all five categories Cost Savings shows 10 counts for advantage only and 29 for disadvantage only. However, an average of 47.5 articles coded that Cost Savings were presented as both an advantage and a disadvantage. Therefore, to get a true count of advantages one must add the 10 that was coded as advantage only and the 47.5 that was coded as advantage and disadvantage to get 57.5 articles that presented Cost Savings as an advantage. The same applies for the disadvantages by adding the 29 coded as disadvantage only with the 47.5 coded as advantage and disadvantage to get 76.5 articles that presented Cost Savings as a disadvantage.

Table 12

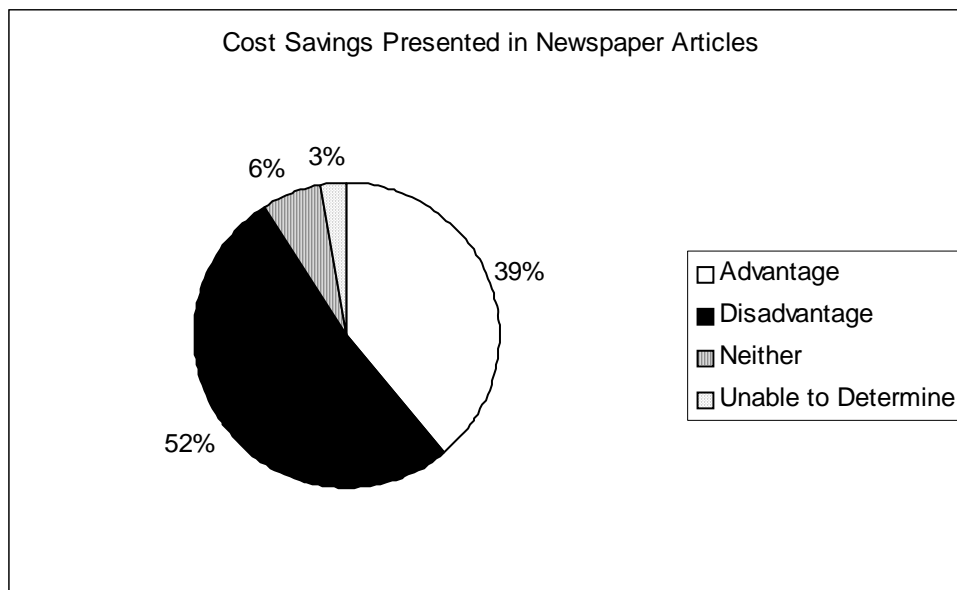
Combined Average Frequencies with Advantage and Disadvantage Dispersed – Coder 1 and Coder 2

Unit	Advantage	Dis- advantage	Neither	Unable to Det
Cost Savings	57.5	76.5	9.5	4
Medicaid	9	37	58	5
Nursing Home	2	11	86	3
Food Stamp	4.5	15.5	78	6
TANF	6	14	79.5	6.5
CHIP	10	26	67.5	6
Mental Health	0.5	10.5	83.5	6
Consolidation/Reorganization	34	51.5	30	13.5
State jobs/layoffs	24	61.5	31.5	7
Ways to request benefits	32	58	36	4
Privatization of social services	13	37.5	53.5	7.5
Lawmaking power to HHSC	6	12	83	5

Note. Neither = neither an advantage or disadvantage; Unable to Det = unable to determine.

These counts are used in the subsequent graphs to graphically depict the data.

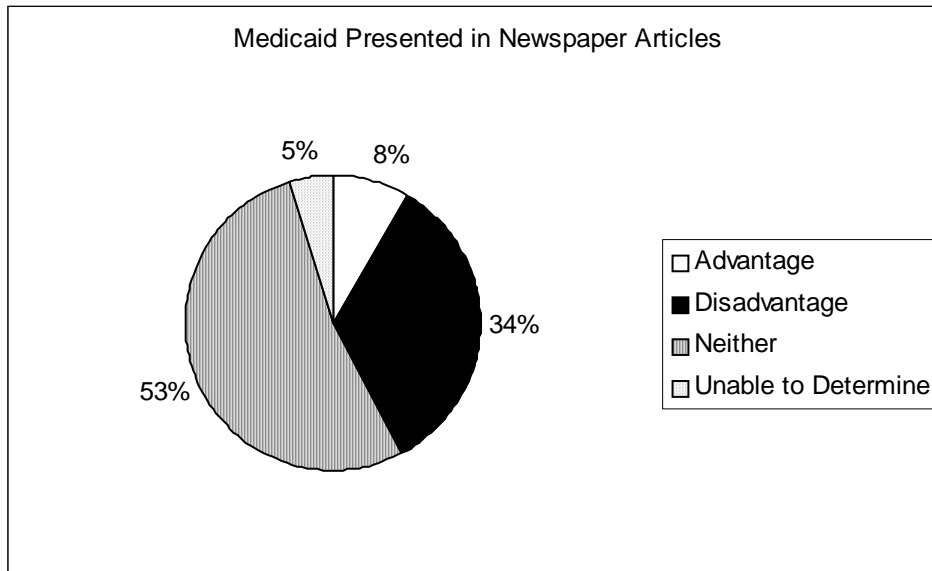
Figure 24. Combined average frequencies: Cost Savings.



The combined average frequencies of Cost Savings shows:

- The majority of articles (91%) clearly addressed Cost Savings, as expected.
- Over half of the articles presented Cost Savings as a disadvantage, whereas I had predicted that the coverage would have been positive. It should be noted that about half of the articles (average 47.5) presented both a positive and negative aspect of Cost Savings.

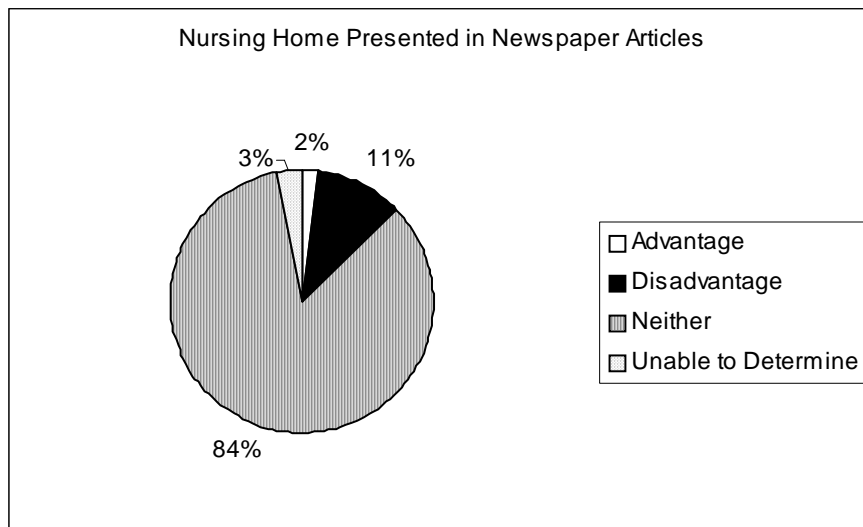
Figure 25. Combined average frequencies: Medicaid.



The combined average frequencies of Impact to Medicaid Services/Programs/Clients shows:

- Less than a majority of articles (42%) clearly addressed impacts to Medicaid Services/Programs/Clients. This is less than was expected.
- Of the articles that did address impacts to Medicaid Services/Programs/Clients, the coverage largely highlighted disadvantages, as expected.

Figure 26. Combined average frequencies: Nursing home.

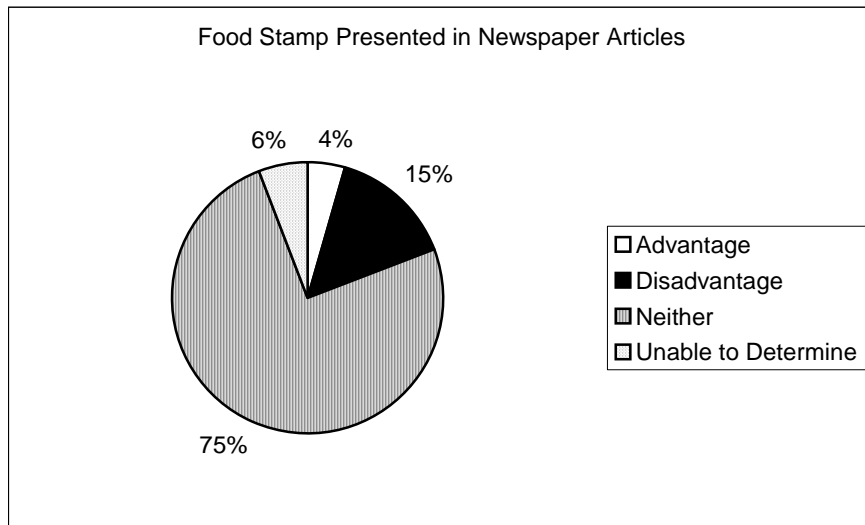


The combined average frequencies of Impact to Nursing Home

Services/Programs/Clients shows:

- Less than a majority of articles (13%) clearly addressed impact to Nursing Home Services/Programs/Clients. It should be noted that this category only captured data where journalists specifically addressed Nursing Home Services/Programs/Clients. This is less than was expected but can be accounted for by the fact that most nursing home clients receive Medicare benefits and, therefore, those were captured in category 2. Most readers would not differentiate
- Of the articles that did address impacts to Nursing Home Services/Programs/Clients, the coverage focused on primarily on disadvantages, as expected.

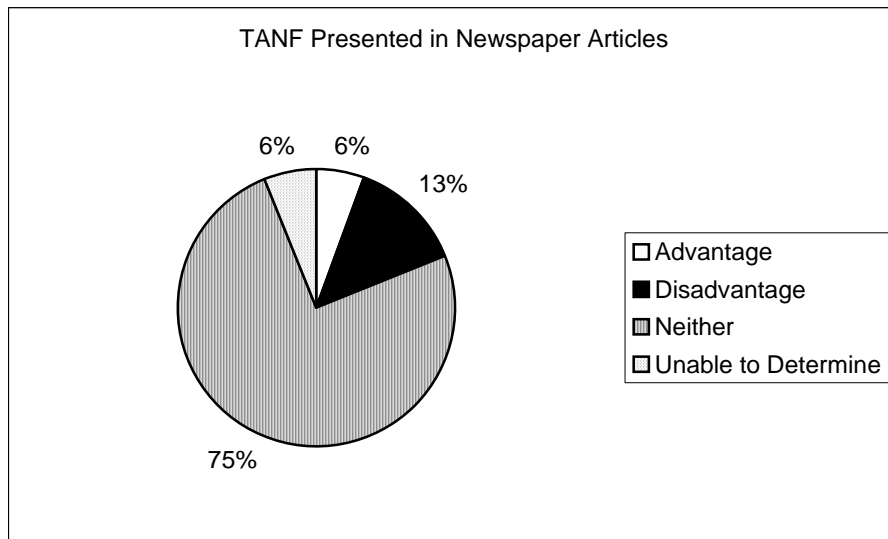
Figure 27. Combined average frequencies: Food stamp.



The combined average frequencies of Impact to Food Stamp Services/Programs/Clients shows:

- A majority of articles (75%) clearly did not address impacts to Food Stamp Services/Programs/Clients. This is far less than was expected. Since the Food Stamps program is such a large program, I was surprised that it was not covered more in the media.
- Of the articles that did address impacts to Food Stamp Services/Programs/Clients, the coverage largely highlighted disadvantages, as expected.

Figure 28. Combined average frequencies:TANF.

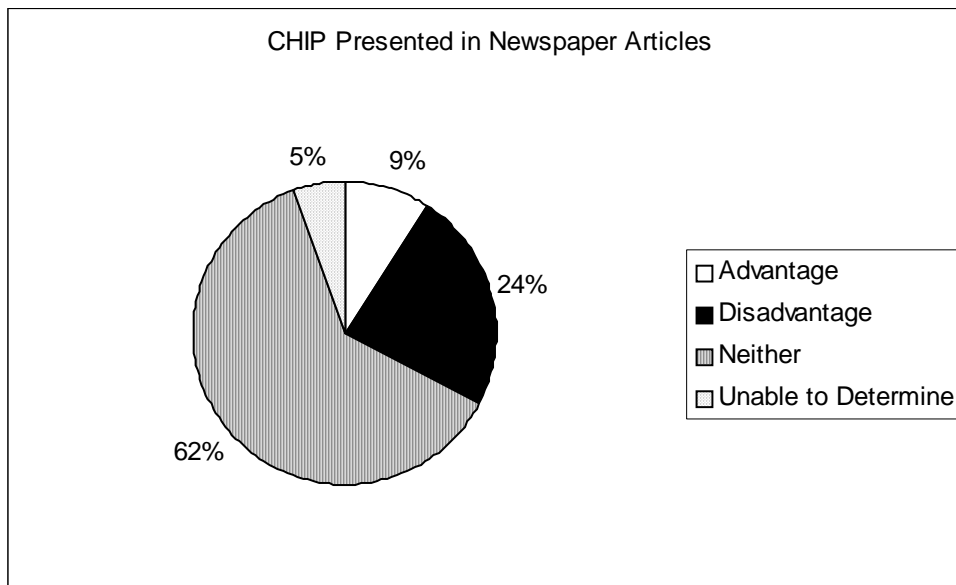


The combined average frequencies of Impact to TANF Services/Programs/Clients shows:

- Again, a majority of articles (75%) clearly did not address impacts to TANF Services/Programs/Clients. This is far less than was expected. Since the TANF is also such a large program, I was surprised that it was not covered more in the media.
- Of the articles that did address impacts to TANF Services/Programs/Clients, approximately 2/3 of the coverage highlighted disadvantages. As expected, more coverage focused on the disadvantages.

Of all of the categories coded, the results of the next one was the most unexpected – impacts to CHIP Services/Programs/Clients. The reduction to the CHIP program was such a politically charged topic during the 78th Legislature as well as in the campaigns that followed that I certainly expected more articles to address this topic.

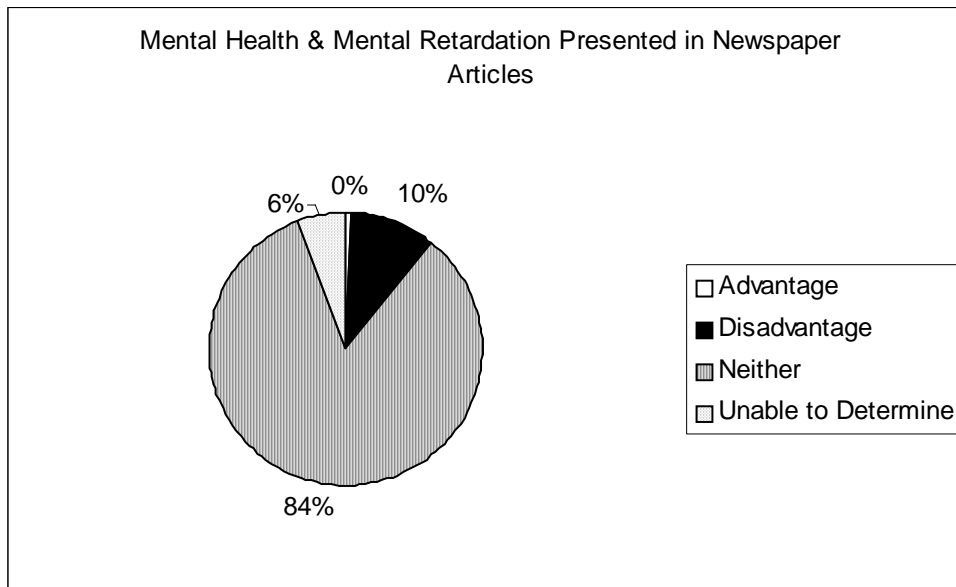
Figure 29. Combined average frequencies: CHIP.



The combined average frequencies of Impact to CHIP Services/Programs/Clients shows:

- Less than a majority of articles (38%) clearly addressed impacts to CHIP Services/Programs/Clients. This is less than was expected.
- Of the articles that did address impacts to CHIP Services/Programs/Clients, the coverage largely highlighted disadvantages, as expected.

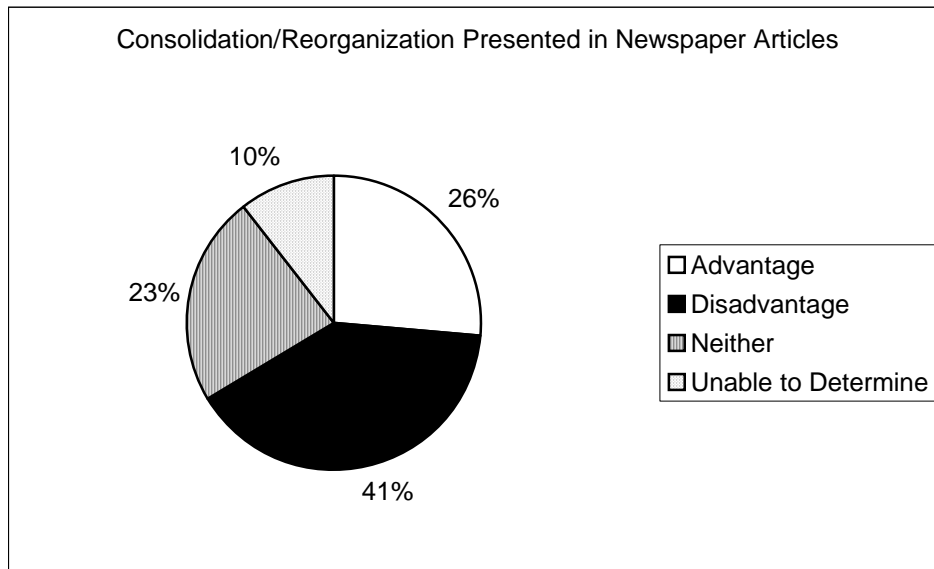
Figure 30. Combined average frequencies: Mental health & mental retardation.



The combined average frequencies of Impact to Mental Health and Mental Retardation Services/Programs/Clients shows:

- Only 16% of the articles clearly addressed impacts to Mental Health and Mental Retardation Services/Programs/Clients. This is less than was expected.
- As expected, disadvantages were covered in these articles. In fact, all highlighted disadvantages.

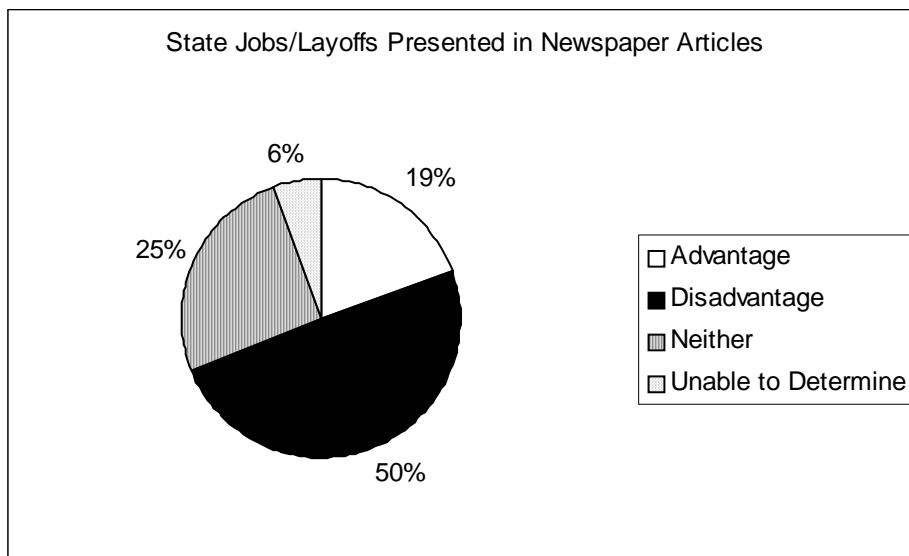
Figure 31 - Combined Average Frequencies – Consolidation/Reorganization.



The combined average frequencies of Consolidation/Reorganization shows:

- 67% of the articles clearly addressed Consolidation/Reorganization as expected.
- Of the articles that addressed Consolidation/Reorganization, the coverage largely highlighted disadvantages, as expected.

Figure 32. Combined average frequencies: State jobs/layoffs.

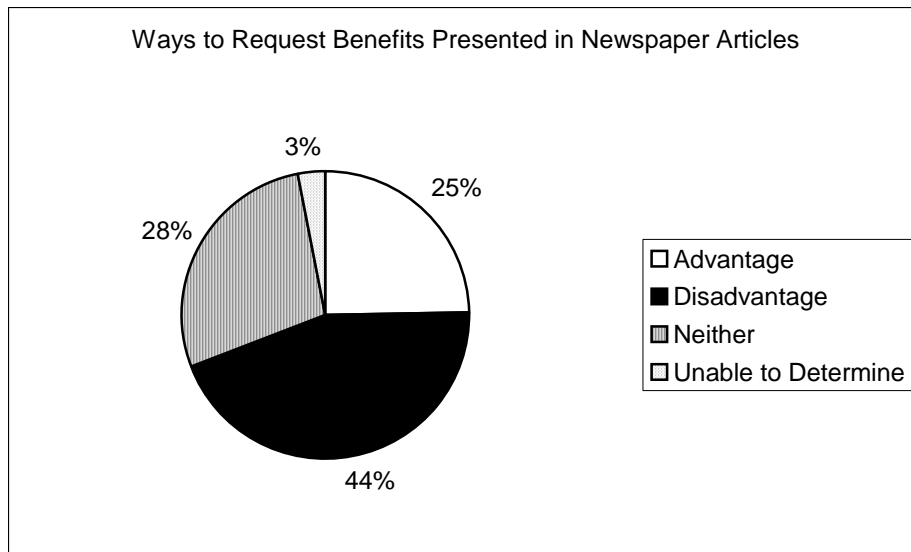


The combined average frequencies of Reduction in State Jobs shows:

- 75% of the articles clearly addressed Reduction in State Jobs as was expected.
- 50% of the articles discussed disadvantages, as expected.

It was anticipated that the coverage related to reductions of state jobs would be for the most part negative.

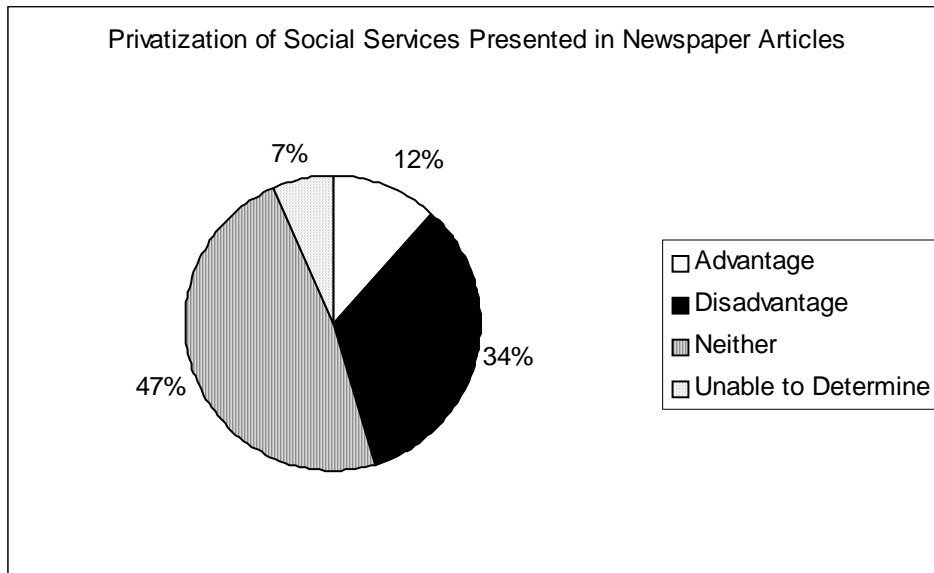
Figure 33. Combined average frequencies: Ways to request benefits.



The combined average frequencies of Impact to Changes in the Ways to Request Benefits shows:

- 69% of the articles clearly addressed Changes in the Way to Request Benefits as was expected.
- As expected a majority of these articles dealt with disadvantages.

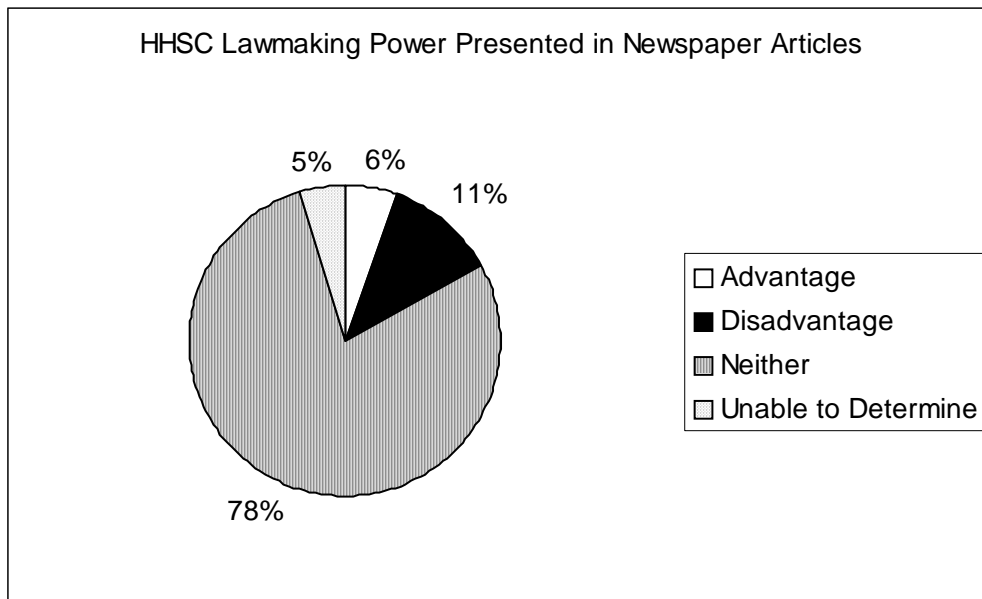
Figure 34. Combined average frequencies: Privatization of social services.



The combined average frequencies of Impact to Privatization of Social Services shows:

- Less than half of the articles coded addressed impacts to Privatization of Social Services. This is less than was expected.
- Of the articles that did address impacts to Privatization of Social Services, the coverage largely focused on disadvantages, as expected.

Figure 35. Combined average frequencies: HHSC lawmaking power.



The combined average frequencies of Increased Lawmaking Power at HHSC shows:

- Unexpectedly, most articles did not address Increased Lawmaking Power at HHSC.
- Of the articles that did address Increased Lawmaking Power at HHSC, the coverage largely focused on disadvantages, as expected.

Figure 36. Advantages presented in newspaper articles.

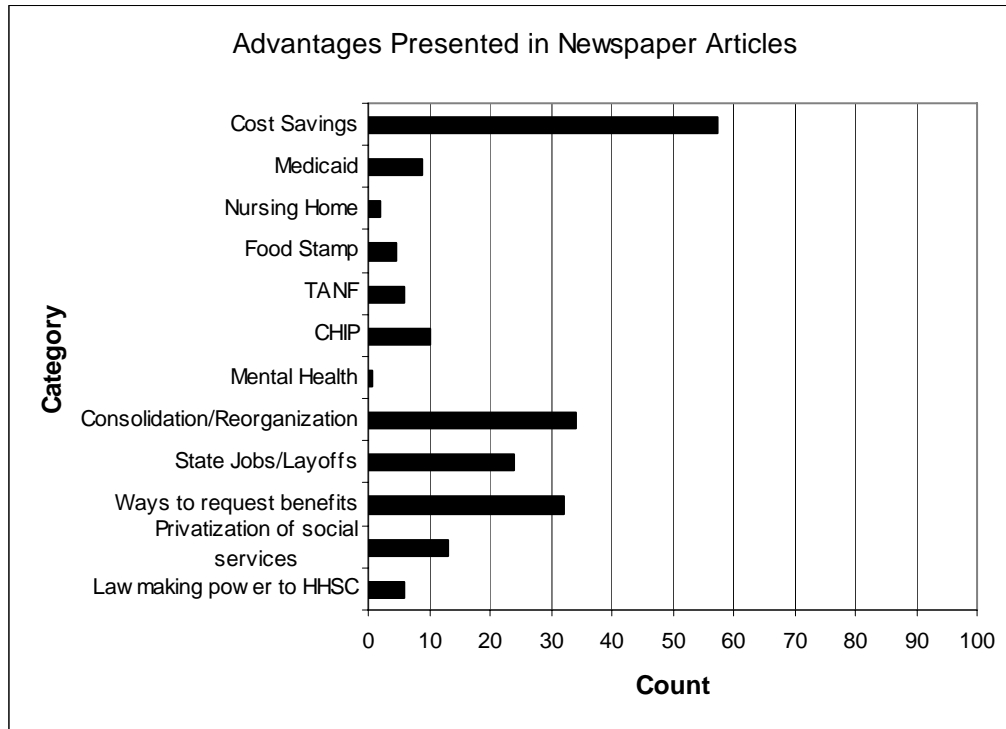
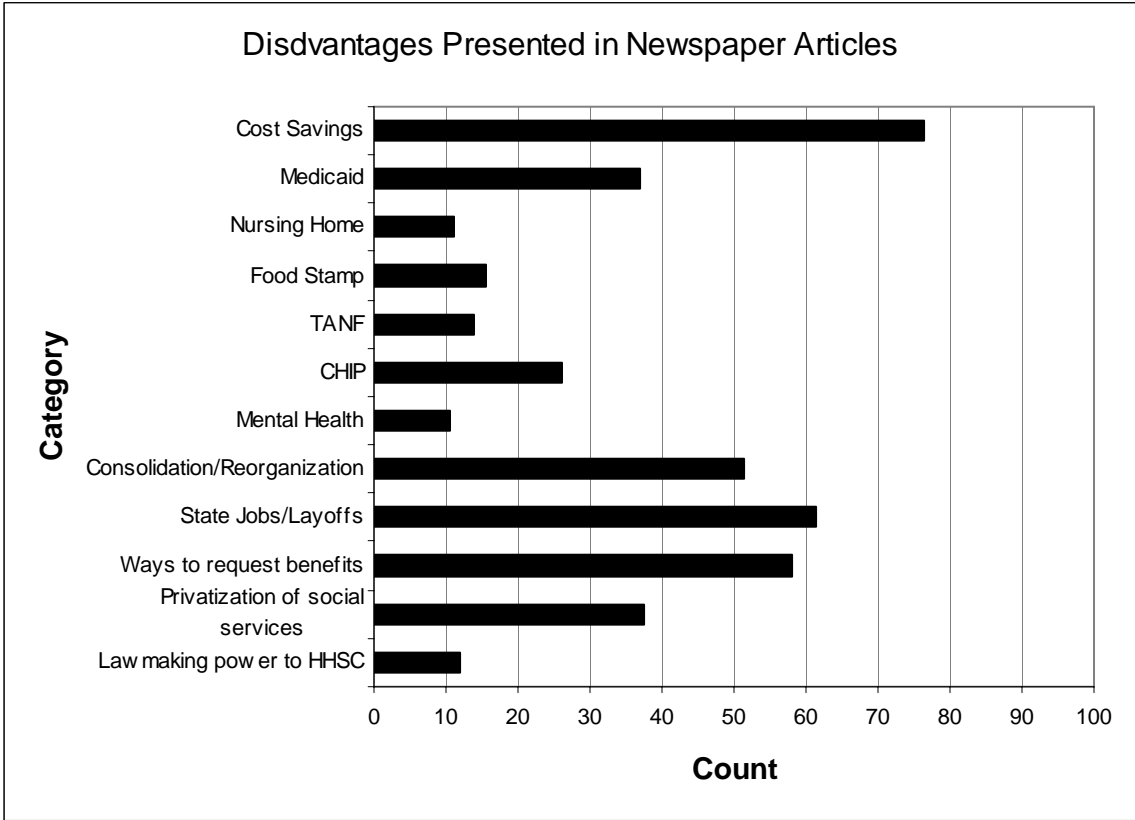


Figure 36 shows a summary by category of advantages presented in the media. It was anticipated that the majority of articles would present Cost Savings as an advantage of HB 2292. After all, that is the primary reason it passed in the Legislature. Further, it follows that a number of articles (about ¼) identified advantages of Consolidation/Reorganization, State Jobs/Layoffs and Ways to request benefits as these contribute directly to the cost savings.

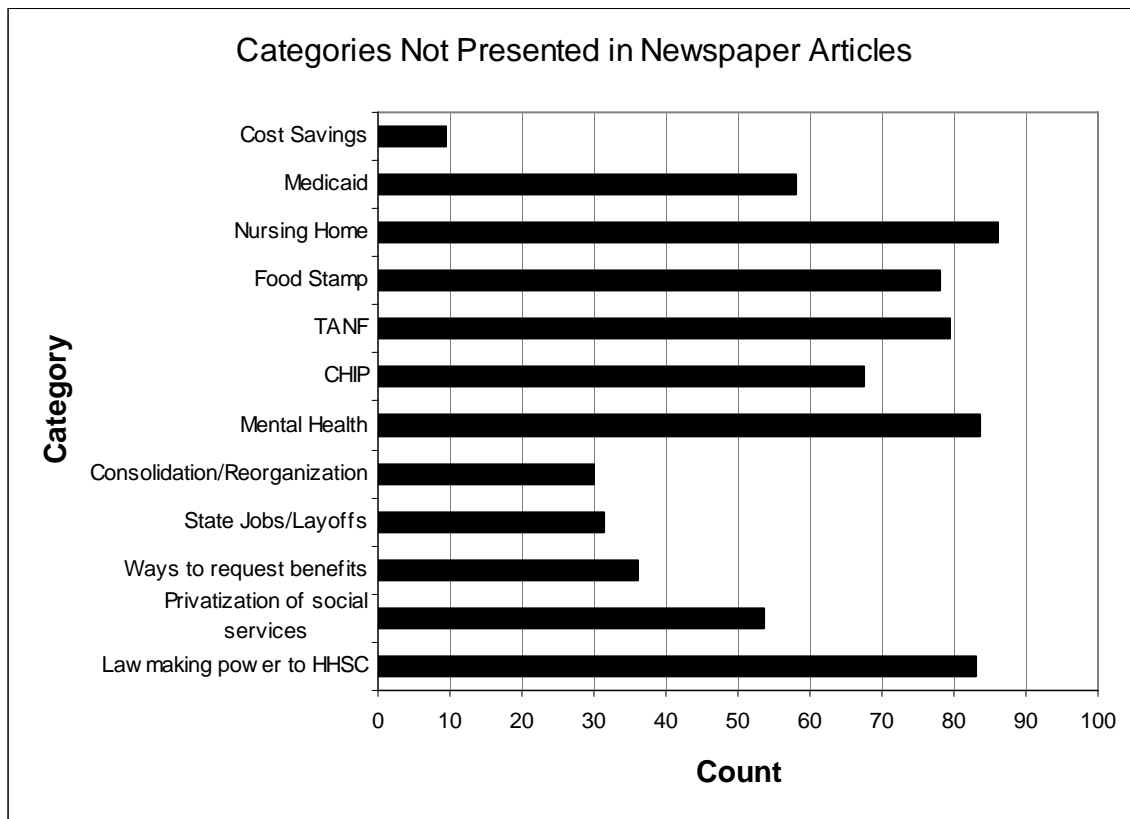
Figure 37. Disadvantages presented in newspaper articles.



Second only to Cost Savings, discussions on the drawbacks to loss of state jobs permeated the HB 2292 coverage. Additionally, changes in ways to request benefits and consolidation/reorganization were often tackled. Figure 19 shows a summary by category of disadvantages presented in the media. Although Cost Savings, Consolidation/Reorganization, State Jobs/Layoffs and Ways to request benefits were presented as disadvantages in more than half of the articles, it was anticipated that the majority of articles would present all categories as disadvantages, except for Cost Savings. The finding that most of these categories were not presented as disadvantages was unanticipated.

Overall, the articles focused neither on services, programs, or clients of Texas nor on the increased lawmaking power given to the HHSC. This finding is important in that it shows the media was not attentive to the same topics on which the advocate groups focused. Figure 20 illustrates that a number of these topics actually received little coverage in the Texas media.

Figure 38. Categories not presented in newspaper articles.



Additionally, the research was deductive and hypothesis-driven in that I proposed a tentative statement that, through good methods and observation, attempted to prove/disprove the theory. Great care was taken in the population selection and in the coding to ensure solid, reliable, repeatable methods so that the findings are transferable to the population as a whole.

FTE and Budget Data Collection

Additionally, FTE and budget data were collected to ascertain if jobs and budget dollars were lost overall during the HB 2292 consolidation period.

Budget

Looking first at the Budget and utilizing the Legislative Budget Board (LBB) Texas Budget Source tool to extract data from the Automated Budget and Evaluation System of Texas (ABEST), I was able to generate several biennium-specific budget reports for the current and past three biennia. Table 13 shows each article and its percentage of the overall budget for the current and past three biennia.

Table 13

Budget Percentage by Biennia 2000-2001 to 2006-2007

Article	<u>% of Total Budget</u>			
	2000-01	2002-03	2004-05	2006-07
01 - General Government	2.6%	2.4%	2.3%	2.2%
02 - Health & Human Services	28.2%	30.7%	33.6%	34.5%
03 - Agencies of Education	45.6%	42.7%	42.2%	40.7%
04 - The Judiciary	0.4%	0.4%	0.4%	0.3%
05 - Public Safety & Criminal Justice	7.8%	7.3%	6.7%	6.1%
06 - Natural Resources	1.9%	2.0%	1.7%	1.6%
07 - Business & Economic Development	12.3%	12.2%	12.2%	13.8%
08 - Regulatory	0.5%	0.7%	0.7%	0.5%
09 - General Provisions	0.6%	0.5%	-0.1%	0.0%
10 - The Legislature	0.3%	0.3%	0.2%	0.2%
12 - Tobacco Settlement Receipts	0.0%	0.9%	0.0%	0.0%

Additionally, Table 14 shows budget and its percentage of the overall budget for Article 02 (Health & Human Services) for the current and last three biennia.

Table 14

Budget and Percent for Article 02 - Health & Human Services by Biennia

Biennium	Health & Human Services	Statewide Total	Percent
2000-2001	\$27,474,031,490	\$97,595,855,132	28.2%
2002-2003	\$35,070,855,199	\$114,119,800,274	30.7%
2004-2005	\$39,763,335,685	\$118,200,372,222	33.6%
2006-2007	\$46,417,341,383	\$134,408,736,858	34.5%

It is clear that the overall budget for the HHS agencies did not decrease, as expected, during the transition period. Second only to Article 03 (Agencies of Education), the Health and Human Services budget actually increased in both dollars and percentage of the total state budget from the 2001-2002 to the 2006-2007 bienniu.

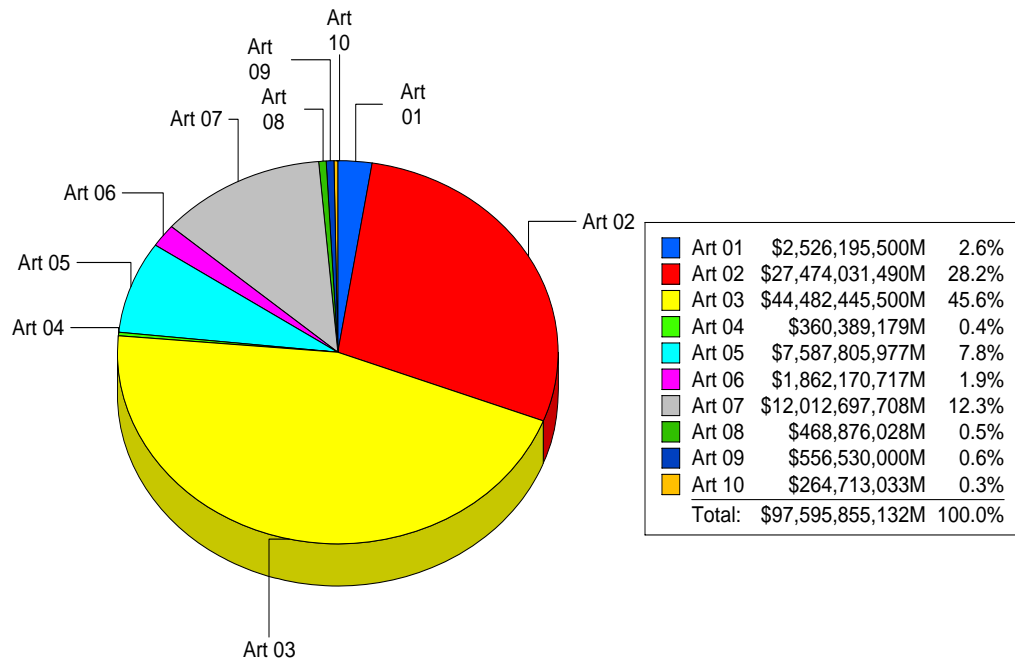
Table 15

Budget for Article 02 - Health & Human Services Percent Change vs. Statewide Total Percent Change from Previous Year

Biennium	Health & Human Services	Percent Change	Statewide Total	Percent Change
2000-2001	\$27,474,031,490	N/A	\$97,595,855,132	N/A
2002-2003	\$35,070,855,199	21.66%	\$114,119,800,274	14.48%
2004-2005	\$39,763,335,685	11.80%	\$118,200,372,222	3.45%
2006-2007	\$46,417,341,383	14.34%	\$134,408,736,858	12.06%

The supporting charts and data directly from the LBB are in the four figures that follow.

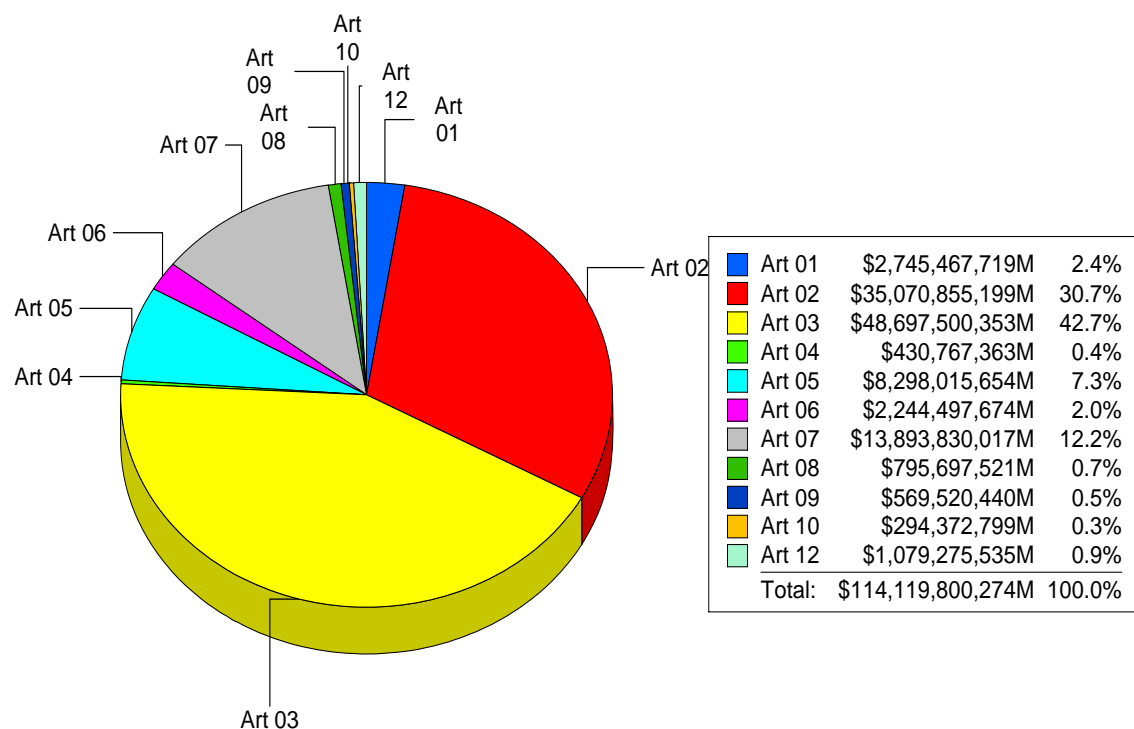
Figure 39. Budget 2000-01 Biennium-76th Regular Session, fiscal size-up, version 1.



Article	2000 Recommended	2001 Recommended	2000-2001 Biennium
01 - General Government	\$1,504,037,232	\$1,022,158,268	\$2,526,195,500
02 - Health & Human Services	\$13,833,492,204	\$13,640,539,286	\$27,474,031,490
03 - Agencies of Education	\$22,069,240,149	\$22,413,205,351	\$44,482,445,500
04 - The Judiciary	\$182,540,562	\$177,848,617	\$360,389,179
05 - Public Safety & Criminal Justice	\$3,875,581,317	\$3,712,224,660	\$7,587,805,977
06 - Natural Resources	\$986,567,954	\$875,602,763	\$1,862,170,717
07 - Business & Economic Development	\$6,060,884,803	\$5,951,812,905	\$12,012,697,708
08 - Regulatory	\$228,878,452	\$239,997,576	\$468,876,028
09 - General Provisions	\$278,264,856	\$278,265,144	\$556,530,000
10 - The Legislature	\$129,363,803	\$135,349,230	\$264,713,033
Statewide Total	\$49,148,851,332	\$48,447,003,800	\$97,595,855,132

Note. Source of data and chart is the LBB's Texas Budget Source database (<http://tbs.lbb.state.tx.us>). Options selected to obtain this data were: 1. Legislative Biennium – "2000 - 2001 Biennium-76th Regular Session", 2. Report Type - "Fiscal Size-up Budget Data", and 3. Data View - "All Funds by Article with Detail by Agency".

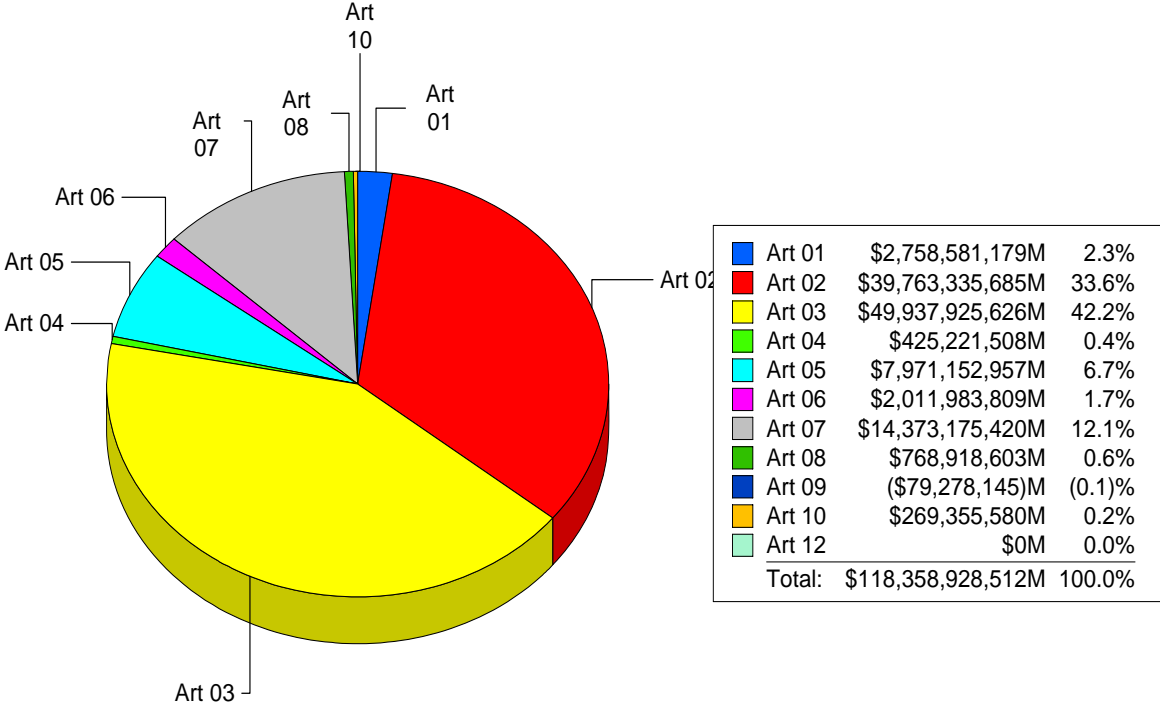
Figure 40. Budget 2002-03 Biennium-77th Regular Session, fiscal size-up, version 1.



Article	2002 Recommended	2003 Recommended	2002-2003 Biennium
01 - General Government	\$1,533,728,203	\$1,211,739,516	\$2,745,467,719
02 - Health & Human Services	\$17,878,878,254	\$17,191,976,945	\$35,070,855,199
03 - Agencies of Education	\$23,850,767,836	\$24,846,732,517	\$48,697,500,353
04 - The Judiciary	\$214,975,171	\$215,792,192	\$430,767,363
05 - Public Safety & Criminal Justice	\$4,096,452,398	\$4,201,563,256	\$8,298,015,654
06 - Natural Resources	\$1,132,416,808	\$1,112,080,866	\$2,244,497,674
07 - Business & Economic Development	\$6,981,226,829	\$6,912,603,188	\$13,893,830,017
08 - Regulatory	\$392,929,434	\$402,768,087	\$795,697,521
09 - General Provisions	\$268,865,398	\$300,655,042	\$569,520,440
10 - The Legislature	\$140,677,451	\$153,695,348	\$294,372,799
12 - Tobacco Settlement Receipts	\$541,897,615	\$537,377,920	\$1,079,275,535
Statewide Total	\$57,032,815,397	\$57,086,984,877	\$114,119,800,274

Note. Source of data and chart is the LBB's Texas Budget Source database (<http://tbs.lbb.state.tx.us>). Options selected to obtain this data were: 1. Legislative Biennium – "2002 - 2003 Biennium-77th Regular Session", 2. Report Type - "Fiscal Size-up Budget Data", and 3. Data View - "All Funds by Article with Detail by Agency".

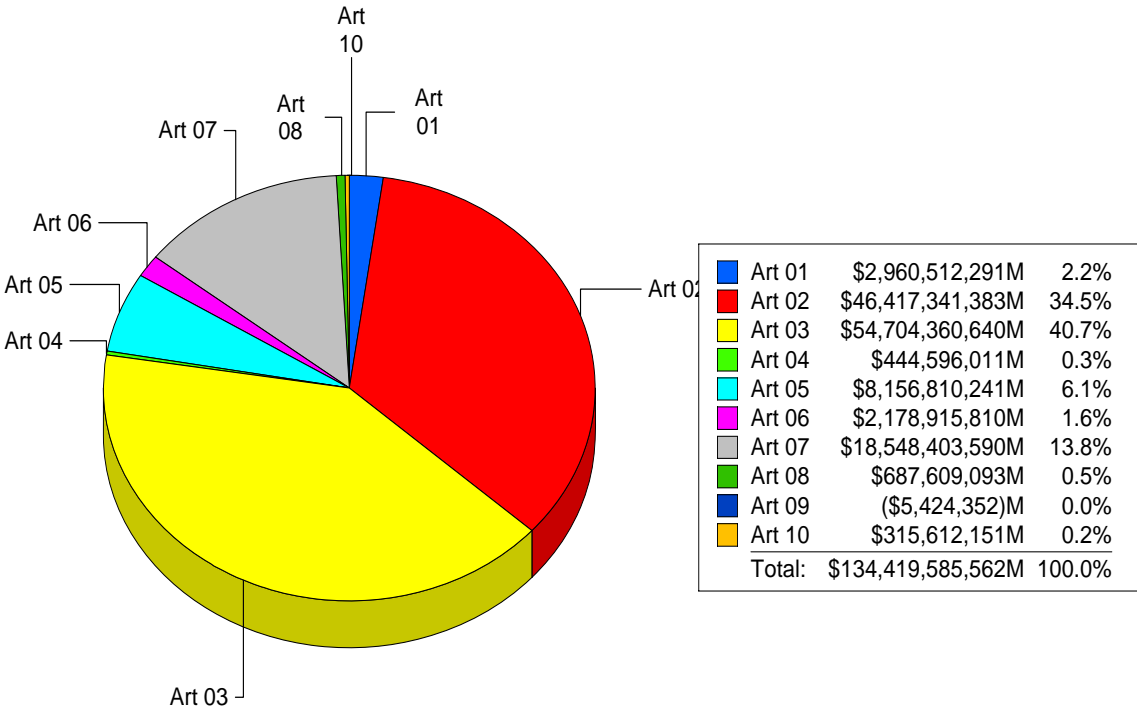
Figure 41. Budget 2004-05 Biennium-78th Regular Session, fiscal size-up, version 1.



Article	2004 Recommended	2005 Recommended	2004-2005 Biennium
01 - General Government	\$1,463,295,573	\$1,295,285,606	\$2,758,581,179
02 - Health & Human Services	\$20,184,292,595	\$19,579,043,090	\$39,763,335,685
03 - Agencies of Education	\$24,498,452,409	\$25,439,473,217	\$49,937,925,626
04 - The Judiciary	\$215,744,759	\$209,476,749	\$425,221,508
05 - Public Safety & Criminal Justice	\$4,002,890,888	\$3,968,262,069	\$7,971,152,957
06 - Natural Resources	\$1,040,303,762	\$971,680,047	\$2,011,983,809
07 - Business & Economic Development	\$7,374,279,343	\$6,998,896,077	\$14,373,175,420
08 - Regulatory	\$376,867,376	\$392,051,227	\$768,918,603
09 - General Provisions	(\$18,298,337)	(\$60,979,808)	(\$79,278,145)
10 - The Legislature	\$130,847,754	\$138,507,826	\$269,355,580
12 - Tobacco Settlement Receipts	\$0	\$0	\$0
Statewide Total	\$59,268,676,122	\$58,931,696,100	\$118,200,372,222

Note. Source of data and chart is the LBB's Texas Budget Source database (<http://tbs.lbb.state.tx.us>). Options selected to obtain this data were: 1. Legislative Biennium – "2004 - 2005 Biennium-78th Regular Session", 2. Report Type - "Fiscal Size-up Budget Data", and 3. Data View - "All Funds by Article with Detail by Agency".

Figure 42. Budget 2006-07 Biennium-79th Regular Session, data as introduced.



Article	2006 Recommended	2007 Recommended	2006-2007 Biennium
01 - General Government	\$1,671,507,974	\$1,289,004,317	\$2,960,512,291
02 - Health & Human Services	\$23,111,857,178	\$23,305,484,205	\$46,417,341,383
03 - Agencies of Education	\$27,407,650,547	\$27,296,710,093	\$54,704,360,640
04 - The Judiciary	\$226,636,587	\$217,959,424	\$444,596,011
05 - Public Safety & Criminal Justice	\$4,053,982,490	\$4,102,827,751	\$8,156,810,241
06 - Natural Resources	\$1,138,952,078	\$1,039,963,732	\$2,178,915,810
07 - Business & Economic Development	\$9,449,417,564	\$9,098,986,026	\$18,548,403,590
08 - Regulatory	\$338,864,499	\$348,744,594	\$687,609,093
09 - General Provisions	\$47,415,103	(\$52,839,455)	(\$5,424,352)
10 - The Legislature	\$149,346,308	\$166,265,843	\$315,612,151
Statewide Total	\$67,595,630,328	\$66,813,106,530	\$134,408,736,858

Note. Source of data and chart is the LBB's Texas Budget Source database (<http://tbs.lbb.state.tx.us>). Options selected to obtain this data were: 1. Legislative Biennium – "2006 - 2007 Biennium-79th Regular Session", 2. Report Type - "Budget Data as Introduced", and 3. Data View - "All Funds by Article with Detail by Agency".

FTEs

Having worked in one of the HHS agencies during this time, I did see increased turnover and wondered if, in total, jobs were really lost during this transition period across the HHS Enterprise. By utilizing the State Auditor's Office's Full-Time Equivalent (FTE) Employee System online tool, I was able to obtain unobtrusively the FTE count for all agencies for the last four years for comparison.

I recognize that the calculation for number of FTEs is complex, involved and ever changing. This research did not attempt to unravel the calculations or understand the different nuances that agency has. Rather, this research only looked at the number of FTEs as provided by the SAO FTE online tool. It is assumed that the submitting agencies verified the data that was submitted and that data were consistent amongst the agencies.

Query results of FTE counts for the HHS agencies from fiscal year 2002 (September 1, 2001) through the third fiscal quarter 2005 (May 31, 2005) are found in the next four tables. The first three tables show the eleven legacy agencies whereas the last report shows the five new agencies.

Table 16

FTE Counts by Agency for Fiscal Year 2002

Agency	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Average FTEs for FY 2002
TCB	612.78	617.62	616.78	612.41	614.90
DHS	14,870.30	14,967.75	14,162.36	14,031.72	14,508.03
TRC	2,452.71	2,461.37	2,464.28	2,471.39	2,462.44
TCDHH	14.65	14.20	15.00	15.09	14.74
TDOA	32.34	32.73	32.94	31.99	32.50
TDH	4,929.17	4,945.22	4,876.88	4,746.41	4,874.42
TCADA	187.53	183.52	183.26	180.69	183.75
HHSC	546.09	567.47	566.97	560.71	560.31
DFPS	6,606.54	6,747.78	6,790.65	6,777.34	6,730.58
ECI	58.63	60.21	58.42	58.57	58.96
TDMHMR	19,290.21	19,446.51	19,346.40	19,294.75	19,344.47
TOTALS	49,600.95	50,044.38	49,113.94	48,781.09	49,385.09

Note: Source of data were the Full-Time Equivalent State Employee (FTE) System from the Texas State Auditor's Office (<http://www.sao.state.tx.us/apps/ftesystem>). User selects from several options to build their own FTE query from the FTE System. Options selected for this data were:

- Select the Type of FTE Data to Include in Your Query Results - selected "All FTE Data Reported",
- Select the Agencies to Include in the Query Results - "All Within a Functional Area" and then selected "Health & Human Services"
- Select the Timeframe for Data to Include in Your Query Results – Selected the range of quarters beginning with FY "2002; Quarter 1" and ending with FY "2002; Quarter 4".

Abbreviations: TCB=Texas Commission for the Blind; DHS=Department of Human Services, TRC=Texas Rehabilitation Commission; TCDHH=Commission for the Deaf & Hard of Hearing, TDOA= Texas Department on Aging, TDH=Texas Department of Health, TCADA= Texas Commission on Alcohol and Drug Abuse, HHSC=Health & Human Services Commission, DFPS=Department of Family and Protective Services; ECI= Interagency Co. Early Childhood Intervention, and TDMHMR=Texas Department of Mental Health & Mental Retardation. Numbers for Texas Health Care Information Council are included in the numbers for the TDH and were not reported separately.

Table 17

FTE Counts by Agency for Fiscal Year 2003

Agency	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Average FTEs for FY 2003
TCB	617.22	619.36	614.60	599.77	612.74
DHS	13,682.93	13,459.83	13,422.30	13,140.87	13,426.48
TRC	2,473.84	2,500.90	2,489.16	2,441.82	2,476.43
TCDHH	15.78	16.51	16.85	16.52	16.41
TDOA	32.10	32.51	31.51	30.75	31.72
TDH	4,768.02	4,793.58	4,695.63	4,782.85	4,760.02
TCADA	183.37	181.04	177.07	168.97	177.61
HHSC	566.49	579.59	584.18	1,054.97	696.31
DFPS	6,785.05	6,834.26	6,833.70	6,683.54	6,784.14
ECI	57.32	58.87	58.52	56.43	57.79
TDMHMR	19,307.04	19,186.53	19,354.20	19,209.97	19,264.44
TOTALS	48,489.16	48,262.98	48,277.74	48,186.46	48,304.09

Note: Source of data were the Full-Time Equivalent State Employee (FTE) System from the Texas State Auditor's Office (<http://www.sao.state.tx.us/apps/ftesystem>). User selects from several options to build their own FTE query from the FTE System. Options selected for this data were:

- A. Select the Type of FTE Data to Include in Your Query Results - selected "All FTE Data Reported",
- B. Select the Agencies to Include in the Query Results - "All Within a Functional Area" and then selected "Health & Human Services"
- C. Select the Timeframe for Data to Include in Your Query Results – Selected the range of quarters beginning with FY "2003; Quarter 1" and ending with FY "2003; Quarter 4".

Abbreviations: TCB=Texas Commission for the Blind; DHS=Department of Human Services, TRC=Texas Rehabilitation Commission; TCDHH=Commission for the Deaf & Hard of Hearing, TDOA= Texas Department on Aging, TDH=Texas Department of Health, TCADA= Texas Commission on Alcohol and Drug Abuse, HHSC=Health & Human Services Commission, DFPS=Department of Family and Protective Services; ECI= Interagency Co. Early Childhood Intervention, and TDMHMR=Texas Department of Mental Health & Mental Retardation. Numbers for Texas Health Care Information Council are included in the numbers for the TDH and were not reported separately.

Table 18

FTE Counts by Agency for Fiscal Year 2004

Agency	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Average FTEs for FY 2004
TCB	588.70	596.05	591.08	592.83	592.17
DHS	12,161.10	11,514.00	11,076.00	10,812.00	11,390.78
TRC	2,372.94	2,392.31	2,396.49	2,400.11	2,390.46
TCDHH	16.35	16.42	16.00	15.95	16.18
TDOA	31.08	30.20	28.37	27.39	29.26
TDH	4,246.59	4,192.22	4,035.25	3,987.46	4,115.38
TCADA	150.61	134.17	128.54	127.08	135.10
HHSC	1,287.53	1,674.83	1,961.97	2,023.63	1,736.99
DFPS	6,290.12	6,398.51	6,552.87	6,645.61	6,471.78
ECI	50.25	50.25	46.79	43.42	47.68
TDMHMR	18,718.55	18,842.04	18,940.75	18,925.37	18,856.68
TOTALS	45,913.82	45,840.99	45,774.10	45,600.83	45,782.44

Note: Source of data were the Full-Time Equivalent State Employee (FTE) System from the Texas State Auditor's Office (<http://www.sao.state.tx.us/apps/ftesystem>). User selects from several options to build their own FTE query from the FTE System. Options selected for this data were:

- A. Select the Type of FTE Data to Include in Your Query Results - selected "All FTE Data Reported",
- B. Select the Agencies to Include in the Query Results - "All Within a Functional Area" and then selected "Health & Human Services"
- C. Select the Timeframe for Data to Include in Your Query Results – Selected the range of quarters beginning with FY "2004; Quarter 1" and ending with FY "2004; Quarter 4".

Abbreviations: TCB=Texas Commission for the Blind; DHS=Department of Human Services, TRC=Texas Rehabilitation Commission; TCDHH=Commission for the Deaf & Hard of Hearing, TDOA= Texas Department on Aging, TDH=Texas Department of Health, TCADA= Texas Commission on Alcohol and Drug Abuse, HHSC=Health & Human Services Commission, DFPS=Department of Family and Protective Services; ECI= Interagency Co. Early Childhood Intervention, and TDMHMR=Texas Department of Mental Health & Mental Retardation. Numbers for Texas Health Care Information Council are included in the numbers for the TDH and were not reported separately.

Table 19

FTE Counts by Agency for Fiscal Year 2005

Agency	Quarter 1	Quarter 2	Quarter 3	Average FTEs for FY 2005
HHSC	9,949.73	9,626.45	9,332.56	9,636.24
DFPS	6,685.26	6,885.35	7,022.35	6,864.32
DSHS	11,217.53	11,160.64	11,197.90	11,192.02
DARS	3,051.08	3,064.10	3,072.67	3,062.62
DADS	14,436.58	14,217.25	14,279.64	14,311.16
TOTALS	45,340.17	44,953.78	44,905.12	45,066.36

Note: Source of data were the Full-Time Equivalent State Employee (FTE) System from the Texas State Auditor's Office (<http://www.sao.state.tx.us/apps/ftesystem>). User selects from several options to build their own FTE query from the FTE System. Options selected for this data were:

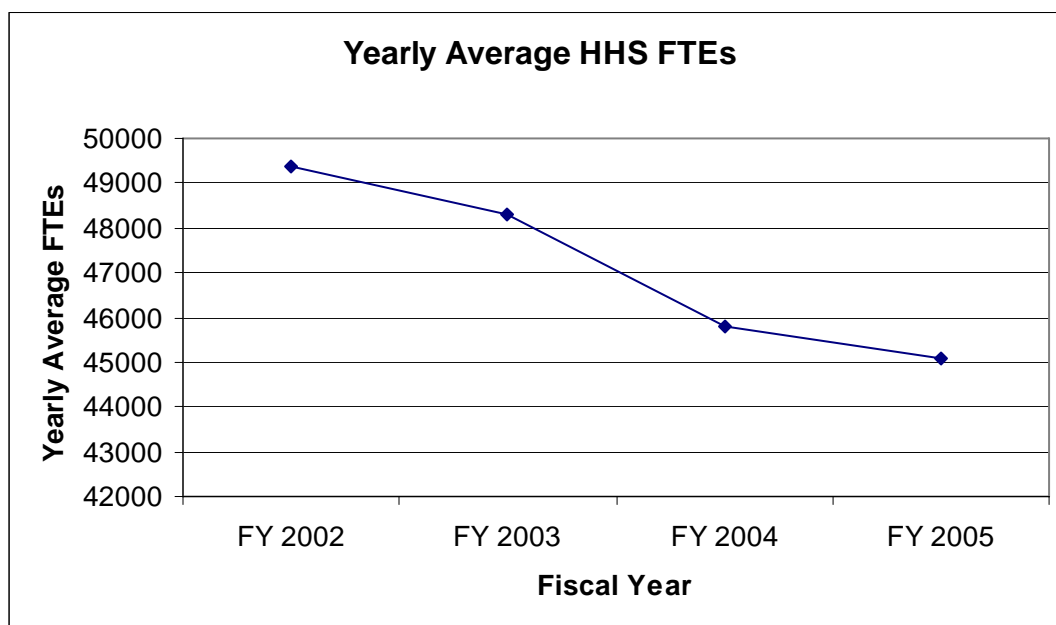
- A. Select the Type of FTE Data to Include in Your Query Results - selected "All FTE Data Reported",
- B. Select the Agencies to Include in the Query Results - "All Within a Functional Area" and then selected "Health & Human Services"
- C. Select the Timeframe for Data to Include in Your Query Results – Selected the range of quarters beginning with FY "2005; Quarter 1" and ending with FY "2005; Quarter 3".

Abbreviations: HHSC=Health & Human Services Commission; DFPS=Department of Family and Protective Services; DSHS=Department of State Health Services; DARS=Department of Assistive and Rehabilitative Services; and DADS=Department of Aging and Disability Services.

At time of this study, Quarter 4 numbers were not available.

As expected, in analyzing the total FTE counts over the last four fiscal years, state workers, advocate groups, and journalists had good reason to be concerned regarding state job losses. Beginning with nearly 49,385 employees in FY2002, employment at HHS agencies is definitely on a downward trend currently counting an average 45,066 FTEs. While budgets are increasing, FTE counts are down overall approximately 9.58% or 4,318.73. FTE trends are illustrated in Figure 25.

Figure 43. Yearly average FTE counts for HHS agencies by fiscal year.



Fiscal Year	Yearly Average FTEs	Percent Change
FY 2002	49385.09	N/A
FY 2003	48304.09	-2.24%
FY 2004	45782.44	-5.51%
FY 2005	45066.36	-1.59%

Whether through attrition or as a result of consolidation, the LBB estimated 1,102 FTE losses in FY 2004 and another 2,162 in FY2005 (Zavala, July 03, 2004) for a total of 3,264. The actual reported job losses were slightly less 3,228.73—2,512.65 in FY2004 and 716.08 in FY2005. It is important to not that although this number of state job losses is high; it is not all a part of HB 2292.

Overview of the Findings

In summary, this study discovered some key findings related to the research questions. The first research question was what was the knowledge worker

environment during the time of change? This study found that the knowledge management structure was disrupted during this time of change as evidenced by results related to some of the sub-questions. Regarding the knowledge environment, I found that employees were viewed as knowledge workers and those knowledge workers used knowledge documents.

The knowledge workers did transfer around to other agencies as a part of the consolidation effort and they played a central role in the consolidation effort. Additionally, there was neither a formalized organizational knowledge management structure in place at the agencies nor an executive level chief knowledge officer (or equivalent) responsible for managing the institutional knowledge. Finally, the knowledge workers tended to take both the knowledge in their heads (tacit) and their knowledge documents (explicit) with them and so the key finding was that in times of great change, such as the HB 2292 implementation, in order to follow the knowledge, you must follow the person.

The second research question was what was the knowledge management environment of the agencies during the time of change? It was confirmed through this study that there, indeed, really was a climate of change during the HB 2292 transition. The interviews of knowledge workers and the content analysis of the newspaper articles helped reveal the extent of change caused by the reorganization. The newspaper content analysis revealed that discussions on the drawbacks to loss of state jobs permeated the media coverage. Cost savings, consolidation/reorganization, state jobs/layoffs and ways to request benefits were presented as disadvantages in more than half of the articles which is important as each of these contributed to employees'

uncertainty in a time of transition. Data from the State Auditor's Office and the Legislative Budget board confirmed that positions were lost during this transition period but it did not appear that budget decreased. The interviews also revealed that although the agencies attempted to maintain morale and ensure critical knowledge was not lost they were not completely successful on either front.

The third research question was did consolidation of the HHS agencies diminish the ability to transition from tacit to explicit knowledge? The research found that there were attempts by the agencies to retain and share employee knowledge (for those that transferred to a sister agency or left the agency and/or the enterprise) but most felt far more could have been done. Additionally, there were attempts to archive knowledge documents prior to consolidation and that the users of those documents are responsible for retrieving those archives.

However, for staff that transferred to a new agency, we found that they often took their knowledge documents with them to their new job whether or not they would be doing the same functions in the new job. I also found that people still rely, even today, on the legacy subject matter experts to answer questions, even if those employees transferred to another position or agency. Finally, most felt that at least some knowledge was lost during the transition.

Summary

This study looks at knowledge management during times of great organizational change to determine the impacts on knowledge workers as well as if the organizational change diminished the ability to transition from tacit to explicit knowledge. The

methodological design for data collection was semi-structured interviews with knowledge workers in the HHS agencies supplemented with data from content analysis of media coverage related to HB 2292 and agency FTE and Budget demographic data.

CHAPTER 5

CONCLUSIONS

Introduction

This chapter discusses the conclusions that can be drawn and implications revealed by this study. I found that the knowledge management environment in periods of great transformation is disrupted. A climate of change makes it harder to transition from tacit to explicit knowledge. Even if attempts are made to capture knowledge, in times of change people prefer to hold onto their knowledge and knowledge documents. In this study, there were attempts by the agencies to retain and share employee knowledge (for those that transferred to a sister agency or left the agency and/or the enterprise) but most felt far more could have been done. Some even suggested a more formalized approach to knowledge transfer.

Overview of the Research Questions and Findings

A recap the key findings of this study can be found below as they relate to the research questions. The first research question was what was the knowledge worker environment during the time of change? Key findings were:

1. Knowledge management structure was disrupted during this time of change.
2. Employees were viewed as knowledge workers and those knowledge workers used knowledge documents.
3. Knowledge workers did transfer around to other agencies as a part of the consolidation effort and they played a central role in the consolidation effort.
4. There was neither a formalized organizational knowledge management structure in place at the agencies nor an executive level chief knowledge

officer (or equivalent) responsible for managing the institutional knowledge.

5. Knowledge workers tended to take both the knowledge in their heads (tacit) and their knowledge documents (explicit) with them and so the key finding was that in times of great change, such as the HB 2292 implementation, in order to follow the knowledge, you must follow the person.

The second research question was what was the knowledge management environment of the agencies during the time of change? Key findings were:

1. There really was a climate of change during the HB 2292 transition.
2. The interviews of knowledge workers and the content analysis of the newspaper articles helped reveal the extent of change caused by the reorganization.
3. The newspaper content analysis revealed that discussions on the drawbacks to loss of state jobs permeated the media coverage.
4. Cost savings, consolidation/reorganization, state jobs/layoffs and ways to request benefits were presented as disadvantages in more than half of the articles which is important as each of these contributed to employees' uncertainty in a time of transition.
5. Data from the State Auditor's Office and the Legislative Budget board confirmed that positions were lost during this transition period but it did not appear that budget decreased.
6. The interviews also revealed that although the agencies attempted to maintain morale and ensure critical knowledge was not lost they were not completely successful on either front.

The third research question was did consolidation of the HHS agencies diminish the ability to transition from tacit to explicit knowledge? Key findings were:

1. The research found that there were attempts by the agencies to retain and share employee knowledge (for those that transferred to a sister agency or left the agency and/or the enterprise) but most felt far more could have been done.
2. There were attempts to archive knowledge documents prior to consolidation and that the users of those documents are responsible for retrieving those archives.

3. For staff that transferred to a new agency, we found that they often took their knowledge documents with them to their new job whether or not they would be doing the same functions in the new job.
4. People still rely, even today, on the legacy subject matter experts to answer questions, even if those employees transferred to another position or agency.
5. Most felt that at least some knowledge was lost during the transition.

Knowledge workers tended to take both the knowledge in their heads (tacit) and their knowledge documents (explicit) with them. Some did this because they didn't know what they would need in their new job yet others because they didn't know to whom to transfer their knowledge and documents. Thus, in times of great change, such as the HB 2292 implementation, in order to follow the knowledge, you must follow the person. The person is still the keeper of both the tacit and explicit knowledge and transitions might make it more difficult to get to the knowledge holder and their knowledge. By making it more difficult to transition from tacit to explicit knowledge, times of change also make it more difficult to move data to information, information to knowledge, knowledge to wisdom.

It was encouraging that I found that employees were viewed as knowledge workers and those knowledge workers used knowledge documents. However, there was neither a formalized organizational knowledge management structure in place at the agencies nor an executive level chief knowledge officer (or equivalent) responsible for managing the institutional knowledge. The interviews also revealed that although the agencies attempted to maintain morale and ensure critical knowledge was not lost they were not completely successful on either front. It is believed that a more formalized structure for knowledge management fosters the opportunity to retain and share knowledge in times of change.

The content analysis of newspaper articles and quantitative expression of employee losses help us establish that there was indeed a climate of change and the extent of those changes. Many state employees have devoted their careers to public service. The external noise of constant media coverage alluding to job cuts, impacts on client services, changes in the way clients request benefits, outsourcing, etc. during this time of transition contributed negatively to the knowledge environment. Many people left their agency for another HHS agency or another state agency out of the HHS enterprise while others left state service altogether as evidenced by the SAO numbers showing full-time employee equivalent head-counts decreased.

Of particular interest for this research was the finding that the category state jobs/layoffs was presented primarily as a disadvantage. I believe this contributed greatly to uneasiness of state staff during the transition...and still does even after a year into the consolidation. With a lot of media coverage and very little to counter the coverage, people are left to speculate. The impact for future consolidation efforts is that organizations may benefit greatly by working closely with both the advocate groups and with the media throughout the project. This relationship might result in better coverage of the consolidation in the print media, and, by extension a happier workforce with higher morale.

Knowledge workers did play a central role in the consolidation effort and although they transferred to different agencies, they were still available to answer questions and for knowledge transfer. In fact, people still rely on the legacy subject matter experts to answer questions, even if those employees transferred to another position or HHS agency. Employees "in the trenches" had many good ideas. Their

suggestions included better communication, avoid spreading knowledgeable staff too thin, take more time for the consolidation, reduce the number of changes all at once, better documentation, and try harder to retain employees. Their lessons learned included take more time to implement, improve communication, better planning, systematic knowledge transfer approach, use a phased approach rather than trying to do everything at once, etc. Finally, most felt that even though attempts were made to combat it, some knowledge was lost during the transition.

Limitations

Several limitations existed for this study. First, the scope of the questions asked was a limitation of the study. Given unlimited time and resources, there are many topics in knowledge management that warrant exploration. However, this research was limited to the research questions discussed above. Second, the number of agencies participating limited the results. The results and conclusions were based only on representation of the participating agencies. It is assumed that I was able to obtain enough data to draw sound conclusions from that data. Third, the scope of this research is limited to the HHS in Texas and, as such, will not tap into the complex knowledge management and knowledge sharing issues among all state agencies in the public sector. It is hoped that this research may serve as a model for future research of other state agencies and their relationships with regard to knowledge management in times of great change.

Implications

Theoretical Implications

Although there exists a large body of literature about knowledge management and change management, there is a derth of information regarding knowledge management specifical in times of change such as the HB 2292 organizational change. It is hoped that this dissertation can contribute to the this body of literature in knowledge management and information science.

This research holds great implications related to the concepts of tacit and explicit knowledge. If the overall goal of knowledge management is to draw out the tacit knowledge and transform that into explicit knowledge, that goal is greatly impacted by an environmental change such as the reorganization created by HB 2292. It appears that times of change may call for different knowledge management tools and techniques. Identifying the need is an important step to developing the theory, but much research is still needed in this area.

Theoretical study is needed to explore Nonaka & Takeuchi's (1995) spiral model of knowledge creation and how that is directly impacted by introducing organizational change. This research found that introduction of change made it more difficult to complete the four knowledge conversion processes: Socialization – tacit to tacit, Externalization – tacit to explicit, Combination – explicit to explicit, and even Internalization explicit to tacit.

HB 2292 was really about, moving programs, clients, staff and knowledge around from 11 smaller agencies into 5 larger agencies to achieve efficiencies and save money. The knowledge was split in some cases, combined it in some cases and simply

transferred in other cases. I suggested that, above all, this was really a “knowledge project”. There is a great need for research on knowledge projects and how to make them successful as this literature is lacking.

Critical areas of study include how to create, capture, transfer, share, store, retrieve and understand information and knowledge. Researchers need to better understand how to get from tacit to explicit knowledge and how to allow for the creation of new knowledge to be shared. As a growing interdisciplinary profession interested in the study of information and knowledge in all subjects, the information science field provides a rich library of literature from which both knowledge management and project management could benefit.

Practical Implications

Organizations can learn from this study that knowledge workers, as well as their knowledge documents are greatly impacted by a climate of change. Sometimes change is unavoidable and actually healthy for the organization, but, I also found that change comes at a potential cost. Just as there is an increased chance of losing a favorite picture when you move from one house to another, the chances for losing knowledge increases in an organizational restructuring. In an environment where a knowledge worker may innocently say “I won’t need that in my new job” and tosses out a knowledge document, there is the potential for lost knowledge. On the other hand, if employee morale is low and that knowledge workers feels unappreciated by the organization, the same worker could purposefully not transition that knowledge. Or, there could be valiant attempts to share knowledge and for whatever reason it does not

get fully transferred. This should be recognized and planned for in order to keep from losing valuable organizational knowledge.

It was interesting that the use of technology was not mentioned by most of the interview respondents. With rapidly changing information technologies and complex knowledge required in performing knowledge work, the dynamic of the workforce is changing as well (DeLong, 2004). DeLong points out, “knowledge-intensive work today is much more interdisciplinary, often requiring the integration of expertise across a wide range of subjects” (2004, p. 16). A wealth of tools and techniques are available for organizations to leverage for knowledge management, additional research should be done regarding the use of specific technologies in times of change.

Capturing knowledge is the key to avoiding the organizational knowledge loss. International Data Corp, a research firm, indicates that “companies spent \$2.7 billion on new knowledge management systems in 2002, and analysts expect spending to rise to \$4.8 billion by 2007” (Logue, 2004, p. 34). This group also estimates “Fortune 500 companies lose \$31.5 billion each year because they don’t share knowledge” (Logue, 2004, p. 34). Additional research is needed regarding knowledge sharing during times of transition.

During this time of transition, there was an assumption that there was no record trail and great uncertainty regarding records retention. A formalized structure for knowledge management, perhaps led by a chief knowledge officer who works closely with the agency’s records coordinators would help knowledge workers with their documentation control.

In thinking about transferrability, one may ask, “How many states are going to do this?” I think the long-term success of Texas project could influence the answer. As Robinson (2004) pointed out, “since 2002, at least half of the states have considered reorganization of their health and human services systems” (p. 2). With the trend of tax cuts at local, state and federal levels, I predict that more state agency reorganizations will occur. They are well liked legislatively “in times fiscal constraint when policymakers must find options for containing government costs” (Robinson, 2004, p. 2). Generally speaking, the concept of reorganization could be extended to any number of local, state and federal entities – one can look at local school districts, Texas’s HB 2292, and the creation of the Department of Homeland security to see well known examples of this and corporate entities restructure too in an attempt to impact the bottom line.

Reorganizations, consolidations, and outsourcing all increase the potential for lost knowledge; however, there are other factors that bring about the struggle or death of organizational knowledge. When an organization, private or public, downsizes “without provision to preserve and extend necessary intellectual capital can find themselves brain dead after terminations and layoffs” (Housel & Bell, 2001, p. 5). Indeed, “after all, knowledge resides primarily within human heads; when ‘head count’ is reduced, inevitably the sum of knowledge within the organization is reduced, sometimes critically so” (Housel & Bell, 2001, p. 5). This is especially true when those that are leaving the organization have many years of tenure and much tacit, or undocumented, knowledge that they take with them. This could be fueled by early retirement incentives, consolidations, and reorganization efforts in organizations.

Directions for Future Research

From a project management perspective, I would hope that future research would include an enterprise-wide lessons learned study as Texas may serve as a model for other states agencies looking to consolidate. It was clear from just the small number of responses that I received for the interviews that much could have been done better and possibly not have resulted in so many people leaving or transferring from one agency to another. The employees are driven to serve their customers or clients but many do so looking back on the consolidation feeling that the voices were not heard.

There are implications for information science, knowledge management and project management in the attempts to retain and share knowledge prior to 2292 implementation. There were many workgroups, documentation and training, although, most interviewees felt additional knowledge transfer needed to occur. Knowledge documents tended to stay with the knowledge worker that previously used them. So, to get at the knowledge, you had to get back to the knowledge worker and his/her documents.

Delong suggests, “we must recognize two major forces that are shaping the workplace today: (1) an aging population and (2) the increasing complexity of knowledge needed in technologically advanced societies” (2004, p. 12). Just prior to the HB 2292 implementation, “more than 4,000 state workers took advantage of a new law that allows them to be paid 25 percent of their annual salaries if they retire as soon as they are eligible for full pension benefits” (Susswein, 2003, November 18). Some felt this buyout “threatened to drain valuable institutional knowledge from state government and leave some agencies short-handed in providing services or protecting public safety

(Susswein & Ward, 2003, July 2). This is minor compared to the potential impact the aging workforce presents—a potential knowledge management crisis. Although not directly studied here, the findings from this research prove the need to study this further.

Summary

It is in this research where my three research interests converge – information science, knowledge management, and project management. Almost all of the interviewees indicated that their knowledge workers transferred to more than one agency and that they relied on those SMEs even if they transferred to another agency. Additionally, they indicated that people tended to take their knowledge documents with them. In an ideal scenario, all of the knowledge and the accompanying knowledge documents for a specific function would have been transferred to the person that would be performing that function in the new structure before the transition took place. However, the project had to allow time for it and a formalized knowledge management structure would be needed to facilitate it.

With demographics changing in the coming years due to retiring baby-boomers and smaller generations that follow, “there is little question that many experienced workers will be leaving their jobs in the next decade” (DeLong, 2004, p. 13). This problem is not unique to the United States and DeLong states that in the not too distant future “that giant sucking sound you will hear is all the knowledge being drained out of organizations by retirees and other forms of turnover” (2004, p. 13). He cites several industries where large numbers are poised to retire in a matter of years including the U.S. Defense Department’s civilian workforce, secondary school teachers, NASA

engineers and scientists, oil and gas production industry, aviation industry, energy industry, health-care, etc. (DeLong, 2004, p. 14-16). Whether the change is introduced legislatively, organizationally, or by the workforce itself, change does impact organizational knowledge.

It is hard enough to perform the complex tasks of creating, capturing, sharing, transferring, storing, and preserving knowledge when the environment is stable. This study fills an existing need for research related to knowledge management in times of change. An entity that underwent a huge reorganization via a knowledge project was ripe for the study of information and knowledge management. In a transition phase, one must follow the person to follow the knowledge. The fruit of the study is really in the finding that without the concept of managing information and knowledge projects, great change makes it more difficult to transition from tacit to explicit knowledge and the organization is at risk of losing essential organizational knowledge.

APPENDIX A
RESEARCHER BACKGROUND

My interest in pursuing this research lies in the fact that I am currently employed by one of the five new agencies formed under HB 2292 and prior to the consolidation, I was employed by one of the legacy agencies. Additional information about my background can be found in Appendix A. During the consolidation, I witnessed a large number of my colleagues either retire, leave state service for the private sector, or transfer to other state agencies (some HHS and some non-HHS agencies). I often wondered if they had documented all of the processes that they knew or if they had fully trained someone before they left. I have to admit, it was a time of great uncertainty for all of us, but I personally feel fortunate to have been a part of such a huge undertaking. It is hoped that this research is perceived as neither an endorsement nor a criticism of HB 2292 but, rather, a part of the ongoing dialogue regarding the bill, its impacts on knowledge workers and their documents, as well as lessons learned from the undertaking. Additionally, it is hoped that this research will contribute to the information science, knowledge management and project management bodies of knowledge and serve as a helpful tool for other organizations looking to consolidate their services.

APPENDIX B

CREATION OF THE NEW HHS AGENCIES AS REQUIRED UNDER HB 2292

Department of Aging and Disability Services (DADS)

The Texas Department of Aging and Disability Services (DADS) consolidated parts of three legacy agencies including the aging services and programs of the Department on Aging, the community care, nursing facility, and long-term care regulatory services of the Department of Human Services, and the mental retardation services and state school programs of the Department of Mental Health and Mental Retardation (Texas Department of Aging and Disability Services [DADS], 2004 a). The DADS mission is “to provide a comprehensive array of aging and disability services, supports, and opportunities that are easily accessed in local communities” (DADS, 2004 a). DADS “key responsibilities to the citizens of Texas include:

- Working in partnership with consumers, caregivers, service providers, and other stakeholders.
- Developing and improving service options that are responsive to individual needs and preferences.
- Ensuring and protecting self-determination, consumer rights, and safety” (DADS, 2004 a).

Texas Department on Aging

The Texas Department on Aging (TDoA) was established in 1981 and was previously known as the Governor's Committee on Aging. TDoA served the aging community of Texas by supporting numerous programs funded via the federal Older Americans Act of 1965, funding from the state Legislature and contributions from local communities. These programs aimed to provide older citizens (especially those with the greatest social and economic need) to live healthy, dignified and independent lives (DADS, 2004 d).

Texas Department of Human Services

The Texas Constitution was amended in the 1930's to allow Texas to use federal money on public assistance programs. The agencies that administered those programs evolved into the State Department of Public Welfare (DPW), the Texas Department of Human Resources (DHR), and the Texas Department of Human Services (DHS).

During its long history, DHS administered a wide array of programs including Bread Bonds, Old Age Assistance grants, Aid to the Blind, Aid to Dependent Children (ADC) grants, Public Welfare assistance, Public Welfare Fraud Investigation, Medical Assistance program, Food Stamp program, Medicaid program, Work Incentive (WIN) program, Vendor Drug program, Adult financial assistance programs (Supplemental Security Income), Child-Support Enforcement, Aid to Families with Dependent Children (AFDC), Medically Needy program, Food Stamp Employment/Training programs, Nursing Home programs, Medicaid eligibility & services, Long-term Care Regulatory services, child and adult protective services, child-care licensing, child nutrition programs, Intermediate Care Facilities for Persons with Mental Retardation (ICF-MR) program, Job Opportunities and Basic Skills (JOBS) training, child care for low-income families programs and Temporary Assistance for Needy Families (TANF) (DADS, 2004 b).

Texas Department of Mental Health and Mental Retardation

The Texas Department of Mental Health and Mental Retardation (TDMHMR) was created in 1969 as part of the Texas Mental Health and Mental Retardation Act (HB 3) passed by the 59th Legislature. It assumed responsibilities from the Board for Texas

State Hospitals and Special Schools. In 2004, the State School functions of TDMHMR were transferred to DADS as part of HB 2292.

Department of Family and Protective Services (DFPS)

The Department of Family and Protective Services (DFPS) was created by renaming the former Department of Protective and Regulatory Services. The mission of the DFPS is “to protect the unprotected — children, elderly, and people with disabilities — from abuse, neglect, and exploitation” (Department of Family and Protective Services [DFPS], 2004). This agency “is charged with protecting children, adults who are elderly or have disabilities living at home or in state facilities, and licensing group day-care homes, day-care centers, and registered family homes. The agency is also charged with managing community-based programs that prevent delinquency, abuse, neglect and exploitation of Texas children, elderly and disabled adults” (DFPS, 2004). DFPS employs almost 6,800 state employees.

Department of Assistive and Rehabilitative Services (DARS)

The Department of Assistive and Rehabilitative Services is made up of the powers and duties of the Texas Rehabilitation Commission, Texas Commission for the Blind, Texas Commission for the Deaf and Hard of Hearing, and the Interagency Council on Early Childhood Intervention. The mission of DARS is to “work in partnership with Texans with disabilities and families with children who have developmental delays to improve the quality of their lives and to enable their full

participation in society” (Department of Assistive and Rehabilitative Services [DARS], 2004).

Texas Rehabilitation Commission

Established in 1969, the Texas Rehabilitation Commission (TRC) was “the state's principal authority on the vocational rehabilitation of Texans with disabilities, except persons with visual impairments and the legally blind” (Texas Rehabilitation Commission [TRC], 2002). TRC's main purpose was to “assist people with disabilities to participate in their communities by achieving employment of choice, living as independently as possible and accessing high quality services” by providing a number of programs such as Vocational Rehabilitation, Supported Employment, Transition Planning, Independent Living Centers and Services, Comprehensive Rehabilitation Services, Disability Determination Services, and the Texas Council for Developmental Disabilities (TRC, 2002).

Texas Commission for the Blind

Texas Commission for the Blind (TCB) was 72 years old at the time it was disbanded by HB 2292 (Murphy, 2004). With a vision of “A Texas where people who are blind or visually impaired have the same opportunities as other Texans to pursue full and productive lives,” the TCB's mission was to “Work in partnership with Texans who are blind or visually impaired to reach their goals” (Texas Commission for the Blind, 2004).

Texas Commission for the Deaf and Hard of Hearing

Established in 1971, the Texas Commission for the Deaf and Hard of Hearing (TCDHH) was “the first and what was to become one of the finest commissions for the deaf in the nation” (Texas Commission for the Deaf and Hard of Hearing [TCDHH], 2004). Utilizing councils and outreach programs, TCDHH administered Regional Specialist Program, Communication Access Services, Senior Citizens Program, Certification of Deafness for Tuition Waiver and was a model for other states to follow (TCDHH, 2004).

Early Childhood Intervention

The Early Childhood Intervention (ECI) division was established as a result of citizen involvement in the legislative process with a mission to “assure that families with young children with developmental delays have the resources and support they need to reach their goals” (Division for Early Childhood Intervention Services, 2002).

Department of State Health Services (DSHS)

House bill 2292 also created the new Department of State Health Services (DSHS) by combining all of the powers and duties of the Texas Department of Health, the Texas Commission on Alcohol and Drug Abuse, and the Texas Health Care Information Council along with the mental health community services and state hospital programs operated by the Department of Mental Health and Mental Retardation. DSHS “promotes optimal health for individuals and communities while providing effective

health, mental health and substance abuse services to Texans” (Texas Department of State Health Services [DSHS], 2004).

Texas Department of Health

Dating back to the need for quarantines in the mid to late 1800's, the Texas Department of Health (TDH) organizational history played a central role in ensuring Texans' health. The Texas Legislature passed regulations to allow local governments to set up quarantine regulations within their own jurisdictions with more enforceable legislation passing in the 1870's beginning with the Quarantine Act of 1870. The Legislature authorized a \$.50 per head fee on all vessels arriving in Texas to pay for the enforcement, established border quarantine stations, and approved the appointment of a medical health officer for the state. The very effective enforcement of the quarantine legislation minimized Texas's exposure to deadly diseases such as Yellow Fever (Bernstein, 2002; Ramos, 1988). Reorganization is not new to the Texas Department of Health. Originally called Texas Quarantine Department, it was renamed as the Department of Public Health and Vital Statistics by the Legislature in 1903. It was abolished as part of the establishment of the Texas State Board of Health in 1909, an agency that expanded its services far beyond quarantine activities via a board of seven physician-members with at least ten years of Texas medical practice. In 1927, the agency was renamed to the Texas State Department of Health and experienced tremendous growth and expansion. The department reorganized again in 1974 as the Texas Department of Health Resources and then to Texas Department of Health (TDH). In 1993, TDH was organized into six areas: Family Health Services, Disease

Prevention, Environmental and Consumer Health, Special Health Services, Community and Rural Health, and Departmental Administration. Additionally, other smaller structure changes have occurred throughout TDH's history with the addition and removal of smaller departments (Bernstein, 2002; Ramos, 1988).

Texas Commission on Alcohol and Drug Abuse

The Texas Commission on Alcoholism was established in 1953 and it was responsible for “carrying on a continuing study of the problems of alcoholism; promoting or conducting educational programs; establishing cooperative relationships with other state and local agencies, and with educational, medical, welfare, and law enforcement groups, both public and private; receiving and administering state and federal funds for alcoholism programs; certifying education programs for DWI offenders; and licensing alcoholism health care facilities” (Texas Commission on Alcohol and Drug Abuse [TCADA], 2003).

In 1971, Texas Commission on Alcoholism was designated by the Governor as the agency that would comply with the federal Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970. The scope of the agency was expanded in 1985 and the agency changed its name to the Texas Commission on Alcohol and Drug Abuse and it later added a compulsive gambling program in 1991. In 2003, the agency was organized into the following units: Executive Branch, Demand Reduction Group, Legal, Communications/Public Information, Finance and Administration Branch, Programs Branch, and Licensing and Enforcement Branch

(with Fiscal Compliance Division, Program Compliance Division, Licensing and Certification Division, and Investigations Division (TCADA, 2003).

The Texas Health Care Information Council

The Texas Health Care Information Council (THCIC) was established in the 74th Legislature in 1995, to “provide data that will enable Texas consumers and health plan purchasers to make informed health care decisions” (Texas Health Care Information Council [THCIC], 2000). THCIC’s goal was “to provide information that will enable consumers to have an impact on the cost and quality of health care in Texas” (THCIC, 2000).

Texas Department of Mental Health and Mental Retardation

The State Hospital services of TDMHMR were transferred to DSHS. Predating the establishment of MHMR in 1965, the Texas State Lunatic Asylum, established in 1856, was the first institution of its kind west of the Mississippi and began accepting patients in 1861. Later changing names to Austin State Hospital (ASH), it is one of the oldest state facilities in Texas (DADS, 3005 c). In 2004, the State Hospital functions of TDMHMR were transferred to DSHS as part of HB 2292.

APPENDIX C
DETAILS OF PASSAGE OF HOUSE BILL 2292

Texas's 78th Legislature, Regular Session 2003

On the second Tuesday in January 2003, the Texas 78th legislature, which meets every odd-numbered year in regular sessions lasting 140 days to draft new laws and address major issues facing Texas, convened to conduct the business of the session. The bicameral legislature is made up of 150 members of the House of Representatives (elected to two-year terms representing districts of approximately 113,000 Texans) and 31 senators (serving four-year terms and representing districts of approximately 550,000 Texans) each (Texas House, 2004 a).

The first order of business for the members of the house is to choose the presiding officer, speaker of the house, from their ranks. The speaker, in turn, appoints chairs and vice chairs of all 31 house committees. These committees are charged with reviewing legislation and determining what other representatives will serve on the committees. In the senate, the presiding officer is the publicly elected lieutenant governor who is not actually a member of the senate (Texas House, 2004 a).

One of the most important and powerful committees in the Texas House of representatives is the Appropriations Committee comprised of 29 members with jurisdiction over:

- (1) all bills and resolutions appropriating money from the state treasury;
- (2) all bills and resolutions containing provisions resulting in automatic allocation of funds from the state treasury;
- (3) all bills and resolutions diverting funds from the state treasury or preventing funds from going in that otherwise would be placed in the state treasury; and
- (4) all matters pertaining to claims and accounts filed with the legislature against

the state unless jurisdiction over those bills and resolutions is specifically granted by these rules to some other standing committee (Texas House, 2004 b).

Additionally, the Appropriations Committee reserves the right to “comment upon any bill or resolution containing a provision resulting in an automatic allocation of funds” (Texas House, 2004 b).

Dismal Texas Budget News in 2003

In February 2003, Carole Keeton Strayhorn, the Texas Comptroller released a statement addressing the dismal state of the Texas budget which read in part:

I'm going to tell it like it is. If Texas lawmakers don't make the tough choices of tightening up our state's budget, Texas taxpayers face a \$9.9 billion shortfall in the upcoming biennium.

Two years ago, I warned that while the Legislature had technically balanced the budget, they had done so in such a way that we would inevitably be facing a shortfall of \$5.1 billion when the 78th Legislature convened. The spendthrift decisions by the last Legislature to blow the \$3 billion surplus, stacked upon the passage of unfounded obligations, have now collided with an anemic economy.

Since my original projection, our economy has suffered an economic triple play: the aftereffects of September 11 and the continued threat of war and terrorism, the bursting of the dot-com bubble and the drag on business investment ignited by the Enron and WorldCom financial scandals” (Strayhorn, 2003).

Additionally, in his State of the State address on February 11, 2003, Texas Governor Rick Perry said “Now is the time to consolidate, restructure, and - when necessary - eliminate boards and agencies” (Perry, 2003).

Given the grim news regarding the \$9.9 billion dollar shortfall for the 2004-2005 biennium and the directive from the Governor and other elected officials, the legislature set about the task of creating a budget that will comply with the balanced budget provisions of the Texas Constitution without raising taxes or creating new taxes.

“Rather than the traditional performance-based budgeting approach, budget writers requested state agencies, institutions of higher education, and the judiciary to submit budget requests within an allotted amount of money, and prioritize core services and essential functions” (Senate, 2003). House Bill 2292, entitled “Relating to the Provision of Health and Human Services in This State, Including the Powers and Duties of the Health and Human Services Commission and Other State Agencies” was one of many bills in the 78th Legislature Regular Session that attempted to address the Texas budgetary concerns.

House Bill 2292-From a One-Page Draft to a 142-Page Signed Bill

In the Texas legislature, a member of either the House or Senate can introduce a bill on any subject in their respective chamber during the first 60 calendar days of a regular session or after 60 days in certain circumstances. During the 78th Legislature, a total of 9231 bills were filed in both chambers.

Of the thousands of bills introduced into the 78th Legislature, few were as far-reaching and controversial as House Bill 2292 introduced on 3/11/2003 by author Arlene Wohlgemuth, Republican Representative from Burleson. The bill’s original caption, a short description of the bill, described it as “Relating to State Policy Relating to Financing of Certain Health and Human Services Programs” (Texas Legislature, 2004). This caption was read aloud on 3/17/2003 to the convened House so members could be aware of the bill and its subject in accordance with standard protocol. On the same day, the presiding officer, the speaker of the House, Tom Craddick assigned the bill to the House Appropriations Committee for further review. Once a bill has been considered by a committee, the committee can choose to either take no action or may

issue a committee report for their chamber on the bill which usually includes the committee's recommendations regarding action on the bill, a record of the committee's vote on the report, the text of the bill as reported by the committee, a detailed bill analysis, and a fiscal note or other impact statement, as necessary (Texas House, 2004).

In considering HB 2292, from March 17, 2003 to April 10, 2003, the Appropriations committee scheduled several public hearings, testimony was taken in committee meetings, substitutes were considered in committee, amendments were considered and the bill was left pending in committee for some time. Joint-author Representative Talmadge Heflin (Republican, Houston/Harris County), signed the bill on April 11, 2003. The bill was considered in formal meeting and reported favorably as substituted April 17, 2003. The Appropriations Committee filed its report with the Committee Coordinator on April 21, 2003 and then printed and distributed their report to House members on April 22, 2003 (Texas Legislature, 2004).

The next day, the revised bill received floor action, a second reading, with a revised caption "Relating to the Provision of Health and Human Services in this State, Including the Powers and Duties of the Health and Human Services Commission and other State Agencies; Providing Penalties" (Texas Legislature, 2004). The bill was debated and amended on April 24, 2003 through April 28, 2003. House Bill 2292 received a third and final reading and another opportunity for amendments on April 28, 2003. Additional debating and amendments followed and the bill as amended was passed with Record Vote 367 with 88 Yeas, 56 Nays, and 2 Present but not voting (Texas Legislature, 2004).

House Bill 2292 was engrossed, meaning that it passed the House and all amendments to the bill were incorporated into the text of the bill, on at 8:09 am on April 29, 2003 and was sent on to the Texas Senate. In the Senate, with sponsorship by Senator Jane Nelson, Republican Senator from Flower Mound, the bill followed the same steps (note that it was called CSHB 2292—Committee Substitute House Bill 2292 in the Senate) and was read the first time on April 30, 2003 and sent to the Committee on Finance the same day. The bill was considered in public hearing and testimony was taken on May 12, 2003, May 22, 2003 and May 23, 2003 before the committee printed and distributed its report on May 26, 2003. The bill received its second Senate reading on May 27, 2003 and was amended on May 27, 2003 and May 28, 2003. CSHB 2292 received its third and final reading and yet another opportunity for amendments on May 28, 2003. In the heat of the debate, Senator Gonzalo Barrientos raised a parliamentary inquiry and point of order and asked that the bill be read aloud in its entirety (Zavala, July 03, 2004). This could have caused the bill to die on the floor but Senator Barrientos announced that he would not filibuster the bill just after 9pm on May 28, 2003 (Zavala, July 03, 2004). Additional debating and amendments followed and the bill as amended was passed with a Senate vote of 22 Yeas, 9 Nays (Texas Legislature, 2004).

Since there were amendments in the Senate, and the House could not concur in Senate amendments, the House requested a conference committee (appointed by the presiding officers and made up of five members from each house) to reach consensus between the house version and the senate versions of the bill was requested on May 29, 2003 and agreed to by the Senate on May 30, 2003. Consensus was reached on the amendments and the conference committee filed its report on May 31, 2003 and the

revised Bill and Amendments were printed and distributed at 11:52 pm on May 31, 2003. Both the House and Senate adopted the conference committee report on June 01, 2003 and passed the bill (House Record 948—87 Yeas, 58 Nays, and 1 Present not voting) and Senate on June 02, 2003 and sent to the Governor. Governor Rick Perry, signed the bill on June 10, 2003 (Texas Legislature, 2004).

Controversy in the 78th Legislature and House Bill 2292

The 78th Legislature was very controversial. Other than HB 2292, during the 2003 political season, the Texas legislature also made national headlines when 53 of the 62 Democratic House members protested a congressional redistricting bill by staging a walkout. In doing so, they denied the House a quorum on a contested redistricting bill debate (Associated Press, 2003; Mabin, 2003). According to the Associated Press, partisan tension was building throughout the legislative session because “Republicans and Democrats have clashed over a no-new-taxes budget, sweeping lawsuit limitation legislation and a push by the GOP leadership to redraw congressional voting lines to favor Republicans” (Associated Press, 2003). With tensions high, coming to agreement on HB 2292 and other bills was trying in the 78th Legislature.

APPENDIX D

CODEBOOK FOR NEWSPAPERS RELATED TO HB 2292

Methodology dictates that when using human coding, the creation of the coding form and codebook “with all variable measures *fully explained*” (Neuendorf, 2002, p. 50) are required prior to the research. Appendix D contains the codebook used for this research with fully explained measures. Appendix E contains the coding form that was used for this research. Both were developed prior to the research.

Codebook for House Bill 2292: Advantages and Disadvantages presented in Texas

Newspapers 2003-2005

Purpose: The purpose of this exercise is to determine the advantages and disadvantages of HB 2292 as presented in Texas newspapers in 2003-2005.

You will be coding using photocopies of newspaper articles provided to you by the researcher along with a Coding Form. You will need to complete a Coding Form for each article.

There are approximately 100 articles to code. These articles were randomly selected from a list of all articles that appeared in all Texas newspapers from 1/1/2003-7/15/2005 with “2292” as a keyword and were screened for appropriateness to ensure that no nonsensical articles are coded. For example, on some newspaper Web Sites, the keyword “2292” brings back sports statistics, phone numbers, etc. These erroneous hits were weeded out before the random selection of the articles to code were chosen.

The articles can be as short as a single paragraph or up to several pages. The average coding time per article is 20-30 minutes and should get faster with practice. Conceptually, this research is focused on the overall position of the article. Therefore, we will be coding the articles at the “article level”, a holistic way of categorizing the entire article based on 13 elements which are discussed further in the Codebook.

Advantage/Disadvantage: All newspaper articles are written without the assurance of how the receiver will read the message. Advantage and disadvantage, therefore, be loosely defined for this purpose. The coder should use their gut reaction to code the articles using the following as only a guide for these definitions:

- Advantage - “a beneficial factor or combination of factors or a relatively favorable position” and
- Disadvantage - “an unfavorable condition or circumstance” (American Heritage, 2003).

Unit of Data Collection: Article as a whole.

Article ID: Fill in the article ID number, as indicated on the article ID list and referenced in the top right hand corner of the article.

Coder ID: Indicate the number of the coder who coded that sheet. These numbers are listed on the Coder ID list.

1. Cost Savings: Indicate whether this article presents Cost Savings as an advantage and/or disadvantage of HB 2292. This topic could include discussions regarding the following:

- estimated cost savings as a result of HB 2292,
 - efficiency gained as a result of HB 2292,
 - savings from office closures as a part of 2292,
 - savings from development of call centers as a part of HB 2292,
 - estate recovery (state seizure of homes to recover Medicaid costs incurred by the state),
 - budget deficit if HB 2292 is presented as a way to help balance the budget or to prevent the need for new taxes,
 - impacts to fraud recovery/prevention efforts as they relate to saving taxpayer dollars,
 - manufacturer rebates on drugs purchased for state health programs/drug prices.
6. Presented as an advantage only.
 7. Presented as a disadvantage only.
 8. Presented as both an advantage and a disadvantage.
 9. Not presented at all.
 10. Unable to determine.

2. Impact to Medicaid Services/Programs/Clients: Indicate whether this article presents impacts to Medicaid Services, Programs and/or Clients as an advantage and/or disadvantage of HB 2292. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

3. Impact to Nursing Home Services/Programs/Clients: Indicate whether this article presents impacts to Nursing Home Services, Programs and/or Clients as an advantage and/or disadvantage of HB 2292. This item could include discussions related to Long Term Care programs. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

4. Impact to Food Stamp Services/Programs/Clients: Indicate whether this article presents impacts to Food Stamp Services, Programs and/or Clients as an advantage

and/or disadvantage of HB 2292. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

5. Impact to Temporary Assistance for Needy Families (TANF)

Services/Programs/Clients: Indicate whether this article presents impacts to TANF Services, Programs and/or Clients as an advantage and/or disadvantage of HB 2292. Discussions on this topic could include “welfare” or “cash assistance” as these are interchangeable. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

6. Impact to Child Health Insurance Program (CHIP) Services/Programs/Clients:

Indicate whether this article presents impacts to CHIP Services, Programs and/or Clients as an advantage and/or disadvantage of HB 2292. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

7. Impact to Mental Health or State School Services/Programs/Clients: Indicate

whether this article presents impacts to (1) Mental Health Services, (2) State School Services, and/or (3) State Hospital Programs and/or Clients as an advantage and/or disadvantage of HB 2292. Please do not include changes in the way users will qualify for or access this program - only changes to the actual program. Changes in access methods will be captured in item #11.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

8. Consolidation/Reorganization of Health and Human Service agencies: Indicate whether this article presents consolidation/reorganization of the Health and Human Service agencies as an advantage and/or disadvantage of HB 2292.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

9. Reduction of state jobs/layoffs: Indicate whether this article presents reduction of state jobs/layoffs as an advantage and/or disadvantage of HB 2292. Discussions could refer to state employees as FTEs or Full Time Employees/Equivalents.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

10. Number of state jobs/layoffs: If this article presents reduction of state jobs/layoffs as an advantage or disadvantage of HB 2292, how many jobs were estimated to be lost (enter number or numbers as presented in the article). This could include “hundreds,” “thousands,” etc. depending upon the article. This one may require some basic calculations.

11. Changes in ways to request benefits: Indicate whether this article presents changes in the way to request benefits as an advantage and/or disadvantage of HB 2292. This topic includes changes in tools to request benefits such as Call Centers, Internet, 211 System, mail, fax, etc.).

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

12. Privatization of social services: Indicate whether this article presents privatization of social services as an advantage and/or disadvantage of HB 2292. Discussions could include shifting of social services to other entities such as non-profits, emergency rooms, etc.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

13. Increased lawmaking power given to the Health and Human Services Commission: Indicate whether this article presents increased lawmaking power given to the Health

and Human Services Commission as an advantage and/or disadvantage of HB 2292. Discussions for this item could include abolishing advisory committees, eliminating agency boards, direct reporting by the HHSC commissioner to the governor, etc.

1. Presented as an advantage only.
2. Presented as a disadvantage only.
3. Presented as both an advantage and a disadvantage.
4. Not presented at all.
5. Unable to determine.

APPENDIX E

CODE FORM FOR NEWSPAPERS RELATED TO HB 2292

Methodology dictates that when using human coding, the creation of the coding form and codebook “with all variable measures *fully* explained” (Neuendorf, 2002, p. 50) are required prior to the research. Appendix D contains the codebook used for this research with fully explained measures. Appendix E contains the coding form that was used for this research. Both were developed prior to the research.

Coding Form

HB 2292: Advantages and Disadvantages presented in Texas Newspaper Media

Article ID _____

Coder ID _____

<u>ID</u>	<u>Topic</u>	<u>Code</u>
1	Cost Savings	
2	Impact to Medicaid Services/Programs/Clients	
3	Impact to Nursing Home Services/Programs/Clients	
4	Impact to Food Stamp Services/Programs/Clients	
5	Impact to TANF Services/Programs/Clients	
6	Impact to CHIP Services/Programs/Clients	
7	Impact to Mental Health or State School Services/Programs/Clients	
8	Consolidation/Reorganization of Health and Human Service Agencies	
9	Reduction of state jobs/layoffs	
10	Numbers of state jobs/layoffs [enter the number(s) presented in the article]	
11	Changes in ways to request benefits	
12	Privatization of social services	
13	Increased lawmaking power given to Health and Human Services Commission	

APPENDIX F
POPULATION OF TEXAS NEWSPAPER ARTICLES

Appendix F contains the Population of Texas Newspaper Articles, the Sample of Texas Newspaper Articles and a List of Texas Newspapers.

POPULATION OF TEXAS NEWSPAPER ARTICLES

Abilene

Abilene Reporter-News

Bethel, B. (2004, May 1). State services plan criticized. *Abilene Reporter-News*, p. AA1. [Online]. Available: <http://www.reporternews.com>.

Bethel, B. (2004, October 15). Official: Boomers to strain services. *Abilene Reporter-News*. [Online]. Available: <http://www.reporternews.com>.

End of DHS. (2004, July 7). *Abilene Reporter-News*. [Online]. Available: <http://www.reporternews.com>.

Finley, E. (2004, August 22). District 72 hopefuls at it again. *Abilene Reporter-News*. [Online]. Available: <http://www.reporternews.com>.

Highlights Wednesday from the Texas Legislature. (2003, April 3). *Abilene Reporter-News*. [Online]. Available: http://texnews.com/1998/2003/texas/texas_highlight43.html

Local woman, 78, gets named to state human services group. (2003, September 14). [Online]. *Abilene Reporter-News*, p. A14. Available: <http://www.reporternews.com>.

Semrad, S. (2004, April 28). Health offices to face cuts. *Abilene Reporter-News*, p. AA1. [Online]. Available: <http://www.reporternews.com>.

Allen

The Allen American

Heid, J. (2003, October 10). State appointee will miss Allen. *The Allen American*. [Online]. Available: http://www.zwire.com/site/news.cfm?newsid=10418091&BRD=1426&PAG=461&dept_id=528208&rfi=8.

Amarillo

Amarillo Globe-News

Associated Press. (2004, July 26). Preventive care can be optional. Attorney General rules on illegals. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/072604/tex_carecan.shtml.

Berzanskis, C. (2003, August 22). State moves closer to group home privatization. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/080403/new_togroup.shtml.

Berzanskis, C. (2003, September 26). Law to affect health agencies. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/092603/new_lawtohealth.shtml.

Berzanskis, C. (2004, March 26). TPMHMR increases productivity, board told. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/032604/new_tpmhmr.shtml.

Chisum, W. (2005, January 8). Guest Column: Small districts face big challenge in Austin. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/010805/opi_907391.shtml.

Reynolds, J. (2004, May 1). Hearings weigh consolidation of DHS services. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/050104/new_dhservice.shtml.

Schwartz, G. (2003, August 7). Immunization issue continues. *Amarillo Globe-News*. [Online]. Available: http://amarillo.com/stories/080703/new_seekshelp.shtml.

Athens

Athens Daily Review

Bennett, B. (2004, November 11). New business tax may fuel state school funding. *Athens Daily Review*. [Online]. Available: <http://www.athensreview.com/articles/2004/11/11/news/news14.txt>.

Smith, L. (2004, August 26). Future of DHS office uncertain. *Athens Daily Review*. [Online]. Available: <http://www.athensreview.com/articles/2004/08/26/news/news07.txt>.

Austin

Austin American-Statesman

78th Legislature: Capital Roundup. (2003, April 24). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Ball, A. (2004, December 12). State might cut aid for brain, spinal injury cases. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Capital Roundup. (2003, April 3). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Capital Roundup. (2003, April 23). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Capital Roundup. (2003, April 25). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Fighting for state jobs, services. (2004, May 1). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2003, April 26). House OKs reshaping of agencies: Measure would limit CHIP enrollment, tighten welfare rules. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2003, May 24). Capital Roundup. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2003, May 26). Preferred drug list being prescribed: Backers say it will save state money; critics say it will limit care for low-income Texans. [Online]. *Austin American-Statesman*. Available: <http://www.statesman.com>.

Harmon, D. (2003, October 12). State agency might redefine 'work'. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2003, October 17). Plan merges 12 service agencies into 5: Capitol changes will start taking effect in January. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2003, October 22). Panel listens to concerns on health service merger. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2004, February 10). State picks favored drugs for Medicare. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (2004, March 27). Agency's plan would slash 4,500 state jobs: Update of social services system would close 217 offices in Texas. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Harmon, D. (n. d.). Capitol Roundup: Budget watch: Health agency cuts progress. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Health agency revamp approved: Perry signs off on major bill, which will cut jobs, save \$1 billion. (2003, June 11). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Herman, K. (2003, June 3). Lawmakers wrap up business. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Herman, K. & Susswein, G. (2003, April 18). Social services cuts approved by House. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Herman, K. & Susswein, G. (2003, June 1). Frantic haggling precedes last votes. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Kay, M. (2003, May 29). Travis hospital district revived. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Martinez, M. (2005, January 24). State's quiet health chief at political storm's center. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Most major bills still alive in Legislature. (2003, May 20). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

New 'work' definition is a head-knocker. (2003, November 1). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Nichols, L. (2003, June 4). Still backing cigarette tax [Letter to the Editor]. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Residents voice fears, questions about health agencies' changes. (2003, October 22). *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Susswein, G. (2003, April 2). Capitol Roundup: Clauses in health and human services bill kick off controversy. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Ward, M. (2004, July 29). Groups condemn privatization of human services. *Austin American-Statesman*. [Online]. Available: <http://www.statesman.com>.

Austin Business Journal

Hospital district legislation survives. (2003, June 2). *Austin Business Journal*. [Online]. Available: <http://austin.bizjournals.com/austin/stories/2003/06/02/daily26.html>.

Nabers, M. S. (2003, July 14). Legislators open doors for government changes. *Austin Business Journal*. [Online]. Available: <http://austin.bizjournals.com/austin/stories/2003/07/14/smallb2.html>.

New social service system could save \$389 million. (2004, March 29). *Austin Business Journal*. [Online]. Available: <http://austin.bizjournals.com/austin/stories/2004/03/29/daily21.html>.

Austin Chronicle

Clark-Madison, M. (2003, November 21). Naked city. St. David's loses tax case. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-11-21/pols_naked6.html.

Clark-Madison, M. (2003, December 5). Naked city: Headlines and happenings from Austin and beyond. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-12-05/pols_naked.html.

Clark-Madison, M. (2004, February 13). Naked city. Life goes on for council. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2004-02-13/pols_naked2.html.

Clark-Madison, M. (2004, October 22). Naked city. Headlines and happenings from Austin and beyond. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2004-10-22/pols_naked.html.

King, M. (2003, April 11). When the public welfare is under siege, trust the Legislature to wave the flag. Capitol Chronicle: patriotic gore. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-04-11/pols_capitol.html.

King, M. (2003, May 2). Small victory, bitter defeats. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-05-02/pols_capitol.html.

King, M. (2003, June 20). The bills come do: The first 200 offer a mixed but mostly dismal preview. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-06-20/pols_capitol.html.

King, M. (2003, October 31). The new Texas lottery: In the official doublespeak of state government, less is always more. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-10-31/pols_capitol.html.

King, M. (2004, August 6). Slash the state. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2004-08-06/pols_capitol.html.

King, M. (2005, February 4). A blueprint for mental health. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2005-02-04/pols_point.html.

Reeves, K. (2005, February 25). Naked city: A penny saved is two pennies lost? *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2005-02-25/pols_naked6.html.

Rep. Elliott Naishtat's closing remarks on House Bill 2292. (2003, May 2). *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-05-02/pols_feature9.html.

Smith, A. (2004, August 13). Pain and suffering for hospital district. *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2004-08-13/pols_feature3.html.

Top 10 state stories. (2004, January 2). *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2004-01-02/pols_roundup4.html.

Top 10 state stories (2005, January 7). *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2005-01-07/pols_feature2.html.

Top 10 state stories: Instant highlights and lowlights (mostly) of the 78th legislature. (June 6, 2003). *Austin Chronicle*. [Online]. Available: http://www.austinchronicle.com/issues/dispatch/2003-06-06/pols_feature3.html.

The Texas Observer

Mann, D. (2003, June 20). Legislative Malpractice: Under the guise of saving money, the Right shreds health and human service. *The Texas Observer*. [Online]. Available: <http://www.texasobserver.org/showArticle.asp?ArticleID=1378>.

Mann, D. (2004, May 21). Capitol Offense: Who You Gonna Call? Texas' welfare state endures a hostile corporate takeover. *The Texas Observer*. [Online]. Available: <http://www.texasobserver.org/showArticle.asp?ArticleID=1655>.

Mann, D. (2004, June 4). Masking the Cuts (Editorial). *The Texas Observer*. [Online]. Available: <http://www.texasobserver.org/showArticle.asp?ArticleID=1665>.

Political Intelligence: Amateurs Run Amok. (2004, February 27). *The Texas Observer*. [Online]. Available: <http://www.texasobserver.org/showArticle.asp?ArticleID=1588>.

Political Intelligence: Send Out the Clowns. (2003, October 24). *The Texas Observer*. [Online]. Available:
<http://www.texasobserver.org/showArticle.asp?ArticleID=1470>.

Beaumont

Beaumont Enterprise

Employees protest plan to close state service offices. (2004, August 13). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0408130050.

Give us a call. (2004, May 1). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0405020035.

Limit bureaucracy or lay off thousands? (2004, October 16). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0410160043.

Panel discusses disease management. (2004, August 13). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0408130048.

Reworked Texas system delivers efficient health, human services. (2004, October 14). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0410140043.

Skipping school immunizations takes work on parents' part. (2003, August 16). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0308160021.

Special session is turning into catch-all for bills. (2004, July 18). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0307180032.

There's hope to advance mental health management (2004, May 23). *Beaumont Enterprise*. [Online]. Available:
<http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0405230049.

Big Spring

Big Spring Herald

Avery, V. (2003, September 29). West Texas Centers strives to dispel misconceptions about mental illness. *Big Spring Herald*. [Online]. Available:
<http://www.bigspringherald.com>.

Jenkins, T. (2004, September 11). Hearing set Monday on tax increase. *Big Spring Herald*. [Online]. Available: <http://www.bigspringherald.com>.

Jenkins, T. (2004, October 8). Rep. Laney discusses school finance reform, gambling. [Online]. *Big Spring Herald*. Available: <http://www.bigspringherald.com>.

McClellan, B. (2004, February 13). No takers on opportunity to run state hospitals. [Online]. *Big Spring Herald*. Available: <http://www.bigspringherald.com>.

Moody, L. (2004, April 29). Health commission sets hearings on changes. [Online]. *Big Spring Herald*. Available: <http://www.bigspringherald.com>.

Smith, C. (2004, August 12). Consolidation outlines changes to MHMR services. [Online]. *Big Spring Herald*. Available: <http://www.bigspringherald.com>.

Boerne

Boerne Star

Cox, M. (2003, June 12). Governor faces June 22 deadline to sign, veto bills. *Boerne Star*. [Online]. Available: <http://www.Boernestar.com>.

Lucio, T. (2004, April 13). New offices on the chopping block; Boerne office awaits fate. *Boerne Star*. [Online]. Available: <http://www.Boernestar.com>.

Wentworth, J. (2003, July 31). New state law raises concern among Texans. *Boerne Star*. [Online]. Available: <http://www.Boernestar.com>.

Bonham

North Texas e-News

7th annual Mental Health Consumer Seminar slated for Oct. 7. (2004, October 3). *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Bright, M. (2003, April 12). House Appropriation Committee to vote on restructuring state health and human services. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Deuell, B. (2005, January 19). Issues facing the 79th Legislature. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Leonard, M. (2003, November 25). Divorce fee to rise in Fannin County, family violence survivors benefit. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Leonard, M. (2004, June 29). Fannin County Commissioners considering high tech tools. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Meehan, S. (2004, March 18). State changes the name, but CPS in Fannin County continues same services. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Phillips, L. (2003, June 11). 78th legislative session highlights. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Strayhorn, C. (2003, September 4). New state laws to cost Texans \$2.7 billion over two years. *Bonham North Texas e-News*. [Online]. Available: <http://www.ntxe-news.com>.

Brownsville

Brownsville Herald

Barnard, M. (2003, April 29). From the Capital: House still divided over HB 2292. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=50239_0_10_0_C.

Castillo, N. Jr. (2004, March 19). Viewpoints: Cutbacks in health care are scandalous. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/opinions_comments.php?id=59175_0_11_0_C.

Lucio, E. Jr. (2004, May 9). Viewpoints: Restore health care funding. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/opinions_comments.php?id=59175_0_11_0_C.

Martinez, L. B. (2004, February 16). Health and Human Services consolidates agencies, forms new department. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=57811_0_10_0_C.

Martinez, L. B. (2004, April 3). State plan calls for mass layoffs: More than 4,000 DHS workers to lose jobs by end of 2006. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=58614_0_10_0_C.

Martinez, L. B. (2003, August 7). Officials search for way to address immunization law. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=52635_0_10_0_C.

Martinez, L. B. (2003, September 14). Children lose dental, vision benefits following cuts to CHIP program. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=53361_0_10_0_C.

Martinez, L. B. (2004, April 24). Employees rally against state cutbacks: DHS workers fear mass layoffs by 2006. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=58961_0_10_0_C.

Martinez, L. B. (2004, July 28). Union asks Perry to stall HB 2292: Bill would cut 4,000 jobs in state, save \$125 million. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=60368_0_10_0_C.

Ortiz, I. (2004, June 6). State agency shares information on CHIP coverage. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=59610_0_10_0_C.

Ozuna, J. (2003, September 19). TBIC meeting focuses on redistricting, immigration. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=53445_0_10_0_C.

Pierson, E. (2003, July 15). 50 rally to protest mental-health changes. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=52156_0_10_0_C.

Pierson, E. (2003, September 22). Public input welcomed at today's HHSC meeting. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=53520_0_10_0_C.

Pierson, E. (2004, May 1). Automation of human services draws ire of South Texans. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=59080_0_10_0_C.

Pierson, E. (2004, May 25). State human resources restructuring draws criticism. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=59429_0_10_0_C.

Pierson, E. (2004, May 28). Medicaid patients' families may have to repay government for care. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=59479_0_10_0_C.

Pierson, E. (2004, August 7). Human Services reorganization leaves employees wondering. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=60497_0_10_0_C.

Pierson, E. (2004, September 21). Services cut for mentally ill. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=61227_0_10_0_C.

Pierson, E. (2004, September 29). Housing Dilemma: Funding cuts leaves MHMR clients facing homelessness. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=61358_0_10_0_C.

Pierson, E. (2004, October 20). Non-profits express concern about HHSC program. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=63424_0_10_0_C.

Pierson, E. (2005, January 28). Capitol Briefs, January 28, 2005. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=63424_0_10_0_C.

Taylor, S. (2003, April 29). Valley institutions could be spared 'savage' cuts. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/comments.php?id=49500_0_1_0_C.

Villarreal, C. V. & Zamora, M. (2004, November 9). Health and Human Services shuts one office; employees transferred to other locations. *Brownsville Herald*. [Online]. Available: http://www.brownsvilleherald.com/ts_comments.php?id=62126_0_10_0_C.

Brownwood

Brownwood Bulletin

Bowers, M. (2004, July 18). State calls for changes in Human Services. *Brownwood Bulletin*. [Online]. Available: <http://www.brownwoodbulletin.com>.

Bowers, M. (2004, September 1). Substance abuse grant is awarded. *Brownwood Bulletin*. [Online]. Available: <http://www.brownwoodbulletin.com>.

Catalani, D. (2003, October 6). Using care tactics. *Brownwood Bulletin*. [Online]. Available: <http://www.brownwoodbulletin.com>.

Bryan-College Station

Bryan-College Station Eagle

Holt, M. (2004, June 1). [Letter to the editor]. *Bryan-College Station Eagle*. [Online]. Available: <http://www.theeagle.com/opinions/letterstoeditor/june2004/060204letterstoeditor.php>.

Kendrick, L. (2004, October 25). [Letter to the editor]. *Bryan-College Station Eagle*. [Online]. Available:
<http://www.theeagle.com/opinions/letterstoeditor/oct2004/102604letterstoeditor.php>.

Osborn, G. (2004, October 5). [Letter to the editor]. *Bryan-College Station Eagle*. [Online]. Available:
<http://www.theeagle.com/opinions/letterstoeditor/oct2004/100504letterstoeditor.php>.

Raymond, A. (2004, October 26). [Letter to the editor]. *Bryan-College Station Eagle*. [Online]. Available:
<http://www.theeagle.com/opinions/letterstoeditor/oct2004/102704letterstoeditor.php>.

Vasek, K. (2004, March 4). [Letter to the editor]. *Bryan-College Station Eagle*. [Online]. Available:
<http://www.theeagle.com/opinions/letterstoeditor/march2004/030404letterstoeditor.htm>.

Cleburne

Cleburne Times Review

9-8 Attorney general's fraud unit earns national recognition. (2004, September 8). *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/09/09/news/local_news/news07.txt.

11-9 Senator wants to restore CHIP. (2004, November 9). *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/11/09/news/local_news/news01.txt.

12-29 'Fighter for free enterprise'. (2003, December 29). *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2003/12/29/news/top_story/top.txt.

Barkman, P. G. (2004, September 14). Words for Perry and Wohlgemuth. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2003/09/14/news/letters_to_the_editor/letters01.txt.

Barkman, P. G. (2004, December 11). 12-12 A few more questions for Rumsfeld. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/12/12/columnists/guest_columnists/guest01.txt.

Barkman, P. G. (2005, February 13). 2-13 So much for the courage of convictions. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2005/02/13/columnists/guest_columnists/guest01.txt.

Brown, L. (2004, September 8). 9-7 Perry to sign bill at Walls Tuesday. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2003/09/08/news/local_news/news09.txt.

Giddings, R.Jr. (2004, July 04). Let freedom ring. [Letter to the Editor]. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/07/04/news/letters_to_the_editor/letters01.txt.

Grunska, L. (2004, August 29). Rep. Arlene Wohlgemuth's sensible idea [Letter to the Editor]. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/08/29/news/letters_to_the_editor/letters01.txt.

Ledbetter, G. (2004, June 26). Unhappy with House Bill 2292. [Letter to the Editor]. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/06/27/news/letters_to_the_editor/letters01.txt.

Ledbetter, G. (2004, July 11). Clearing the air. [Letter to the editor]. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/07/11/news/letters_to_the_editor/letters01.txt.

Wilson, B. (2003, August 22). 8-22 Step up and be recognized. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2003/08/22/news/local_news/news02.txt.

Wilson, B. (2003, September 12). 9-11 Heflin: Large shortfall caused shift in budgetary mindset. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2003/09/12/news/local_news/news08.txt.

Wilson, B. (2004, May 6). 5-5 Edwards calls for boost in CHIP funds. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/05/06/news/local_news/news05.txt.

Wilson, B. (2004, May 12). 5-12 Senator endorses Burleson's Wohlgemuth for Congress. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/05/13/news/local_news/news09.txt.

Wilson, B. (2004, May 20). 5-20 Capitol Hill publication gives Edwards early nod. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/05/20/news/top_story/top.txt.

Wilson, B. (2004, June 22). 6-22 Group urges study of health bill. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/06/23/news/local_news/news10.txt.

Wilson, B. (2004, June 23). 6-23 Jobs could be lost across state. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/06/23/news/local_news/news02.txt.

Wilson, B. (2004, July 2). 7-2 Wohlgemuth criticizes opponent's business record. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/07/02/news/top_story/top.txt.

Wilson, B. (2004, July 12). 7-12 Edwards renews call for overhaul of HB 2292. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/07/13/news/local_news/news05.txt.

Wilson, B. (2004, July 19). 7-19 Residents gather for opening of congressman's office. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/07/19/news/local_news/news01.txt.

Wilson, B. (2003, September 11). 9-10 Governor gives high regards to Wohlgemuth. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2003/09/11/news/top_story/top.txt.

Wilson, B. (2004, September 13). 9-13 Democrats seek end to GOP dominance. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/09/13/news/top_story/top.txt.

Wilson, B. (2004, September 20). 9-20 Debate caps off county celebration. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/09/20/news/top_story/top.txt.

Wilson, B. (2004, September 21). 9/21 Supporters give candidates high marks after debate. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/09/21/news/top_story/top.txt.

Wilson, B. (2004, October 15). 10-15 Addressing the issues. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2004/10/15/news/local_news/news01.txt.

Wilson, B. (2004, October 27). 10-26 Wohlgemuth: Time for conservative representation. *Cleburne Times Review*. [Online]. Available:
http://www.cleburnetimesreview.com/articles/2003/10/27/news/local_news/news01.txt.

Wilson, B. (2004, November 4). 11-7 Edwards wins Brazos County on way to victory. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/11/04/news/local_news/news01.txt.

Wilson, B. (2004, December 9). 12-9 Residents voice concerns to Averitt. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2004/12/09/news/local_news/news02.txt.

Wilson, B. (2004, December 31). Edwards wins re-election. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2005/01/02/news/top_story/top.txt.

Wilson, B. (2005, February 23). 2-23 GOP roasts Wohlgemuth. *Cleburne Times Review*. [Online]. Available: http://www.cleburnetimesreview.com/articles/2005/02/23/news/local_news/news03.txt.

Clifton

Clifton Record

Anderson, D. (2003, October 17). Wohlgemuth provides Lions Club with review of legislative sessions. *Clifton Record*, 108 (84), p.3. [Online]. Available: <http://www.cliftonrecord.com/news.asp?iArt=14>.

Anderson, D. (2004, June 11). HB-2292 likely to cause problems as Department of Health consolidates. *Clifton Record*, 109 (33), p. 1,2. [Online]. Available: <http://www.cliftonrecord.com/news.asp?iArt=2>.

Anderson, D. (2004, June 18). Commissioners' court moves forward with courthouse restoration project. *Clifton Record*, 109 (34), p. 1,2. [Online]. Available: <http://www.cliftonrecord.com/news.asp?iArt=3>.

Diebenow, N. (2004, August 27). Rep.Edwards criticizes opponent for cutting funds to nursing homes. *Clifton Record*, 109 (44), p. 1, 2. [Online]. Available: <http://www.cliftonrecord.com/news.asp?iArt=3>.

Fisher, D. (2003, July 18). New school, day care immunization law provokes health, religious controversy. *Clifton Record*, 108 (58), p. 1,2. [Online]. Available: <http://www.cliftonrecord.com/news.asp?iArt=1>.

Commerce

The Commerce Journal

Kellar, B. (2004, June 13). County protests closing of office; takes on warrant deadbeats. *The Commerce Journal*. [Online]. Available: <http://www.heraldbanner.com/articles/2004/06/13/news/local/news1.txt>.

Conroe

Conroe Courier

Hutton, L. (2004, October 10). Budget cuts cut deep into MHMR. *The Conroe Courier*. [Online]. Available: http://www.zwire.com/site/news.cfm?newsid=13110856&BRD=1574&PAG=461&dept_id=532215&rfi=6.

Corpus Christi

Corpus Christi Caller-Times

Around the Area: 05.25.04: Changes coming for Human Services. (2004, May 25). *Corpus Christi Caller-Times*. [Online]. Available: http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2912094.00.html.

Eaton, T. (2004, April 25). Political Pulses: Abel Herrero campaigns against House Bill 2292. *Corpus Christi Caller-Times*. [Online]. Available: http://www.caller.com/ccct/local_news/article/0,1641,CCCT_811_2836067,00.html.

Scripps, M. W. (2004, September 23). Third of nursing homes lack coverage. *Corpus Christi Caller-Times*. [Online]. Available: http://www2.caller.com/ccct/cda/article_print/0,1983,ccct_876_3203561_article-detail-print,00.html.

Libby, L. (2004, April 19). Concerns to be heard at Medicaid meeting: New location may lure larger crowd. *Corpus Christi Caller-Times*. [Online]. Available: http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2819774,00.html.

Libby, L. (2004, April 22). More Than 200 Department of Human Services Will Close Their Doors. *Corpus Christi Caller-Times*. [Online]. Available: http://www.caller.com/ccct/kris_tv/article/0,1641,ccct_995_2829430.00.html.

Libby, L. (2004, April 22). Protesters attack health-care law: Effects in Coastal Bend not yet known; changes phased in within 5 years. *Corpus Christi Caller-Times*. [Online]. Available:

http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2828236.00.html.

Libby, L. (2004, May 15). Medicaid call centers topic of meeting. *Corpus Christi Caller-Times*. [Online]. Available: http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2888661.00.html.

Cuero

Cuero Record

Rea, G. (2004, July 3). DHS staffers ask support to keep office: Funding reduction threatens to reduce services, close offices in Texas. *The Cuero Record*. [Online]. Available: <http://www.cuerorecord.com/story/76.shtml>.

Rea, G. (2004, July 3). State union asks study of HB 2292. *The Cuero Record*. [Online]. Available: <http://www.cuerorecord.com/story/73.shtml>.

Dallas

Dallas Business Journal

Patrick, S. (2003, June 6). Lawmakers get a 'crash course in fiscal responsibility'. *Dallas Business Journal*. [Online]. Available: <http://dallas.bizjournals.com/dallas/stories/2003/06/09/story2.html>.

New social service system could save \$389 million. (2004, March 31). *Dallas Business Journal*. [Online]. Available: <http://dallas.bizjournals.com/dallas/stories/2004/03/29/daily29.html>.

Dallas Morning News

Let the sun shine: Stealth votes make for sneaky laws. (2003, June 29). *Dallas Morning News*. [Online]. Available: <http://www.DallasNews.com>.

Sutton, M. (2004, October 14). Grusendorf poor choice. *Dallas Morning News*. [Online]. Available: <http://www.DallasNews.com>.

Del Rio

Del Rio News-Herald

Argabright, B. (2004, April 28). Local HHS projected to close. *Del Rio News-Herald*. [Online]. Available: <http://delrionewsherald.com/print.lasso?wcd=6412>.

El Paso

El Paso Times

Legislators: New laws won't help El Pasoans. (2003, August 31). *El Paso Times*. [Online]. Available: <http://nl.newsbank.com>. Article ID: elp2003090209500246.

Valdez, D. W. (2004, April 30). Concerns about call center plan can be voiced at hearing. *El Paso Times*. [Online]. Available: <http://www.borderlandnews.com/stories/borderland/20040430-112054/shtml>.

Fort Stockton

Fort Stockton Pioneer

Sarabia, K. (2004, July 3). County judge concerned over DHS changes. *Fort Stockton Pioneer*. [Online]. Available: <http://www.fortstocktonpioneer.com/articles/2004/05/06/news/news03.txt>.

Fort Worth

Fort Worth Business Press

McClellan, S. (2004, November 26). Producing a film for a cause: Two new businesses partner for change. *Fort Worth Business Press*. [Online]. Available: <http://www.fwbusinesspress.com>.

Fort Worth Star Telegram

Brooks, K. (2003, April 25). Social service restructuring plan debated. *Fort Worth Star Telegram*, p.10. [Online]. Available: <http://www.star-telegram.com>.

Brooks, K. (2003, May 24). Bill would reorganize service agencies. *Fort Worth Star Telegram*, p.8. [Online]. Available: <http://www.star-telegram.com>.

Brooks, K. (2003, June 2). Two bills will save state money. *Fort Worth Star Telegram*, p.1. [Online]. Available: <http://www.star-telegram.com>.

Dyer, R. (2003, August 31). New laws to cut insurance funds. *Fort Worth Star Telegram*, p.1. [Online]. Available: <http://www.star-telegram.com>.

Kennedy, B. (2004, January 24). JPS immigrant care: good move, bad attitude. *Fort Worth Star Telegram*, p.1B. [Online]. Available: <http://www.star-telegram.com>.

Moritz, J. (2003, April 3). Bureaucracy overhaul aims to save money. *Fort Worth Star Telegram*, p.10. [Online]. Available: <http://www.star-telegram.com>.

Moritz, J. & Brooks, K. (2003, May 29). Senate pushes deadline on bills. *Fort Worth Star Telegram*, p.1. [Online]. Available: <http://www.star-telegram.com>.

Opinion: The wrong prescription. (2004, June 24). *Fort Worth Star Telegram*, p.14B. [Online]. Available: <http://www.star-telegram.com>.

Fort Worth Weekly

Lastra, P. (2005, March 2). Reopening Records of Abuse: A North Texas senator is trying to make social-service agency investigations public again. *Fort Worth Weekly*. [Online]. Available: <http://www.fweekly.com>.

Gainesville

Gainesville Daily Register

Osborne, J. (2003, August 22). Elder rights panel hears about issues. *Gainesville Daily Register*. [Online]. Available: <http://www.gainesvilleregister.com/articles/2003/08/22/news/export5433.txt>.

Gonzales

Gonzales Inquirer

County commissioners hold off on senior citizen's tax freeze debate. (2004, June 21). *Gonzales Inquirer*. [Online]. Available: <http://www.gonzalesinquirer.com/articles/2004/06/21/news/news02.txt>.

Governor orders state agencies to focus on elimination of fraud. (2004, July 19). *Gonzales Inquirer*. [Online]. Available: <http://www.gonzalesinquirer.com/articles/2004/07/19/news/news07.txt>.

Greenville

Greenville Herald Banner

Kellar, B. (2004, June 13). County protests closing of office; takes on warrant deadbeats. *Greenville Herald Banner*. [Online]. Available: <http://www.heraldbanner.com/articles/2004/06/13/news/local/news1.txt>.

Harlingen

Valley Morning Star

About 50 people in Edinburg protest mental health changes. (2003, July 14). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/07/14/export48972.txt>.

CHIP, Human Services office cuts worrisome. (2004, May 9). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2004/05/09/export53177.txt>.

Closing arguments: Demonstrators picket against possible loss of 350 jobs in county. (2004, April 24). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2004/04/24/export52976.txt>.

Human Services employees left in doubt: Reorganization raises questions about job status. (2004, August 6). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2004/08/06/export54268.txt>.

Martinez, L. (2003, July 22). Cutbacks opposed: Protesters seek continued funding for counseling. *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/07/22/export49090.txt>.

Pierson, E. (2004, May 25). Plan to consolidate human services groups criticized: Democratic senators say head of project is unprepared, unrealistic. *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2004/05/25/export53377.txt>.

Reasons of conscience: Student immunizations can be withheld. (2003, August 7). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/08/07/export49310.txt>.

Segel, T. D. (2003, September 21). Legislation comes by cover of darkness. *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/09/21/export49985.txt>.

Special session is final chance. (2003, July 29). *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/07/29/export49180.txt>.

Taylor, S. (2003, April 11). Valley colleges, hospital survive budget round. *Valley Morning Star*. [Online]. Available: <http://www.valleystar.com/articles/2003/04/02/export46243.txt>.

Hillsboro

Hillsboro Reporter

DHS Employees Fighting HB 22 Implementation. (2004, June 24). *Hillsboro Reporter*. [Online]. Available: http://hillsbororeporter.com/print_this_story.asp?sdetail=3105.

Houston

Houston Business Journal

Woolam, A. (2004, April 2). State may cut popular Medicaid option. *Houston Business Journal*. [Online]. Available: <http://houston.bizjournals.com/houston/stories/2004/04/05/story3.html>.

Houston Chronicle

78th Legislature/Under the dome: Legislature at a glance. (2003, May 28). *Houston Chronicle*, p. 21A. [Online]. Available: <http://www.chron.com>.

Associated Press. (2003, July 4). Vaccination exemptions for children stir concern. *Houston Chronicle*, p. 38A. [Online]. Available: <http://www.chron.com>.

Associated Press. (2004, May 14). Picket over lunch. *Houston Chronicle*, p. 23A. [Online]. Available: <http://www.chron.com>.

Community Interest: Oliver selected for state panel. (2005, May 19). *Houston Chronicle*, p. 5. [Online]. Available: <http://www.chron.com>.

Elliott, J. (2005, January 21). Ex-lawmaker's recommendation could benefit her new employer: Optometrists hire Wohlgemuth, who advised state to restore CHIP's vision benefits. *Houston Chronicle*, p. 1B. [Online]. Available: <http://www.chron.com>.

Fairy tale unfit for kids: Gov. Rick Perry and legislators claim they're saving funds by cutting health insurance for children of the working poor. (2004, September 5). *Houston Chronicle*, p. 2. [Online]. Available: <http://www.chron.com>.

Hopper, L. (2003, September 24). State takes comments on plan for HHS: 12 agencies set to consolidate. *Houston Chronicle*, p. 23A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, April 2). Texas Legislature/House budget writers go on spending spree: But bill could allow funds to be cut later. *Houston Chronicle*, p. 17A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, April 25). 78th Legislature/Programs for needy: House begins debating social services revamp. *Houston Chronicle*, p. 34A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, May 29). 78th Legislature: Senate passes overhaul of health services/Bill touted to save \$1 billion, compresses 12 agencies into 4. *Houston Chronicle*, p. 20A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, June 22). Man with a mission leaves some dubious: Task is to overhaul Texas social services. *Houston Chronicle*, p. 33A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, August 30). State hangs up hot line for problem gamblers: Service cut off as new game is added. *Houston Chronicle*, p. 1A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, August 31). 78th Texas Legislature: New laws go on books. *Houston Chronicle*, p. 1A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, October 3). Vote may come next week for Medicaid plan. *Houston Chronicle*, p. 27A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, December 22). Experts warn privatization could affect mental care. *Houston Chronicle*, p. 1A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2003, December 30). Experienced leaders to head state's new agencies for needy. *Houston Chronicle*, p. 13A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, January 29). Timeline for agency mergers questioned: lawmaker urges quick social service changes. *Houston Chronicle*, p. 24A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, February 10). State's preferred drug list denounced: Access to life-saving medications could be blocked, critics contend. *Houston Chronicle*, p. 15A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, February 16). 165 counties taking aim at unfunded mandates: State accused of passing health care buck. *Houston Chronicle*, p. 19A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, April 14). Ruling bars state's hard Medicaid rules on welfare parents. *Houston Chronicle*, p. 16A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, June 8). Bidding to begin on call centers: Debate heated over social services. *Houston Chronicle*, p. 19A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, September 1). Improving 'health of Texas' is goal of new state agencies: Massive merger is expected to aid in treatment by combining mental, medical services. *Houston Chronicle*, p. 3. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, July 17). State's No. 2 health official decides to resign: Gregg Phillips has been central figure in overhaul of social services. *Houston Chronicle*, p. 3B. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. (2004, October 19). Lawmakers question halt in CHIP payments: Budget writers irked that Perry ordered monthly fees suspended. *Houston Chronicle*, p. 3B. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. & Drosjack, M. (2003, April 26). 78th Legislature/Social service cuts get early OK/Plan would affect variety of agencies. *Houston Chronicle*, p. 34A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. & Ratcliffe, R. (2003, April 18). 78th Legislature: House works through 'process' to pass budget. *Houston Chronicle*, p. 32A. [Online]. Available: <http://www.chron.com>.

Hughes, P. R. & Ruiz, R. (2004, July 5). Mental health reform plans meet resistance: Critics say more funding is needed. *Houston Chronicle*, p. 17A. [Online]. Available: <http://www.chron.com>.

Kever, J. & Feldman, C. (2005, January 23). Mental health system in disrepair. *Houston Chronicle*, p. 1A. [Online]. Available: <http://www.chron.com>.

Kever, J. & Feldman, C. (2005, January 23). Mental health system may see more changes: 10 new health centers are among recommendations. *Houston Chronicle*, p. 17A. [Online]. Available: <http://www.chron.com>.

News in 90 seconds: City and state. (2005, January 23). *Houston Chronicle*, p. 2A. [Online]. Available: <http://www.chron.com>.

Ratcliffe, R. (2005, January 2). Privatization role reveals ethics gap in state law: Human services deputy stood to gain from changes. *Houston Chronicle*, p. 1A. [Online]. Available: <http://www.chron.com>.

Ratcliffe, R. (2005, January 13). 79th Texas Legislature: Union concerned over legislation/Lawmakers are urged to reconsider restructuring state human services. *Houston Chronicle*, p. 7B. [Online]. Available: <http://www.chron.com>.

Ratcliffe, R. & Hughes, P. R. (2004, April 10). Shortage predicted in state health funds. *Houston Chronicle*, p. 29A. [Online]. Available: <http://www.chron.com>.

Jacksonville

Jacksonville Daily Progress

Debbs, T. (2004, May 20). Gone but not forgotten: Misrepresented in story. [Letter to the Editor]. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

Knous, W. (2004, September 29). Local organization offers programs to public. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

Knous, W. (2004, October 1). HOPE forced to cut back services, costs. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, May 1). HB 2292 may threaten RSH jobs, future. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, May 9). Commissioners' Court to voice opinion on HB 2292. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, May 12). Commissioners say no to HB2292. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, August 5). HB 2292 causes cuts at ACCESS. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, September 17). Overcrowding again an issue for hospital. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2004, November 8). Rusk State Hospital scheduled for stakeholders' hearing Nov. 27. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

LaFleur, L. (2005, January 3). Year-in-Review: Rusk State Hospital battles overcrowding, ends year with uncertainty. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

Ross, C. (2003, August 9). All school-age children must be immunized before school, despite House Bill 2292. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

Swindler, S. (2004, September 17). HB 2292 changes hit local services. *Jacksonville Progress*. [Online]. Available: <http://www.jacksonvilleprogress.com>.

Karnes County

The Countywide

Jansky, J. C. (2004, April 28). Local HHS office may be closed. *The Countywide*. [Online]. Available: <http://thecountywide.com/newsstory5040428.htm>.

Longview

The Longview News-Journal

Bell, B. (2003, August 3). Local: Opponents of child vaccinations hail rider on House bill. *The Longview News-Journal*. [Online]. Available: <http://www.news-journal.com/search/content/services/archives.html>. Article ID: 1090C66B8FCD01E1.

Bostic, P. (2004, July 27). County to discuss funds for health of illegal aliens. *The Longview News-Journal*. [Online]. Available: <http://www.news-journal.com/search/content/services/archives.html>. Article ID: 109072F15A14E1A1.

Cox News Service. (2004, July 27). State: State launches Medicaid, CHIP drug list. *The Longview News-Journal*. [Online]. Available: <http://www.news-journal.com/search/content/services/archives.html>. Article ID: 109072E81AC3D1CB.

Lubbock

Lubbock Avalanche Journal

Associated Press. (2003, April 2). Houston committee approves additional funding for state agencies. *Lubbock Avalanche Journal*. [Online]. Available: http://lubbockonline.com/stories/040203/sta_040203066.shtml.

Abbott rules on health care for illegal immigrants. (2004, July 26). *Lubbock Avalanche Journal*. [Online]. Available: http://lubbockonline.com/stories/072604/sta_072604052.shtml.

Heartless Legislation. [Letter to the Editor]. (2004, June 22). *Lubbock Avalanche Journal*. [Online]. Available: http://lubbockonline.com/stories/062204/let_062204026.shtml.

Davis, J. (2004, June 17). Changes to MHMR system unlikely to affect state school, top official says. *Lubbock Avalanche Journal*. [Online]. Available: http://lubbockonline.com/stories/061704/loc_061704025.shtml.

Reynolds, J. (2004, May 1). HHS plan stirs area concerns. Call center proposal could cost 4,500 jobs. *Lubbock Avalanche Journal*. [Online]. Available: http://lubbockonline.com/stories/050104/loc_050104035.shtml.

Marshall

Marshall News Messenger

Richardson, R. Y. (2004, May 18). TDH offices to convert to call centers. *Marshall News Messenger*. [Online]. Available: <http://marshallnewsmessenger.com/news/1084854054.02632.4310.2548.html>.

Richardson, R. Y. (2004, May 19). DHS switching to call centers under new legislation. *Marshall News Messenger*. [Online]. Available: <http://marshallnewsmessenger.com/news/1084938411.02632.2518.2701.html>.

McAllen

McAllen Monitor

De Ferreire, M. (2005, January 24). Ownership Society Microlons help the world's poor [Letter to the Editor]. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=5349&Section=Letters>.

Gong, K. (2004, April 24). State Employees Speak Out Against Bill. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com>.

Pierson, E. (2003, July 13). Rally held to protest medical changes. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com>.

Pierson, E. (2004, May 1). South Texans hold rally against automation of human services. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=1643&Section=Valley>.

Pierson, E. (2004, May 25). Lawmakers blast director over consolidation. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=1963&Section=Valley>.

Pierson, E. (2004, May 28). Patients may have to pay Medicaid after death. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=2004&Section=Valley>.

Pierson, E. (2004, September 21). Changes in mental healthcare leaves many without aid. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=3595&Section=Valley>.

Pierson, E. (2004, September 29). New law forces some patients out of mental health facility. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=3705&Section=Valley>.

Pierson, E. (2004, October 20). Non-profit groups express concern about program. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=3985&Section=Valley>.

Smith, J. (2005, February 21). Proposal for HHSC call center draws ire from some. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=5800&Section=Local>.

Smith, J. (2005, May 16). Funding outlet benefits mental health patients. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=7249&Section=Local>.

Walson, K. (2004, September 7). LUPE backers rally for migrant rights, government changes. *The McAllen Monitor*. [Online]. Available: <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm&StoryID=3408&Section=Valley>.

Montgomery

Montgomery County News

Commissioners make effort to conserve energy. (2003, November 12). *Montgomery County News*. [Online]. Available: <http://www.montgomerycountynews.net/Commissioners%20make%20effort%20to%20conserve%20energy.htm>.

Nacadoches

The Daily Sentinel

Liscano, M. (2004, March 8). Snyder campaign ad heats up GOP tussle. *The Daily Sentinel*. [Online]. Available: http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0308_story3.html.

Liscano, M. (2004, April 18). Political challenges nothing new for Wohlgemuth. *The Daily Sentinel*. [Online]. Available: http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0418_story1.html.

Liscano, M. (2004, May 4). Edwards says Wohlgemuth's CHIP bill hurts poor families, should be repealed. *The Daily Sentinel*. [Online]. Available: http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0504_story1.html.

Taravekkam, E. (2004, April 11). 4/11 State employees bracing for possible mass layoff. *The Daily Sentinel*. [Online]. Available: <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/04/11/>. Article #1081654930.

Taravekkam, E. (2004, April 15). 4/15 State employee: Report on bill's benefits 'an illusion'. *The Daily Sentinel*. [Online]. Available: <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/04/15/>. Article #1082002061.

Taravekkam, E. (2004, May 6). 5/6 County may lose 59 state jobs to off-site call centers. *The Daily Sentinel*. [Online]. Available: <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/05/06/>. Article #1083817916.

Taravekkam, E. (2004, July 29). 7/29 State employees protest HB 2292. *The Daily Sentinel*. [Online]. Available: <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/07/29/>. Article #1091073508.

Odessa

Odessa American

Breaux, J. (2004, April 27). Insurance manager for county quits post: Regina Brazeal resigned after nearly a year of controversy over a former official's insurance coverage. *Odessa American*. [Online]. Available: <http://www.oaoa.com/news/nw050304a.htm>.

Hamilton, C. (2004, May 03). United Way opposed to budget cuts. *Odessa American*. [Online]. Available: <http://www.oaoa.com/news/nw050304a.htm>.

Pampa

Pampa News

Powers, M. (2004, May 11). Official: Family and Protective Services office to remain in Pampa. *Pampa News*. [Online]. Available: <http://www.thepampanews.com/articles/2004/05/11/news/export770.txt>.

Powers, M. (2004, July 1). County opposes consolidation bill. *Pampa News*. [Online]. Available: <http://www.thepampanews.com/articles/2004/07/01/news/4news.txt>.

Powers, M. (2004, June 30). County to ponder resolution against agency changes. *Pampa News*. [Online]. Available: <http://www.thepampanews.com/articles/2004/06/30/news/2news.txt>.

Powers, M. (2004, May 11). DHS office in limbo. *Pampa News*. [Online]. Available: <http://www.thepampanews.com/articles/2004/05/11/news/export742.txt>.

Paris

The Paris News

Arreola, A. (2004, April 20). State agency could close 217 offices. *The Paris News*. [Online]. Available: <http://www.theparisnews.com/story.lasso?wcd=12904>.

Roland, B. (2004, April 27). Red River County opposes DHS changes. *The Paris News*. [Online]. Available: <http://www.theparisnews.com/story.lasso?wcd=13060>.

Saving money, but at what price? (2004, April 27). *The Paris News*. [Online]. Available: <http://www.theparisnews.com/story.lasso?wcd=13053>.

Plano

Plano Star Courier

Heid, J. (2003, October 26). State appointee will miss Allen. *Plano Star Courier*. [Online]. Available: <http://www.zwire.com>.

Port Arthur

Port Arthur News

Achilles, J. (2004, April 28). Protesters oppose Department of Human Services' plans. *Port Arthur News*. [Online]. Available: <http://www.panews.com/articles/2004/04/28/news/news03.txt>.

Feathers, A. & Achilles, J. (2004, April 4). Streamlined state service agencies may close office. *Port Arthur News*. [Online]. Available: <http://www.panews.com/articles/2004/04/04/news/news01.txt>.

Tennissen, M. (2004, June 12). County indicts welfare frauds. *Port Arthur News*. [Online]. Available: <http://www.panews.com/articles/2004/06/12/news/news02.txt>.

Tennissen, M. (2004, August 13). State employees protest call center. *Port Arthur News*. [Online]. Available: <http://www.panews.com/articles/2004/08/13/news/news05.txt>.

Tennissen, M. (2004, September 4). Mental health care undergoing changes. *Port Arthur News*. [Online]. Available: <http://www.panews.com/articles/2004/09/04/news/01news.txt>.

Port Lavaca

Port Lavaca Wave

County wants TLOC hearing. (2004, February 17). *Port Lavaca Wave*. [Online]. Available: <http://www.portlavacawave.com/articles/2004/02/17/news/news02.txt>.

Group opposes welfare changes. (2004, May 25). *Port Lavaca Wave*. [Online]. Available: <http://www.portlavacawave.com/articles/2004/05/25/news/news01.txt>.

House bill could close welfare office. (2004, May 14). *Port Lavaca Wave*. [Online]. Available: <http://www.portlavacawave.com/articles/2004/05/14/news/news01.txt>.

Rosenberg

Rosenberg Herald-Coaster

Pollock, B. J. (2004, January 12). Firm studies privatizing state school. *Rosenberg Herald-Coaster*. [Online]. Available: <http://www.herald-coaster.com/articles/2004/01/12/news/news05.txt>.

Pollock, B. J. (2005, January 17). Rosenberg State School to get another state visit. *Rosenberg Herald-Coaster*. [Online]. Available: http://www.herald-coaster.com/articles/2005/01/17/news/top_story/topstory.txt.

Pollock, B. J. (2004, January 19). Provider tags Rosenberg State School. *Rosenberg Herald-Coaster*. [Online]. Available: <http://www.herald-coaster.com/articles/2004/01/19/news/news05.txt>.

Pollock, B. J. (2004, January 21). Second group to tour RSS for privatization. *Rosenberg Herald-Coaster*. [Online]. Available: <http://www.herald-coaster.com/articles/2004/01/21/news/news02.txt>.

Pollock, B. J. (2004, February 16). RSS dodges privatization bullet. *Rosenberg Herald-Coaster*. [Online]. Available: <http://www.herald-coaster.com/articles/2004/02/16/news/news02.txt>.

Pollock, B. J. (2004, December 28). Year in review: County treasurer indicted again in 2004. *Rosenberg Herald-Coaster*. [Online]. Available: <http://www.herald-coaster.com/articles/2004/12/28/news/news03.txt>.

Sansone, C. (2004, February 19). State rejects bid to run state schools. *Rosenberg Herald-Coaster*. [Online]. Available: http://www.herald-coaster.com/articles/2004/02/19/news/top_story/topstory.txt.

Round Rock

Round Rock Leader

Cox, M. (2003, June 13). Bills await June 22 signature deadline. *Round Rock Leader*. [Online]. Available: <http://www.rrleader.com>.

Guajardo, M. (2004, February 10). Williamson County continues collecting controversial fee. *Round Rock Leader*. [Online]. Available: <http://www.rrleader.com>.

Householter, M. (2005, February 1). Convergys selects Round Rock for new call center. [Online]. *Round Rock Leader*. Available: <http://www.rrleader.com>.

San Angelo

San Angelo Standard-Times

Bethel, B. (2004, May 2). Critics attack human services plan. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2004/q2/May/2/Ar01503.Htm&criteria=2292>.

Finley, E. (2004, April 20). Council to null MHMR resolution. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2004/q2/April/20/Ar00301.Htm&criteria=2292>

Finley, E. (2004, April 22). Trash policy change to face scrutiny. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2004/q2/April/22/Ar00300.Htm&criteria=2292>

Finley, E. (2005, June 24). MHMR site ready for worst. Jobs on thin ice after state ruling. *San Angelo Standard-Times*. [Online]. Available: http://208.33.45.21/archive/story.cfm?path=2005/q2/June/24/20050624-NEWS_LOCAL-5267890.htm&criteria=2292.

Mental retardation facts. (2004, December 9). *San Angelo Standard-Times*. [Online]. Available: http://208.33.45.21/archive/story.cfm?path=2004/q4/Decmeber/09/MHMR_fac.TXT&criteria=2292.

Shannon, J. (2003, August 22). Let's meet mental health needs. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2003/q3/august/22/20030822015.html&criteria=2292>.

Shannon, J. (2004, April 28). We should express our approval, too. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2004/q2/April/28/Ar00600.Htm&criteria=2292>.

Williams, E. (2003, July 7). Women had key legislative roles. *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2003/q3/july/07/20030707000.html&criteria=2292>.

Worley, T. (2004, April 28). Medicare change unfair to Texans (Letter to the Editor). *San Angelo Standard-Times*. [Online]. Available: <http://208.33.45.21/archive/story.cfm?path=2003/q3/september/12/20030912019.html&criteria=2292>.

San Antonio

San Antonio Business Journal

Perry appoints three to HHS transition committee. (2003, September 12). *San Antonio Business Journal*. [Online]. Available: <http://sanantonio.bizjournals.com/sanantonio/stories/2003/09/08/daily34.html>.

Phinisee, T. (2003, August 8). State's Protective Services programs brace for budget cuts. *San Antonio Business Journal*. [Online]. Available: <http://sanantonio.bizjournals.com/sanantonio/stories/2003/08/11/story8.html>.

San Antonio Current

Sorg, L. (2004, November 4). State contemplates closing facilities for mentally ill, retarded. *San Antonio Current*. [Online]. Available: http://www.zwire.com/site/news.cfm?newsid=13289572&BRD=2318&PAG=461&dept_id=484045&rfi=8.

San Antonio Express-News

Castillo, Garcia, G. (2004, August 27). Social services reforms defended. *San Antonio Express-News*, p. 1B. [Online]. Available: http://www.mysanantonio.com/news/metro/stories/MYSA090204.5B.hhs_reorganize.3ffa59c8.html.

Davis, V. (2004, December 8). Nonprofit feeling strain of state budget cuts. *San Antonio Express-News*, p. 6A. [Online]. Available: http://www.mysanantonio.com/news/citycouncil/stories/MYSA120804.6A.acac_crunch.cffaaa45.html.

Fikac, P. & Selby, W. (2003, May 31). Lawmakers reach deal on malpractice lawsuits. *San Antonio Express-News*, p. 1A. [Online]. Available: <http://www.mysanantonio.com>.

Fikac, P. (2003, June 18). State could grab Medicaid recipients' houses at death. *San Antonio Express-News*, p. 1A. [Online]. Available: <http://www.mysanantonio.com>.

Fikac, P. (2003, July 15). Estate seizure worries Texans. *San Antonio Express-News*, p. 1A. [Online]. Available: <http://www.mysanantonio.com>.

Focus: The Legislature: Mentally ill suffer. (2003, August 3). *San Antonio Express-News*, p. 4H. [Online]. Available: <http://www.mysanantonio.com>.

Foy, N. (2003, July 3). Doctors speaking ill of new vaccine law. *San Antonio Express-News*, p. 1A. [Online]. Available: <http://www.mysanantonio.com>.

Garcia, G. (2004, September 2). 12 state agencies now merged into 5. *San Antonio Express-News*, p. 5B. [Online]. Available: http://www.mysanantonio.com/news/metro/stories/MYSA090204.5B.hhs_reorganize.3ffa59c8.html.

Godden, W. (2004, June 15). Prayers for judge. [Letter to the Editor]. *San Antonio Express-News*, p. 6B. [Online]. Available: <http://www.mysanantonio.com/opinion/letters/stories/MYSA061504.7B.letters.2611b0337.html>.

Guentert, H. (2004, August 19). Bad assumption about Hispanics. [Letter to the Editor]. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/opinion/letters/stories/MYSA20onlineletters0816.d01e01f.html>.

Guerra, C. (2003, May 11). As session nears end, what about home insurance costs? *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com>.

Guerra, C. (2004, May 2). Texas finds a new way to disconnect from poor, old and sick. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/news/columnists/cguerra/stories/MYSA02.01B.guerra050204.85c87892.html>.

Guerra, C. (2004, May 9). Savings on health care will be paid with misery and suffering. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/news/columnists/cguerra/stories/MYSA050904.1B.guerra.a9c90f78.html>.

Guerra, C. (2004, May 23). Will savings come from frustrating the weakest Texans? *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/columnists/stories/MYSA052304.1B.guerra.f1f037e0.html>.

Guerra, C. (2004, May 25). Making people suffer goes beyond living within our means. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/columnists/stories/MYSA052504.1B.guerra.fc26e3fc.html>.

Guerra, C. (2004, August 15). Making CHIP work is no mystery: Return it to what it was. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/columnists/stories/MYSA081504.1B.Guerra.5210128.html>.

Guerra, C. (2004, August 19). Health, human services call centers delayed, but still on track. *San Antonio Express-News*. [Online]. Available: <http://www.mysanantonio.com/columnists/stories/MYSA081904.1B.Guerra.19ceb299.html>.

Guerra, C. (2005, July 3). Social services call center operations will kick off in Alamo City. *San Antonio Express-News*, p.1B. [Online]. Available: <http://www.mysanantonio.com/columnists/stories/MYSA070305.1B.guerra.2ee8ba59.html>.

Sandberg, L. (2004, July 28). Uresti blasts health changes. *San Antonio Express-News*, p. 1B. [Online]. Available:

<http://www.mysanantonio.com/news/metro/stories/MYSA072804.1B.uresti.15c61b19.html>.

Senior cheer Perry for support of issues. (2004, September 15). *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com/news/metro/stories/MYSA091504.5B.silvers.82f2b33d.html>.

Selby, G. (2004, March 30). State will save, but 4,500 will lose jobs with aid changes. *San Antonio Express-News*. [Online]. Available: http://www.mysanantonio.com/news/medical/stories/MYSA30....medicaid_online_0330.dbc09d3.html.

Selby, W. (2003, April 2). Budget expands under House plan. *San Antonio Express-News*, p.10A. [Online]. Available: <http://www.mysanantonio.com>.

Selby, W. (2003, April 25). Bill would drastically shuffle health services. Measure would save state \$1.1 billion but cut jobs and agencies. *San Antonio Express-News*, p. 13A. [Online]. Available: <http://www.mysanantonio.com>.

Selby, W. (2003, May 28). Senate OKs tuition change. *San Antonio Express-News*, p. 7A. [Online]. Available: <http://www.mysanantonio.com>.

Selby, W. (2003, June 2). \$117.4 billion budget goes to governor. *San Antonio Express-News*, p. 8A. [Online]. Available: <http://www.mysanantonio.com>.

Selby, W. (2003, June 3). Last day of session spawns whimsy: Legislators pass final bills, exchange gifts. *San Antonio Express-News*, p. 8A. [Online]. Available: <http://www.mysanantonio.com>.

Selby, W. (2003, June 21). Governor says no to Laredo bill. *San Antonio Express-News*, p. 1B. [Online]. Available: <http://www.mysanantonio.com>.

San Marcos

San Marcos Daily Record

Kuny, E. (2004, January 31). Ed Kuny reaches out. *San Marcos Daily Record*. [Online]. Available: <http://www.sanmarcosrecord.com/articles/2004/02/01/news/news6.txt>

Sulphur Springs

Sulphur Springs News-Telegram

Craig, K. (2004, June 4). DHS workers say reorganization could cost jobs, services. *Sulphur Springs News-Telegram*. [Online]. Available: <http://www.ssnewstelegram.com/news/2004/june/nt0604-DHSrevamp.htm>.

Sweetwater

Sweetwater Reporter

Bill will take Medicaid recipients homestead. (2003, July 1). *Sweetwater Reporter*. [Online]. Available: <http://www.sweetwaterreporter.net>.

Martin, J. (2004, April 8). Streamlined state service agencies may close offices. *Sweetwater Reporter*. [Online]. Available: <http://www.sweetwaterreporter.net>.

Martin, J. (2004, April 27). Concerned citizens discuss impact of HB 2292. *Sweetwater Reporter*. [Online]. Available: <http://www.sweetwaterreporter.net>.

Taylor

Taylor Daily Press

Johnson, K. (2004, September 10). Texas kids lose coverage. *Taylor Daily Press*. [Online]. Available: <http://taylordailypress.net>.

Lawmakers back war, protesters arrested: Leaner government. (2003, April 3). *Taylor Daily Press*. [Online]. Available: <http://taylordailypress.net>

Mullins, P. (2003, October 29). County works to reduce pollution on area roadways. *Taylor Daily Press*. [Online]. Available: <http://taylordailypress.net>.

Revenue estimate gets boost. (2003, May 30). *Taylor Daily Press*. [Online]. Available: <http://taylordailypress.net>.

Temple

Temple Daily Telegram

Pasfield, G. (2005, March 16). Health and Human Services revamp could affect local offices. *Temple Daily Telegram*. [Online]. Available: <http://www.temple-telegram.com>.

Texarkana

Texarkana Gazette

Beall, M. (2004, May 11). HB 2292 will hurt kids, elderly, poor. [Letter to the Editor]. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/05/11/local_news/opinion/opinions02.txt.

Bell, O. (2004, July 29). HB2292 will be hard on senior citizens [Letter to the Editor]. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/07/29/local_news/opinion/opinions02.txt.

Bischof, G. (2004, May 24). Commissioners consider permits. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/05/24/local_news/news/news06.txt.

Bischof, G. (2004, May 25). Commissioners Court considering driveway permits. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/05/25/local_news/news/news12.txt.

Bischof, G. (2004, June 14). Commissioners Court considering driveway permits. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/06/14/local_news/news/news15.txt.

Brand, A. (2004, May 7). Meetings give starting points for improvement plan. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/05/07/local_news/news/news01.txt.

Brand, A. (2004, July 30). State workers blast new changes. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/07/30/local_news/news/news19.txt.

City, County Meetings-January 25. (2004, January 25). *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/01/25/local_news/news/news18.txt.

City, County Meetings-February 8. (2004, February 8). *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/02/08/local_news/news/news14.txt.

City, County Meetings-July 27. (2003, July 27). *Texarkana Gazette*. [Online]. Available: <http://www.texarkanagazette.com/articles/2003/07/27/news/news11.txt>.

Gardner, A. (2004, September 1). Texas agencies begin consolidation. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/09/01/local_news/news/news04.txt.

Gardner, A. (2005, March 14). Call centers could fact delays. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2005/03/14/local_news/news/news04.txt.

Milton, P. (2004, June 15). Commissioners respond to bill. *Texarkana Gazette*. [Online]. Available: http://www.texarkanagazette.com/articles/2004/06/15/local_news/news/news06.txt.

Sheridan, J. (2003, March 13). Bill could force agency to pay for use of jails. *Texarkana Gazette*. [Online]. Available: <http://www.texarkanagazette.com/articles/2003/03/13/export545.txt>.

Tyler

Tyler Morning News

Ellis, M. (2004, August 24). State health services leader explains new administration. *Tyler Morning News*. [Online]. Available: <http://www.tylerpaper.com> (article # 12771914).

Grant, A. (2004, June 14). Official makes case against healthcare bill. *Tyler Morning News*. [Online]. Available: <http://www.tylerpaper.com> (article # 11954170).

Myanard, R. (2004, April 27). Tyler site for talk on aid program changes. *Tyler Morning News*. [Online]. Available: <http://www.tylerpaper.com> (article # 11397301).

Myanard, R. (2004, April 30). Agency switch to call centers means loss of face-to-face help. *Tyler Morning News*. [Online]. Available: <http://www.tylerpaper.com> (article # 11421607).

Uvalde

Uvalde Leader-News

Merritt, C. (2005, March 21). Gallego opposes HHSC proposal for call centers. *Uvalde Leader-News*. [Online]. Available: <http://www.uvaldeleadernews.com/articles/2005/03/21/news/news2.txt>.

Yanelli, A. (2004, May 13). Uvalde County Commissioners get pictorial tour through new library. *Uvalde Leader-News*. [Online]. Available: <http://www.uvaldeleadernews.com/articles/2004/07/29/news/news07.txt>.

Yanelli, A. (2004, September 1). Uvalde County Commissioners get pictorial tour through new library. *Uvalde Leader-News*. [Online]. Available: <http://www.uvaldeleadernews.com/articles/2004/05/13/export18.txt>.

Victoria

Victoria Advocate

Blackwell, J. (2004, May 7). Neediest at risk. [Letter to the Editor]. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/opinion/letters/story/1884848p-2199204c.html>.

Bowen, G. (2004, January 25). County wants state to restore health care cuts. *Victoria Advocate*. [Online]. Available: http://www.thevictoriaadvocate.com/county_by_county/victoria/story/1639624p-1930240c.html.

Bowen, G. (2004, January 27). Replacing lost dollars. *Victoria Advocate*. [Online]. Available: http://www.thevictoriaadvocate.com/county_by_county/victoria/story/1643032p-1933951c.html.

Corrections and Clarifications. (2004, July 31). *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/corrections/story/2107693p-2441050c.html>.

Halvorson, B. (2004, May 15). Yoakum City Council gets no bids for land. *Victoria Advocate*. [Online]. Available: http://www.thevictoriaadvocate.com/county_by_county/dewitt/story/1907245p-2225073c.html.

Hathcock, P. (2004, April 30). When the elderly call, they often need help. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/local/local/story/1866913p-2178997c.html>.

Hearing seeks input on two new health and human services agencies. (2004, February 2). *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/local/local/story/1654317p-1947565c.html>.

Hermes, A. (2004, July 30). Union supports moratorium. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/local/local/story/2103572p-2435997c.html>.

Hermes, A. (2004, August 2). Gulf Bend faces a funding crisis. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/front/story/2109368p-2442969c.html>.

Hermes, A. (2004, October 2). Nonprofits need to coordinate efforts to overcome budget cuts. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/local/local/story/2250173p-2606758c.html>.

House District 35 candidates speak out about key issues. (2004, October 1). *Victoria Advocate*. [Online]. Available: http://www.thevictoriaadvocate.com/special_sections/elections/generalelection2004/local/story/2244547p-2601309c.html.

Lozano, J. (2004, July 26). Illegal immigrants not entitled to nonemergency care. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/front/story/2094026p-2424496c.html>.

Pauly, V. (2004, August 10). Don't outsource vital state services. [Letter to the Editor]. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/opinion/letters/story/2126157p-2462431c.html>.

Scaff, P. (2004, May 22). Costs are low. [Letter to the Editor]. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/opinion/letters/story/1939259p-2245928c.html>.

Wilcox, R. (2004, October 10). Gulf Bend trying to end the wait for help. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/front/story/2265340p-2625295c.html>.

Wilcox, R. (2004, November 16). Gulf Bend sponsors Legislative Day. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/local/local/story/2347589p-2717534c.html>.

Wilcox, R. (2005, March 3). Mentally ill could be kept from jail. *Victoria Advocate*. [Online]. Available: <http://www.thevictoriaadvocate.com/front/story/2610333p-3026673c.html>.

Yoakum to seek LCRA funding for master parks plan. (2004, August 19). *Victoria Advocate*. [Online]. Available: http://www.thevictoriaadvocate.com/county_by_county/dewitt/story/2145618p-2485920c.html.

Waco

Waco Tribune Herald

Allen, J. (2003, July 6). Officials say new Medicaid law causing some families to panic. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Coleman, G. (2004, April 13). CHIP benefits: Two takes. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Culp, C. (2004, January 24). Privatization considered for mental health facilities; Provision could affect who runs 2 area hospitals. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Culp, C. (2004, November 9). Averitt files bill to restore CHIP cuts. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Let's hear the issues. (2004, September 28). *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Power of pictures. (2004, March 7). *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2003, July 15). This is sort of a goofy law because it's so nebulous. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2003, December 20). Candidate Paul L. Ruydisill says he would vote his constituents' views. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2004, February 19). No title. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2004, March 6). Snyder campaign ad heats up GOP tussle; Anti-Wohlgemuth spot has some defending hopeful. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2004, April 18). No title. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (2004, May 4). Opponents battle over CHIP bill; Edwards asks that author of legislation repeal its limits. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Liscano, M. (n. d.). Immunizations change draws ire of doctors. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Profit at whose expense? Private companies shouldn't control mental health services. (2004, January 27). *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Smith, R. (2003, July 13). Maybe the system in Texas needed a little reorganization. *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Safety bill for school buses back on track; effort to toughen penalties revived in final hours before deadline. (2003, May 30). *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Wholly arbitrary. (2004, September 1). *Waco Tribune Herald*. [Online]. Available: <http://www.wacotrib.com>.

Waxahachie

Waxahachie Daily Light

Walker, P. (2004, July 3). Changes in store for DHS: Cost-cutting could see office closures in Ellis County. *Waxahachie Daily Light*. [Online]. Available: <http://waxahachiedaily.com>.

Sample of Texas Newspaper Articles

#	Newspaper Article
001	Hughes, P. R. (2003, April 2). Texas Legislature/House budget writers go on spending spree: But bill could allow funds to be cut later.
002	Selby, W. (2003, April 2). Budget expands under House plan.
003	Susswein, G. (2003, April 2). Capitol Roundup: Clauses in health and human services bill kick off controversy.
004	Moritz, J. (2003, April 3). Bureaucracy overhaul aims to save money.
005	Highlights Wednesday from the Texas Legislature. (2003, April 3).
006	King, M. (2003, April 11). When the public welfare is under siege, trust the Lege to wave the flag. <i>Capitol Chronicle</i> : patriotic gore.
007	Herman, K. & Susswein, G. (2003, April 18). Social services cuts approved by House.
008	Hughes, P. R. (2003, April 25). 78 th Legislature/Programs for needy: House begins debating social services revamp.
009	Selby, W. (2003, April 25). Bill would drastically shuffle health services. Measure would save state \$1.1 billion but cut jobs and agencies.
010	Most major bills still alive in Legislature. (2003, May 20).
011	Harmon, D. (2003, May 26). Preferred drug list being prescribed: Backers say it will save state money; critics say it will limit care for low-income Texans.
012	Article 016 drawn twice.
013	Health agency revamp approved: Perry signs off on major bill, which will cut jobs, save \$1 billion. (2003, June 11).
014	Fikac, P. (2003, June 18). State could grab Medicaid recipients' houses at death.
015	Mann, D. (2003, June 20). Legislative Malpractice: Under the guise of saving money, the Right shreds health and human service.

- 016 Hughes, P. R. (2003, June 22). Man with a mission leaves some dubious: Task is to overhaul Texas social services.
- 017 Pierson, E. (2003, July 13). Rally held to protest medical changes.
- 018 Pierson, E. (2003, July 15). 50 rally to protest mental-health changes.
- 019 Fikac, P. (2003, July 15). Estate seizure worries Texans.
- 020 Berzanskis, C. (2003, August 22) State moves closer to group home privatization.
- 021 Dyer, R. (2003, August 31). New laws to cut insurance funds.
- 022 Hopper, L. (2003, September 24). State takes comments on plan for HHS: 12 agencies set to consolidate.
- 023 Article 092 drawn twice.
- 024 Harmon, D. (2003, October 17). Plan merges 12 service agencies into 5: Capitol changes will start taking effect in January.
- 025 Residents voice fears, questions about health agencies' changes. (2003, October 22).
- 026 Wilson, B. (2004, October 27). 10-26 Wohlgemuth: Time for conservative representation.
- 027 12-29 'Fighter for free enterprise'. (2003, December 29).
- 028 Hughes, P. R. (2004, January 29). Timeline for agency mergers questioned: lawmaker urges quick social service changes.
- 029 Harmon, D. (2004, March 27). Agency's plan would slash 4,500 state jobs: Update of social services system would close 217 offices in Texas.
- 030 Selby, G. (2004, March 30). State will save, but 4,500 will lose jobs with aid changes.
- 031 New social service system could save \$389 million. (2004, March 29).
- 032 Article 042 drawn twice.
- 033 Martinez, L. B. (2004, April 3). State plan calls for mass layoffs: More than 4,000 DHS workers to lose jobs by end of 2006.
- 034 Feathers, A. & Achilles, J. (2004, April 4). Streamlined state service agencies may close office.
- 035 Taravekkam, E. (2004, April 11). 4/11 State employees bracing for possible mass layoff.
- 036 Taravekkam, E. (2004, April 15). 4/15 State employee: Report on bill's benefits 'an illusion'.
- 037 Libby, L. (2004, April 22). More Than 200 Department of Human Services Will Close Their Doors.
- 038 Gong, K. (2004, April 24). State Employees Speak Out Against Bill.
- 039 Martinez, L. B. (2004, April 24). Employees rally against state cutbacks: DHS workers fear mass layoffs by 2006.
- 040 Brooks, K. (2003, April 25). Social service restructuring plan debated.
- 041 Harmon, D. (2003, April 26). House OKs reshaping of agencies: Measure would limit CHIP enrollment, tighten welfare rules.
- 042 Saving money, but at what price? (2004, April 27).
- 043 Myanard, R. (2004, April 27). Tyler site for talk on aid program changes.

- 044 Roland, B. (2004, April 27). Red River County opposes DHS changes.
- 045 Semrad, S. (2004, April 28). Health offices to face cuts.
- 046 Argabright, B. (2004, April 28). Local HHS projected to close.
- 047 Jansky, J. C. (2004, April 28). Local HHS office may be closed.
- 048 Valdez, D. W. (2004, April 30). Concerns about call center plan can be
voiced at hearing.
- 049 Article 058 drawn twice.
- 050 Liscano, M. (n.d.). Immunizations change draws ire of doctors.
- 051 Pierson, E. (2004, May 1). Automation of human services draws ire of
South Texans.
- 052 Reynolds, J. (2004, May 1). Hearings weigh consolidation of DHS
services.
- 053 Give us a call. (2004, May 1).
- 054 Bethel, B. (2004, May 1). State services plan criticized.
- 055 Guerra, C. (2004, May 2). Texas finds a new way to disconnect from
poor, old and sick.
- 056 Reynolds, J. (2004, May 1). HHS plan stirs area concerns. Call center
proposal could cost 4,500 jobs.
- 057 Myanard, R. (2004, April 30). Agency switch to call centers means loss
of face-to-face help.
- 058 Hamilton, C. (2004, May 03). United Way opposed to budget cuts.
- 059 Taravekkam E. (2004, May 6). 5/6 County may lose 59 state jobs to off-
site call centers.
- 060 Guerra, C. (2004, May 9). Savings on health care will be paid with
misery and suffering.
- 061 Libby, L. (2004, May 15). Medicaid call centers topic of meeting.
- 062 Richardson, R. Y. (2004, May 18). TDH offices to convert to call centers.
- 063 Richardson, R. Y. (2004, May 19). DHS switching to call centers under
new legislation.
- 064 Mann, D. (2004, May 21). Capitol Offense: Who You Gonna Call? Texas'
welfare state endures a hostile corporate takeover.
- 065 Guerra, C. (2004, May 23). Will savings come from frustrating the
weakest Texans?
- 066 Pierson, E. (2004, May 25). Plan to consolidate human services groups
criticized: Democratic senators say head of project is unprepared,
unrealistic.
- 067 Guerra, C. (2004, May 25) Making people suffer goes beyond living
within our means.
- 068 Around the Area: 05.25.04: Changes coming for Human Services. (2004,
May 25).
- 069 Moritz, J. & Brooks, K. (2003, May 29). Senate pushes deadline on bills.
- 070 Grant, A. (2004, June 14). Official makes case against healthcare bill.
- 071 Milton, P. (2004, June 15). Commissioners respond to bill.
- 072 Wilson, B. (2004, June 22). 6-22 Group urges study of health bill.

- 073 Wilson, B. (2004, June 23). 6-23 Jobs could be lost across state.
074 DHS Employees Fighting HB 22 Implementation. (2004, June 24).
075 Segel, T. D. (2003, September 21). Legislation comes by cover of
darkness.
- 076 Sarabia, K. (2004, July 3). County judge concerned over DHS changes.
077 Walker, P. (2004, July 3). Changes in store for DHS: Cost-cutting could
see office closures in Ellis County.
- 078 Liscano, M. (2004, March 8). Snyder campaign ad heats up GOP tussle.
079 Liscano, M. (2004, May 4). Edwards says Wohlgemuth's CHIP bill hurts
poor families, should be repealed.
- 080 Liscano, M. (2004, April 18). Political challenges nothing new for
Wohlgemuth.
- 081 Rea, G. (2004, July 3). State union asks study of HB 2292.
082 Rea, G. (2004, July 3). DHS staffers ask support to keep office: Funding
reduction threatens to reduce services, close offices in Texas.
- 083 Wilson, B. (2004, July 12). 7-12 Edwards renews call for overhaul of
HB 2292.
- 084 Martinez, L. B. (2004, July 28). Union asks Perry to stall HB 2292: Bill
would cut 4,000 jobs in state, save \$125 million.
- 085 Sandberg, L. (2004, July 28). Uresti blasts health changes.
086 Ward, M. (2004, July 29). Groups condemn privatization of human
services.
- 087 Taravekkam, E. (2004, July 29). 7/29 State employees protest HB 2292.
088 Bell, B. (2003, August 3). Local: Opponents of child vaccinations hail
rider on House bill.
- 089 Employees protest plan to close state service offices. (2004, August 13).
090 Ellis, M. (2004, August 24). State health services leader explains new
administration.
- 091 Harmon, D. (n.d.). Capitol Roundup: Budget watch: Health agency cuts
progress.
- 092 Martinez, L. (2003, July 22). Cutbacks opposed: Protesters seek
continued funding for counseling.
- 093 Pierson, E. (2004, October 20). Non-profit groups express concern
about program.
- 094 Villarreal, C. V. & Zamora, M. (2004, November 9). Health and Human
Services shuts one office; employees transferred to other locations.
- 095 Davis, V. (2004, December 8). Nonprofit feeling strain of state budget
cuts.
- 096 Martinez, M. (2005, January 24). State's quiet health chief at political
storm's center.
- 097 Keever, J. & Feldman, C. (2005, January 23). Mental health system may
see more changes: 10 new health centers are among recommendations.
- 098 Pierson, E. (2005, January 28). Capitol Briefs, January 28, 2005.
099 Smith, J. (2005, February 21). Proposal for HHSC call center draws ire
from some.

100 Guerra, C. (2005, July 3). Social services call center operations will kick off in Alamo City.

List of Newspapers in Texas

City	Newspaper	Website
Abilene	Abilene Reporter News	www.reporternews.com
Abilene	Big County Free Press	www.bigcountyfreepress.com
Alice	Alice Echo News	www.aliceecho.com
Allen	The Allen American	www.zwire.com
Alpine	Alpine Avalanche	www.alpineavalanche.com
Amarillo	Amarillo Globe-News	www.amarillo.com
Andrews	Andrews County News	www.andrewscountynews.com
Angleton	The Bulletin	www.bulletin-ol.com
Aransas Pass	The Aransas Pass Progress	www.aransaspassprogress.com
Athens	Athens Daily Review	www.athensreview.com
Austin	Austin American Statesman	www.statesman.com
Austin	Austin Business Journal	www.austin.bizjournals.com
Austin	Austin Chronicle	www.austinchronicle.com
Austin	The Texas Observer	http://www.texasobserver.org
Bandera	The Bandera Bulletin	www.banderabulletin.com
Bay City	Bay City Tribune	www.baycitytribune.com
Baytown	The Baytown Sun	www.baytownsun.com
Beaumont	Beaumont Enterprise	www.southeasttexaslive.com
Beaumont	The Examiner	www.theexaminer.com
Beeville	Beeville Bee-Picayune	www.bee-picayune.com
Big Spring	Big Spring Herald	www.bigspringherald.com
Blanco	The Blanco County News	www.blancocountynews.com
Boerne	Boerne Star	www.bournestar.com
Borger	Borger News-Herald	www.borgernewsherald.com
Bonham	Fannin County Special	www.fannincountyspecial.com
Bonham	North Texas e-News	www.ntxe-news.com
Brackettville	Brackettville info	www.brackettville.info
Brady	Brady Standard-Herald	www.heartotexasnews.com
Brenham	The Banner Press	www.brenhambanner.com
Brookshire	The Times Tribune	www.timestribune.com
Brownfield	Brownfield News	www.brownfieldonline.com
Brownsville	Brownsville Herald	www.brownsvilleherald.com
Brownwood	Brownwood Bulletin	www.brownwoodbulletin.com
Bryan	Bryan-College Station Eagle	www.theeagle.com
Cameron	Cameron Herald	www.cameronherald.com
Canton	Van Zandt News	www.vanzandtnews.com
Canyon	The Canyon News	www.canyonnews.com

Canyon Lake	Times Guardian	www.timesguardian.com
Cedar Creek	Cedar Creek Pilot	www.cedarcreekpilot.com
Clarendon	Clarendon Enterprise	www.clarendononline.com
Cleburne	Cleburne Times-Review	www.cleburnetimesreview.com
Cleveland	Cleveland Advocate	www.zwire.com
Clifton	The Clifton Record	www.cliftonrecord.com
Clute	The Facts	www.thefacts.com
Coleman	Coleman CDV	www.colemancdv.com
Coleman	Coleman News	www.colemannews.com
Commerce	The Commerce Journal	www.heraldbanner.com
Conroe	The Bulletin	www.thebulletin.com
Conroe	Conroe Courier	www.zwire.com
Coppell	Coppell Gazette	www.zwire.com
Copperas Cove	The Leader-Press	www.leader-press.com
Corpus Christi	Corpus Christi Caller-Times	www.caller.com
Crawford	The Lone Star Iconoclast	www.iconoclast-texas.com
Cuero	The Cuero Record	www.cuerorecord.com
Dallas	Dallas Business Journal	www.dallasbizjournals.com
Dallas	Dallas Observer	www.dallasobserver.com
Dallas	El Heraldo News	www.elheraldonews.com
Dallas	El Hispano News	www.elhispanonews.com
Dallas	Park Cities News	www.parkcitiesnews.com
Dallas	People Newspapers	www.peoplenewspapers.com
Dallas	The Dallas Morning News	www.dallasnews.com
Decatur	Wise County Messenger	www.wcmessenger.com
Del Rio	News Herald	www.delrionewsherald.com
Denton	Denton Record-Chronicle	www.dentonrc.com
DeSoto	Today Newspapers	www.todaynewspapers.net
Dumas	News-Press	www.moorenews.com
El Campo	The Leader-News	www.leader-news.com
El Paso	El Paso Internet Courier	www.ep-ic.com
El Paso	El Paso Times	www.elpasonews.com
Elgin	Elgin Courier Online	www.elgincourier.com
Emory	Rains County Leader	www.rainscountyleader.com
Ferris	Ellis County Press	www.elliscountypress.com
Floresville	Wilson County News	www.wilsoncountynews.com
Floydada	Hesperian-Beacon	www.hesperianbeacon.com
Fort Stockton	Fort Stockton Pioneer	www.fortstocktonpioneer.com
Fort Worth	Fort Worth Business Press	www.fwbusinesspress.com
Fort Worth	Fort Worth Star-Telegram	www.star-telegram.com
Fort Worth	Fort Worth Weekly	www.fweekly.com
Frankston	The Frankston	www.frankstoncitizen.com
Fredericksburg	Standard Radio Post	www.fredericksburgstandard.com
Friendswood	Friendswood Journal	www.zwire.com

Frisco	Frisco Enterprise	www.zwire.com
Fritch	The Eagle Press	www.eglprs.com
Gainesville	Gainesville Daily Register	www.gainesvilleregister.com
Galveston	Galveston Co. Daily News	www.galvnews.com
George West	The Progress	www.the-progress.com
Gilmer	Gilmer Mirror	www.gilmermirror.com
Gonzales	Gonzales Inquirer	www.gonzalesinquirer.com
Granbury	Hood County News	http://www.hcnews.com/
Greenville	Greenville Herald Banner	www.heraldbanner.com
Groesbeck	Groesbeck Journal	www.groesbeckjournal.com
Hamilton	Hamilton Herald-News	www.herald-news.com
Harlingen	Valley Morning Star	www.valleystar.com
Henderson	Henderson Daily News	www.hendersondailynews.com
Hillsboro	Hillsboro Reporter	www.hillsbororeporter.com
Hondo	Hondo Anvil Herald	www.hondovanvilherald.com
Houston	Forward Times	www.forwardtimes.com
Houston	Free Press Houston	www.freepresshouston.com
Houston	Houston Business Journal	www.houston.bizjournals.com
Houston	Houston Chronicle	www.chron.com
Humble	Houston Community Newspapers	www.hconline.com
Huntsville	The Huntsville Item	www.itemonline.com
Ingram	West Kerr Current	www.wkcurrent.com
Jacksonville	Jacksonville Daily Progress	www.jacksonvilleprogress.com
Jasper	Jasper Newsboy	www.jaspernewsboy.com
Junction	Junction Eagle	www.junctioneagle.com
Karnes County	The Countywide	www.thecountywide.com
Katy	The Katy Times	www.katytimes.com
Kaufman	Kaufman Herald	www.kaufmanherald.com
Kerrville	Kerrville Daily Times	www.dailytimes.com
Kilgore	Kilgore News Herald	www.kilgorenewsherald.com
Kileen	Kileen Daily Herald	www.kdhnews.com
Kingsville	Kingsville Record	www.kingsvillerecord.net
Lampasas	The Dispatch Record	www.lampasasdispatchrecord.com
Llano	Llano News	www.llanonews.com
Laredo	Laredo Morning Times	www.lmtonline.com
Lewisville	Lewisville Leader	www.zwire.com
Lexington	The Lexington Leader	www.lexingtonleader.com
Little Elm	Journal	www.zwire.com
Lockhart	The Post-Register	www.post-register.com
Longview	Longview News-Journal	www.news-journal.com
Lubbock	Lubbock Avalanche Journal	www.lubbockonline.com
Lufkin	Lufkin Daily News	www.lufkindailynews

Mabank	The Monitor	www.themonitor.net
Mansfield	Mansfield News	www.dfw.com
Marble Falls	The Highlander	www.highlandernews.com
Marlin	The Marlin Democrat	www.marlindemocrat.com
Marshall	New Messenger	www.marshallnewsmessenger.com
Mason	Mason County News	www.masoncountynews.com
McAllen	The Monitor	www.themonitor.com
McKinney	Courier-Gazette	www.courier-gazette.com
McKinney	McKinney Messenger	www.zwire.com
Mesquite	The Mesquite News	www.zwire.com
Midland	Midland Reporter Telegram	www.mywesttexas.com
Mineral Wells	The Index	www.mineralwellsindex.com
Mission	Progress Times	www.progresstimes.net
Montgomery	Montgomery County News	www.montgomerycountynews.net
Mount Pleasant	Daily Tribune	www.dailytribune.net
Mount Vernon	Optic Herald	www.mt-vernon.com
Nacogdoches	The Daily Sentinel	www.dailysentinel.com
Navasota	Navasota Examiner	www.navasotaexaminer.com
New Braunfels	Herald-Zeitung	www.herald-zeitung.com
Odessa	Odessa American	www.oaoa.com
Orange	Orange Leader	www.orangeleader.com
Ozona	Ozona Stockman	www.ozona.com
Palacios	Palacios Beacon	www.palaciosbeacon.com
Palestine	Herald-Press	www.palestineherald.com
Pampa	The Pampa News	www.thepampanews.com
Paris	Paris News	www.theparisnews.com
Pasadena	Pasadena Citizen	www.zwire.com
Pearland	Pearland Journal	www.zwire.com
Pecos	Pecos Enterprise	www.pecos.net/news
Pilot Point	Pilot Point Post-Signal	www.postsignal.com
Plainview	Plainview Daily Herald	www.myplainview.com
Plano	Plano Star Courier	www.zwire.com
Pleasanton	Pleasanton Express	www.pleasantonexpress.com
Port Aransas	Port Aransas South Jetty	www.portasouthjetty.com
Port Arthur	Port Arthur News	www.panews.com
Port Lavaca	Port Lavaca Wave	www.portlavacawave.com
Rockwall	Rockwall County News	www.rockwallcountynews.com
Robstown	Nueces County Record Star	www.zwire.com
Rockdale	The Rockdale Reporter	www.rockdalereporter.com
Rockport	The Rockport Pilot	www.rockportpilot.com
Rosenberg	The Herald-Coaster	www.herald-coster.com
Round Rock	Round Rock Leader	www.rrleader.com

Rowlett	Lakeshore Times	www.zwire.com
Salado	Salado Village Voice	www.saladovillagevoice.com
San Angelo	Standard-Times	www.sanangelostandardtimes.com
San Antonio	Business Journal	www.sanantonio.bizjournals.com
San Antonio	El Continental	www.elcontinental.com
San Antonio	Express News	www.mysanantonio.com
San Antonio	La Prensa	www.laprensa.com
San Antonio	Prime Time Newspapers	www.primetimenewspapers.com
San Antonio	Rumbo de San Antonio	www.diariosrumbo.com
San Antonio	San Antonio Current	www.zwire.com
San Marcos	San Marcos Daily Record	www.sanmarcosrecord.com
San Saba	San Saba News	www.sansabanews.com
Sealy	Sealy News	www.sealynews.com
Seguin	The Gazette-Enterprise	www.seguingazette.com
Sherman	The Herald Democrat	www.herald-democrat.com
Snyder	Snyder Daily News	www.snyderdailynews.com
Stephenville	Stephenville Empire-Tribune	www.empiretribune.com
Sulphur Springs	New Telegram	www.ssnewstelegram.com
Sulphur Springs	Country World News	www.countryworldnews.com
Sweetwater	Sweetwater Reporter	www.sweetwaterreporter.net
Taylor	Taylor Daily Press	www.Taylordailypress.net
Temple	Temple Daily Telegram	www.Temple-Telegram.com
Terrell	The Terrell Tribune	www.terrelltribune.com
Texarkana	Texarkana Gazette	www.texarkanagazette.com
Tomball	Tomball Magnolia Tribune	www.tribunenews.com
Tyler	Tyler Morning Telegraph	www.tylerpaper.com
Three Rivers	The Progress	www.the-progress.com
Uvalde	Uvalde Leader News	www.uvaldeleadernews.com
Van Horn	Van Horn Advocate	www.vanhornadvocate.com
Victoria	The Advocate	www.thevictoriaadvocate.com
Waco	Waco Tribune-Herald	www.wacotrib.com
Waxahachie	Waxahachie Daily Light	www.thedailylight.com
Weatherford	Weatherford Democrat	www.weatherforddemocrat.com
Webster	The Citizen	www.zwire.com
Wharton	The Journal-Spectator	www.journal-spectator.com
Wichita Falls	Times Record News	www.timesrecordnews.com
Wills Point	Wills Point	www.vanzandtnews.com

APPENDIX G
CONSENT FORM

Each participant in Phase III of this research signed the following consent form prior to his/her participation in this study. This consent form, approved by the University of North Texas Institutional Review Board, informed the interview participants for this study of the purpose of the study, the timeframe of the study, the procedures to be used, any foreseeable risks, possible benefits of participation, procedures for maintaining confidentiality, and information regarding the research subject's rights.

University of North Texas
Institutional Review Board
Research Consent Form

Subject name:

Subject's agency:

Title of study: Knowledge management in Times of Change

Principal investigator: Heather Hall, M.L.I.S.

Before agreeing to participate in this research study, it is important that you read and understand the following explanation of the proposed procedures. It describes the procedures, benefits, risks, and risks of the study. It is your right to withdraw from the study at any time. It is important for you to understand that no guarantees or assurances can be made as to the results of the study.

Start date of study: 09/20/2005

End date of study: 09/30/2005

Description & purpose of the study:

Knowledge management is becoming increasingly important in the public sector. This study proposes a look at the importance and challenges of knowledge management in times of great change using HB 2292 as the backdrop. In September 2004, the Texas House Bill 2292 (HB 2292) implemented unparalleled consolidation of the Health and Human Services agencies as mandated by the 78th Legislature. The purpose of this study is to understand the effects of the HHSC consolidation, as mandated in the implementation of HB 2292, on knowledge management. The goal is to understand the impacts on both knowledge workers and knowledge documents.

Procedures to be used:

You have been identified as a Subject Matter Expert regarding the transfer of knowledge from one of the legacy HHS agencies or one of the newly formed HHS agencies under HB 2292. If you decide to participate, I will need to spend about 30 minutes with you either in person or via telephone regarding your knowledge of the

knowledge management activities during this exciting time of transition. You may decline to answer any of the questions asked during this research. Your participation is voluntary, however, your participation is extremely valued.

Description of the foreseeable risks:

There are no foreseeable risks associated with being involved in this research.

Benefits to the subjects or others:

The content of your responses, together with others, will be combined and used to better understand the impact on knowledge management during the HB 2292 transition phase on knowledge workers and knowledge documents.

Procedures for maintaining confidentiality of research records:

The answers you provide will be kept confidential to the extent permitted by law. Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission. Prior to any information being collected, you will be asked to choose an alias to be used to represent yourself in the study. This alias will afford you complete confidentiality in the study.

Review for the protection of participants

This research study has been reviewed and approved by the UNT Institutional Review Board (IRB). Contact the UNT IRB at (940) 565-3940 or sbourns@unt.edu with any questions regarding your rights as a research subject.

Research subject's rights

I have read or have had read to me all of the above.

I has explained the study to me and answered all of my questions. I have been told the risks and/or discomforts as well as the possible benefits of the study.

I understand that I do not have to take part in this study and my refusal to participate or my decision to withdraw will involve no penalty or loss of rights or benefits. The study personnel may choose to stop my participation at any time.

In case problems or questions arise, you may contact the principal investigator, Heather Hall, UNT Ph.D. candidate at xxx-xxx-xxxx or the faculty sponsor, Dr. Samantha Hastings, Interim Dean UNT School of Library and Information Science at 940-565-3548.

I understand my rights as research subject and I voluntarily consent to participate in this study. I understand what the study is about, how the study will be conducted, and why it is being performed. I have been told I will receive a signed copy of this consent form.

Signature of Subject

Date

For the investigator:

I certify that I have reviewed the contents of this form with the subject signing above. I have provided information to the subject regarding the study. It is my opinion that the subject understood the explanation.

Signature of Principal Investigator

Date

APPENDIX H
EMAIL FOR PARTICIPANT SOLICITATION

I sent out the following email soliciting participation from the identified potential participants in the research study.

-----Original Message-----

From: Hall,Heather L

Subject: Request for your participation in research study on Knowledge Management during times of change

My name is Heather Hall and I am a DADS employee. I was a former DHS employee and, like you, had the opportunity to be a part of the unparalleled consolidation of the Health and Human Services agencies as mandated by the 78th Legislature and HB 2292.

I am also a student working on the last phase of my dissertation and am very interested in knowledge management in the public sector. My study proposes a look at the importance and challenges of knowledge management in times of great change using HB 2292 as the backdrop. The purpose of this study is to understand the effects of the consolidation on knowledge management and to understand the impacts on both knowledge workers and knowledge documents.

Because of your participation and leadership in the DADS Day One Workgroups, you have been identified as an ideal candidate to participate in this research. While your participation is voluntary, it is extremely valued. If possible, could you spare about a half hour sometime this week to answer a few questions? If you are able to participate please:

- 1) electronically sign and date the attached a consent form that explains your rights as a research participant,
- 2) send me an email with the following information:
 - a. the signed consent form attached,
 - b. your legacy agency and agency you were mapped to on 9/1,
 - c. years of state service,
 - d. since your identity and answers will be protected, the alias you would like to use as part of the study, and
 - e. several time slots that will work for your schedule.

Please let me know if you have any questions and I thank you in advance for your consideration.

Sincerely,

Heather

Heather L. Hall, M.L.I.S., PMP
Department of Aging and Disability Services
Accounting Systems Unit Manager
E-411, Phone: (xxx) xxx-xxxx

APPENDIX I

CODEBOOK FOR INTERVIEWS RELATED TO HB 2292

Methodology dictates that when using human coding, the creation of the coding form and codebook “with all variable measures *fully explained*” (Neuendorf, 2002, p. 50) are required prior to the research. Appendix I contains the codebook used for this research with fully explained measures. Appendix J contains the coding form that was used for this research. Both were developed prior to the coding research. .

Codebook for House Bill 2292: Impact on Knowledge Workers and Knowledge Documents

Purpose: Knowledge management is becoming increasingly important in the public sector. This study proposes a look at the importance and challenges of knowledge management in times of great change using HB 2292 as the backdrop. In September 2004, the Texas House Bill 2292 (HB 2292) implemented unparalleled consolidation of the Health and Human Services agencies as mandated by the 78th Legislature. The purpose of this study is to understand the effects of the HHSC consolidation, as mandated in the implementation of HB 2292, on knowledge management. The goal is to understand the impacts on both knowledge workers and knowledge documents.

You will be coding using photocopies of notes transcribed from interviews with 11 interviewees. The researcher will provide you the notes along with the Coding Forms. You will need to complete a Coding Form for each set of notes.

There are 11 sets of interview notes to code. The responses can be as short as a single word or many sentences. The average coding time per set of notes is 20-30 minutes and should get faster with practice. Conceptually, this research is focused on the individual response to the question posed to the interviewee. Therefore, we will be coding the articles at the "question level", meaning that when coding you should only look at the response to that question rather than a holistic approach.

Unit of Data Collection: Question level.

Interviewee ID: Fill in the interviewee ID. This is an alias chosen by the participant or, if they did not choose one, one was assigned to them by I.

Coder ID: Indicate the number of the coder who coded that sheet. These numbers are listed on the Coder ID list.

1. Employees viewed as knowledge workers? Indicate whether the interview response indicates whether or not employees were viewed as knowledge workers.

11. Yes.
12. No.
13. Unable to determine.

2. Knowledge documents managed? Indicate whether the interview response indicates how knowledge documents are managed-electronically, paper format, etc.

6. Managed in paper format only.
7. Managed in electronic format only.
8. Managed in paper and electronic format.

9. Neither paper nor electronic format.
10. Unable to determine.

3. Knowledge documents archived? Indicate whether the interview response indicates whether or not knowledge documents are archived.

1. Yes.
2. No.
3. Unable to determine.

4. Archived knowledge documents accessed? Indicate whether the interview response indicates how archived knowledge documents are accessed. By the primary user/owner of the document would indicate that the person needing the document would access the document themselves either via servers, public folders, web sites, file cabinets, etc. As opposed to some may stored centrally or off-site requiring someone else to retrieve the document for the primary user. Not at all indicates that the files are inaccessible or there are no archives.

1. By the primary user/owner of the document.
2. By someone else on behalf of the user.
3. Not at all.
4. Unable to determine.

5. Knowledge documents transferred with staff? Indicate whether the interview response indicates if knowledge documents transferred with knowledge workers-electronically, paper format, etc.

1. Yes, documents transferred in paper format only.
2. Yes, documents transferred in electronic format only.
3. Yes, documents transferred in both paper and electronic format.
4. No, documents did not transfer.
5. Unable to determine.

6. Efforts to retain and share knowledge prior to 2292? Indicate whether the interview response indicates if the following were utilized to assist in retaining and sharing knowledge.

a. Workgroups.

6. Yes.
7. No.
8. Unable to determine.

b. Documentation.

1. Yes.
2. No.
3. Unable to determine.

c. Training.

1. Yes.

2. No.
3. Unable to determine.

7. Efforts to retain and share knowledge of staff transferring to another HHS agency? Indicate whether the interview response indicates if the following were utilized to assist in retaining and sharing knowledge for staff transferring to another HHS agency.

- a. Workgroups (including communication and technology to support the workgroups).
 1. Yes.
 2. No.
 3. Unable to determine.

- b. Documentation.
 1. Yes.
 2. No.
 3. Unable to determine.

- c. Training.
 1. Yes.
 2. No.
 3. Unable to determine.

8. Did SMEs transfer to another HHS agency? Indicate whether the interview response indicates if, from an agency-perspective, SMEs transferred to another HHS agency (or agencies).

1. Yes.
2. No.
3. Unable to determine.

9. Reliance on SMEs even if they transferred to another HHS agency? Indicate whether the interview response indicates if there is a reliance on SMEs even if they transferred to another HHS agency (or agencies).

1. Yes.
2. No.
3. Unable to determine.

10. Was knowledge lost during transition? Indicate whether the interview response indicates if knowledge was lost during the transition.

1. Yes.
2. No.
3. Unable to determine.

11. Efforts to retain and share knowledge of staff leaving the HHS enterprise? Indicate whether the interview response indicates if the following were utilized to assist in retaining and sharing knowledge for staff transferring to another HHS agency.

- a. Workgroups.
 - 1. Yes.
 - 2. No.
 - 3. Unable to determine.

- b. Documentation.
 - 1. Yes.
 - 2. No.
 - 3. Unable to determine.

- c. Training.
 - 1. Yes.
 - 2. No.
 - 3. Unable to determine.

12. What additional efforts could have been done to retain and share knowledge? Indicate whether the interview response indicates if the following as additional efforts that could have been done to retain and share knowledge.

- a. Better communication including getting input from all levels of staff and sending early/accurate information on the moves.

- 1. Yes.
- 2. No.
- 3. Unable to determine.

- b. Take more time including implementing in a phased, pieced or staggered approach.

- 1. Yes.
- 2. No.
- 3. Unable to determine.

- c. Reduce number of changes at once including accurate impact analysis.

- 1. Yes.
- 2. No.
- 3. Unable to determine.

- d. Avoid spreading SMEs/knowledge workers too thin.

- 1. Yes.
- 2. No.
- 3. Unable to determine.

- e. Better documentation/Keep documentation/Pay more attention to knowledge transfer.

- 1. Yes.
- 2. No.
- 3. Unable to determine.

f. Try harder to retain employees including implementing a job hiring freeze to prevent changing agencies.

1. Yes.
2. No.
3. Unable to determine.

g. Nothing.

1. Yes.
2. No.
3. Unable to determine.

13. Role of knowledge workers in consolidation? Indicate whether the interview response indicates the extent of the role of knowledge workers in the consolidation. "Major role" means key, integral, tremendous, active, or important role whereas "minor role" means little role or some role but not important.

6. Major role.
7. Minor role.
8. No role.
9. Unable to determine.

14. Does your agency have a chief knowledge officer? Indicate whether the interview response indicates the agency has a chief knowledge officer.

1. Yes.
2. No.
3. Unable to determine.

15. Where does KM report in the agency? Indicate whether the interview response indicates the extent of the role of knowledge workers in the consolidation. "Major role" means key, integral, tremendous, active, or important role whereas "minor role" means little role or some role but not important.

1. Within the individual departments (including supervisors).
2. Executive Staff (CEO, COO, etc.).
3. Specialized groups that provide reports for program areas (i.e.: Quality Management, IT, etc.).
4. Public Information Office/Government Relations.
5. Unable to determine.

16. Was morale/effectiveness maintained and critical knowledge/skills retained? Indicate whether the interview response indicates whether morale/effectiveness was maintained and critical knowledge/skills retained.

1. Yes.
2. No.
3. Both, Yes and No (answers may include examples of both).
4. Unable to determine.

17. Was staff turnover and morale addressed? Indicate whether the interview response indicates whether staff turnover and morale addressed.

1. Yes.
2. No.
3. Unable to determine.

18. Lessons learned related to knowledge management in times of change? Indicate whether the interview response indicates the following lessons learned.

a. Take more time/start sooner.

1. Yes.
2. No.
3. Unable to determine.

b. Better communication (including bringing legacy agencies together, consulting with SMEs, etc.).

1. Yes.
2. No.
3. Unable to determine.

c. Better planning (including involving knowledge workers in major decisions).

1. Yes.
2. No.
3. Unable to determine.

d. Conduct post-implementation workgroups too.

1. Yes.
2. No.
3. Unable to determine.

e. Should have a more systematic approach to knowledge transfer.

1. Yes.
2. No.
3. Unable to determine.

APPENDIX J

CODE FORM FOR INTERVIEWS RELATED TO HB 2292

Methodology dictates that when using human coding, the creation of the coding form and codebook “with all variable measures *fully explained*” (Neuendorf, 2002, p. 50) are required prior to the research. Appendix I contains the codebook used for this research with fully explained measures. Appendix J contains the coding form that was used for this research. Both were developed prior to the coding research.

Coding Form

HB 2292: Impact on Knowledge Workers and Knowledge Documents

Interviewee ID _____
 Coder ID _____
 Legacy Agency _____
 New Agency _____
 Years of State Service _____
 Answering from perspective of Agency _____
 Coder ID _____

<u>ID</u>	<u>Topic</u>	<u>Code</u>
1	Employees viewed as knowledge workers?	
2	Knowledge documents managed?	
3	Knowledge documents archived?	
4	Archived knowledge documents accessed?	
5	Knowledge documents transferred with staff?	
6	Efforts to retain and share knowledge prior to 2292?	
7	Efforts to retain and share knowledge of staff transferring to another HHS agency?	
8	Did SMEs transfer to another HHS agency?	
9	Reliance on SMEs even if they transferred to another HHS agency?	
10	Was knowledge lost during transition?	
11	Efforts to retain and share knowledge of staff leaving the HHS enterprise?	
12	What additional efforts could have been done to retain and share knowledge?	
13	Role of knowledge workers in consolidation?	

14	Does your agency have a chief knowledge officer?	
----	--	--

15	Where does KM report in the agency?	
----	-------------------------------------	--

16	Was morale/effectiveness maintained and critical knowledge/skills retained?	
----	---	--

17	Was staff turnover and morale addressed?	
----	--	--

18	Lessons learned related to knowledge management in times of change?	
----	---	--

APPENDIX K
CODING DATA NEWSPAPERS

Below is the raw data as coded in Phase I of this research.

Coder	Unit	<u>Category</u>												
		1	2	3	4	5	6	7	8	9	11	12	13	
1	1	3	4	4	5	5	5	4	3	3	5	2	3	
2	1	3	4	4	5	5	5	4	3	5	4	2	2	
1	2	3	2	2	4	5	3	4	4	4	4	4	4	
2	2	3	2	2	4	4	3	4	4	4	4	4	4	
1	3	3	2	4	2	4	2	4	4	4	4	4	3	
2	3	3	2	4	2	4	2	4	4	4	4	4	3	
1	4	3	2	5	2	5	2	5	3	3	4	4	3	
2	4	3	2	4	2	4	2	4	3	5	4	4	3	
1	5	3	4	4	5	5	5	4	3	3	5	2	3	
2	5	3	4	4	5	5	5	4	3	5	4	2	2	
1	6	2	2	3	3	3	3	3	2	2	4	2	2	
2	6	2	3	3	3	3	3	3	2	2	4	4	2	
1	7	3	3	4	5	3	4	4	3	2	5	5	3	
2	7	3	5	4	5	3	4	4	3	2	4	4	5	
1	8	3	4	4	4	3	4	4	3	5	4	3	3	
2	8	3	4	4	4	3	4	4	3	4	4	5	3	
1	9	3	3	3	4	4	3	4	3	3	4	3	2	
2	9	3	3	3	4	4	3	4	3	5	4	5	2	
1	10	5	4	4	4	4	5	5	5	4	4	4	4	
2	10	5	4	4	4	4	5	5	5	4	4	4	4	
1	11	3	3	4	4	4	5	5	5	4	4	4	5	
2	11	3	3	4	4	4	5	4	4	4	4	4	5	
1	12	2	2	5	4	4	4	5	2	2	2	2	2	
2	12	2	2	5	4	4	4	5	2	2	2	2	2	
1	13	3	4	4	4	4	4	4	5	5	4	4	4	
2	13	3	4	4	4	4	4	4	5	5	4	4	4	
1	14	3	3	3	4	4	4	4	5	4	4	4	4	
2	14	3	3	3	4	4	4	4	5	4	4	4	4	
1	15	2	2	2	2	2	2	5	2	2	2	2	2	
2	15	2	2	2	2	2	2	4	2	2	2	2	2	
1	16	2	2	5	4	4	4	5	2	2	2	2	2	
2	16	2	2	4	4	4	4	5	2	2	2	2	2	
1	17	2	2	4	4	4	2	2	4	4	5	5	5	
2	17	2	2	4	4	4	2	2	4	4	4	4	4	
1	18	2	2	4	4	4	2	2	4	4	5	5	5	
2	18	2	2	4	4	4	2	2	4	4	4	4	4	
1	19	2	2	2	4	4	4	4	4	4	4	2	4	

2	19	2	2	2	4	4	4	4	4	4	4	4	4
1	20	2	4	4	4	4	4	2	2	4	4	2	4
2	20	2	4	4	4	4	4	2	5	4	4	2	4
1	21	3	3	4	4	5	3	4	4	4	4	5	5
2	21	3	3	4	4	3	3	4	4	4	4	4	4
1	22	3	4	4	4	4	4	2	2	4	2	3	4
2	22	3	4	4	4	4	4	2	2	4	2	3	4
1	23	4	2	4	4	4	4	4	4	4	4	4	4
2	23	4	2	4	4	4	4	4	4	4	4	4	4
1	24	5	4	4	4	4	4	4	5	4	4	4	4
2	24	5	4	4	4	4	4	4	5	4	4	4	4
1	25	2	5	5	5	5	5	4	3	3	2	4	4
2	25	5	5	5	5	5	5	5	5	2	2	4	4
1	26	1	4	4	4	4	4	4	4	4	4	4	4
2	26	1	4	4	4	4	4	4	4	4	4	4	4
1	27	1	4	4	4	4	4	4	1	4	4	4	4
2	27	1	4	4	4	4	4	4	1	4	4	4	4
1	28	3	4	4	4	4	4	4	3	4	4	5	5
2	28	1	4	4	4	4	4	4	5	4	4	5	4
1	29	3	4	4	4	4	4	3	3	3	3	3	4
2	29	3	4	4	4	4	4	4	3	2	3	5	4
1	30	3	3	4	4	4	4	4	3	3	3	3	4
2	30	3	4	4	4	4	4	4	3	5	3	4	4
1	31	3	4	4	1	4	4	4	1	3	3	4	4
2	31	3	4	4	4	4	4	4	5	2	3	4	4
1	32	3	4	4	4	4	4	4	3	3	3	4	4
2	32	1	4	4	4	4	4	4	3	3	3	4	4
1	33	3	5	4	5	5	5	4	3	5	3	3	4
2	33	3	5	4	5	5	5	4	5	5	3	4	4
1	34	3	4	4	4	4	4	4	3	3	3	3	4
2	34	1	4	4	4	4	4	4	3	3	1	4	4
1	35	3	3	4	3	3	4	4	3	3	3	3	4
2	35	3	2	4	2	5	5	4	3	3	3	3	4
1	36	2	4	4	4	4	4	4	2	2	2	4	4
2	36	3	4	4	4	4	4	4	4	5	3	4	4
1	37	4	4	4	4	4	4	4	4	2	3	2	4
2	37	4	4	4	4	4	4	4	4	2	3	4	4
1	38	2	4	4	4	4	4	4	4	3	3	4	4
2	38	3	4	4	4	4	4	4	4	2	3	4	4
1	39	2	4	4	4	4	4	4	5	2	2	2	4
2	39	3	4	4	4	4	4	4	5	2	3	4	4
1	40	1	4	4	4	4	3	4	1	4	4	1	4
2	40	1	4	4	4	4	3	4	1	4	4	1	4

1	41	3	3	4	4	3	3	2	3	3	4	3	3
2	41	3	3	4	4	3	2	2	3	2	4	2	3
1	42	3	4	4	4	4	4	4	3	3	3	4	4
2	42	1	4	4	4	4	4	4	3	3	3	4	4
1	43	3	4	4	4	4	4	4	3	3	3	3	4
2	43	1	4	4	4	4	4	4	3	2	3	4	4
1	44	4	4	4	4	4	4	4	2	2	2	4	4
2	44	4	4	4	4	4	4	4	4	2	2	4	4
1	45	3	4	4	4	4	4	4	1	2	1	1	4
2	45	3	4	4	4	4	4	4	4	2	1	4	4
1	46	2	2	4	2	2	2	4	2	3	3	5	4
2	46	4	2	4	2	2	2	4	2	5	2	5	4
1	47	3	4	4	4	4	4	4	2	2	2	2	4
2	47	3	4	4	4	4	4	4	4	2	2	4	4
1	48	4	4	4	4	4	4	4	5	4	2	2	4
2	48	4	4	4	4	4	4	4	5	4	2	4	4
1	49	3	2	4	4	4	4	4	2	2	2	4	4
2	49	3	2	4	4	4	2	4	2	4	2	4	4
1	50	4	3	4	4	4	4	4	4	4	4	4	4
2	50	4	4	4	4	4	4	4	4	4	4	4	4
1	51	2	4	4	4	4	4	4	2	2	3	4	4
2	51	3	4	4	4	4	4	4	4	3	3	4	4
1	52	2	3	4	3	4	4	4	3	3	3	3	4
2	52	2	4	4	4	4	4	4	3	3	3	4	4
1	53	3	4	4	4	4	4	4	2	2	2	2	4
2	53	3	4	4	4	4	4	4	4	2	3	4	4
1	54	3	4	4	4	4	4	4	3	3	3	4	3
2	54	3	4	4	4	4	4	4	4	3	3	4	3
1	55	3	2	4	2	2	2	4	2	2	3	4	4
2	55	3	5	4	5	5	4	4	2	2	3	4	4
1	56	2	3	4	3	4	4	4	3	3	3	3	4
2	56	2	4	4	4	4	4	4	3	3	3	4	4
1	57	2	2	2	2	2	2	4	2	2	2	4	4
2	57	3	2	2	2	2	2	4	4	2	3	4	4
1	58	3	2	4	4	4	4	4	2	2	2	4	4
2	58	3	2	4	4	4	2	4	2	4	2	4	4
1	59	2	4	4	4	4	4	4	2	2	2	4	4
2	59	2	2	4	2	4	4	4	4	2	2	4	4
1	60	2	2	2	4	4	4	4	2	2	2	2	4
2	60	2	2	2	4	4	2	4	5	2	2	2	4
1	61	2	2	4	2	4	4	4	4	2	3	4	4
2	61	5	5	4	5	4	4	4	4	2	3	4	4
1	62	3	4	4	4	4	4	4	2	2	2	2	4

2	62	3	4	4	4	4	4	4	5	2	3	2	4
1	63	2	3	4	3	4	4	4	3	3	3	3	4
2	63	2	4	4	4	4	4	4	3	3	3	4	4
1	64	2	2	4	2	2	2	4	2	2	2	2	5
2	64	2	2	4	2	2	2	4	2	2	2	2	5
1	65	2	4	4	4	4	4	4	2	2	2	4	4
2	65	2	4	4	4	4	4	4	2	2	2	4	4
1	66	3	4	4	4	4	4	4	2	4	3	2	4
2	66	3	4	4	4	4	4	4	2	4	3	2	4
1	67	2	2	4	2	4	2	4	5	2	2	2	4
2	67	2	2	4	5	4	2	4	4	2	2	2	4
1	68	2	4	4	4	4	4	4	4	3	3	4	4
2	68	2	4	4	4	4	4	4	4	3	3	4	4
1	69	3	4	4	4	4	3	4	3	3	3	4	4
2	69	3	4	4	4	4	3	4	3	3	3	4	4
1	70	3	4	4	4	4	4	4	3	3	2	2	4
2	70	3	5	4	5	5	4	4	3	3	2	2	4
1	71	5	4	4	4	4	4	4	4	4	3	4	4
2	71	5	4	4	4	4	4	4	4	4	5	4	4
1	72	3	4	4	4	4	3	4	3	3	3	4	4
2	72	3	4	4	4	4	3	4	3	3	3	4	4
1	73	1	4	4	4	4	4	4	3	3	3	3	3
2	73	3	4	4	4	4	4	4	3	3	3	3	4
1	74	2	4	4	4	4	4	4	3	2	2	2	4
2	74	3	4	4	4	4	4	4	3	2	2	2	4
1	75	2	4	4	4	4	4	2	2	2	2	2	4
2	75	2	4	4	4	4	4	2	2	2	2	2	4
1	76	3	2	4	4	4	2	4	2	2	2	4	4
2	76	3	2	4	4	4	2	4	5	2	2	5	4
1	77	3	3	4	3	3	2	4	3	3	3	3	4
2	77	3	2	4	3	3	2	4	3	3	3	3	4
1	78	1	4	4	4	4	1	4	4	4	4	4	4
2	78	1	4	4	4	4	5	4	4	4	4	4	4
1	79	3	4	4	4	4	3	4	3	2	4	4	4
2	79	3	4	4	4	4	3	4	4	5	4	4	4
1	80	3	4	4	4	4	4	4	3	3	4	4	4
2	80	3	4	4	4	4	4	4	5	3	4	4	4
1	81	3	4	4	4	4	4	4	5	3	3	2	4
2	81	3	4	4	4	4	4	4	4	3	5	2	4
1	82	1	4	4	4	4	4	4	3	2	2	2	4
2	82	1	4	4	4	4	4	4	3	2	2	2	4
1	83	3	4	4	4	4	4	4	4	4	4	4	4
2	83	3	4	4	4	4	4	4	4	4	4	4	4

1	84	2	2	2	2	2	4	4	2	2	2	2	4
2	84	2	2	2	2	2	4	4	4	2	2	2	4
1	85	2	2	2	2	2	4	2	2	2	2	2	4
2	85	3	2	2	2	2	2	2	2	2	2	2	4
1	86	3	4	4	4	4	4	4	3	3	3	3	2
2	86	3	4	4	4	4	4	4	3	3	3	3	4
1	87	1	4	4	4	4	4	4	3	2	2	2	4
2	87	3	4	4	4	4	4	4	3	2	2	2	4
1	88	4	4	4	4	4	4	4	4	4	4	4	4
2	88	4	4	4	4	4	4	4	4	4	4	4	4
1	89	3	4	4	4	4	4	2	4	2	1	5	4
2	89	3	4	4	4	4	4	2	4	2	3	4	4
1	90	4	4	4	4	4	4	5	3	3	4	4	4
2	90	4	4	4	4	4	4	5	5	5	4	4	4
1	91	1	4	4	4	2	2	4	3	3	3	3	3
2	91	1	4	4	4	5	5	4	5	5	3	3	5
1	92	4	2	4	4	4	4	4	4	4	4	4	4
2	92	4	2	4	4	4	4	4	4	4	4	4	4
1	93	2	4	4	4	4	4	4	2	4	2	2	4
2	93	2	4	4	4	4	4	4	2	4	2	2	4
1	94	2	4	4	4	4	4	4	4	2	4	2	4
2	94	3	4	4	4	4	4	4	4	2	4	2	4
1	95	2	4	4	4	4	4	4	4	4	4	2	4
2	95	2	4	4	4	4	4	4	4	4	4	2	4
1	96	2	2	4	4	4	2	2	1	4	4	4	4
2	96	2	2	4	4	4	2	2	1	4	4	4	4
1	97	2	2	4	4	4	2	2	1	4	5	4	4
2	97	3	2	4	4	4	2	2	1	4	4	4	4
1	98	4	4	4	4	4	4	4	5	2	2	2	4
2	98	4	4	4	4	4	4	4	2	2	2	2	4
1	99	1	4	4	4	4	4	4	4	2	3	3	4
2	99	3	4	4	4	4	4	4	4	2	3	3	4
1	100	2	2	2	2	2	4	4	2	2	4	5	4
2	100	2	2	2	2	2	4	4	2	2	5	5	4

APPENDIX L
CODING DATA INTERVIEWS

Below is the raw data as coded in Phase III of this research.

Coder	Unit	1	2	3	4	5	6a	6b	6c	7a	7b	7c	8	9	10	11a	11b	11c	11d
1	1	1	3	1	1	3	1	1	1	1	3	3	1	1	1	2	2	2	2
2	1	1	3	1	1	3	1	1	1	1	2	2	1	1	1	2	2	2	2
1	2	1	3	1	2	3	1	1	1	1	1	1	2	3	2	3	3	3	3
2	2	1	3	1	2	3	1	1	1	1	1	1	2	3	2	2	2	2	2
1	3	1	5	2	1	3	1	3	3	1	2	2	1	1	1	2	2	2	2
2	3	1	5	2	1	3	1	2	2	1	2	2	1	1	1	2	2	2	2
1	4	1	3	1	4	3	1	1	3	2	2	2	1	1	2	3	3	3	3
2	4	1	3	1	3	3	1	1	2	2	2	2	1	1	2	2	2	2	2
1	5	1	3	1	1	3	1	1	3	1	1	3	1	1	1	1	1	3	3
2	5	1	3	1	1	3	1	1	2	1	1	2	1	1	1	1	1	2	2
1	6	1	3	1	4	3	1	2	2	1	2	2	1	1	1	3	3	1	3
2	6	1	3	1	4	3	1	2	2	1	2	2	1	1	1	2	2	1	2
1	7	1	4	2	4	5	1	2	2	1	2	2	1	2	1	2	2	2	2
2	7	1	4	2	4	5	1	2	2	1	2	2	1	2	1	2	2	2	2
1	8	1	3	1	1	3	2	2	2	2	2	2	1	2	1	2	2	2	2
2	8	1	3	1	1	3	2	2	2	2	2	2	1	2	1	2	2	2	2
1	9	1	3	1	2	3	1	1	3	1	1	3	1	1	1	1	1	1	1
2	9	1	3	1	2	3	1	1	2	1	1	2	1	1	1	1	1	1	1
1	10	1	3	3	4	3	1	1	3	1	2	2	1	1	1	2	2	2	2
2	10	1	3	3	4	3	1	1	2	1	2	2	1	1	1	2	2	2	2
1	11	1	3	1	1	3	1	1	3	1	2	2	1	1	2	1	1	3	2
2	11	1	3	1	1	3	1	1	2	1	2	2	1	1	2	1	1	2	2

Coder	Unit	12a	12b	12c	12d	12e	12f	12g	13	14	15	16	17	18a	18b	18c	18d	18e
1	1	1	1	1	1	1	1	2	1	1	1	2	2	1	1	1	2	2
2	1	1	1	1	1	1	1	2	1	1	1	2	2	1	1	1	2	2
1	2	2	2	2	2	2	2	1	1	2	2	1	1	2	2	2	1	2
2	2	2	2	2	2	2	2	1	1	2	2	1	1	2	2	2	1	2
1	3	1	2	2	2	1	2	2	2	2	1	2	2	2	2	2	2	1
2	3	1	2	2	2	1	2	2	2	2	1	2	2	2	2	2	2	1
1	4	2	2	2	2	2	2	1	1	2	4	2	1	2	2	2	1	2
2	4	2	2	2	2	2	2	1	1	2	4	2	1	2	2	2	1	2
1	5	2	1	1	2	2	2	2	1	2	2	3	1	1	1	2	2	2
2	5	2	1	1	2	2	2	2	1	2	2	3	1	1	1	2	2	2
1	6	1	1	2	2	1	2	2	4	2	3	2	2	1	1	1	2	2
2	6	1	1	2	2	1	2	2	4	2	3	2	2	1	1	1	2	2
1	7	1	2	2	2	2	2	2	1	2	1	3	2	1	1	1	2	1
2	7	1	2	2	2	2	2	2	1	2	1	3	2	1	1	2	2	1
1	8	2	2	2	1	1	1	2	1	3	4	2	3	2	2	1	2	2
2	8	2	2	2	1	1	1	2	1	3	5	2	3	2	2	1	2	2
1	9	1	2	2	2	2	1	2	1	2	5	2	2	2	1	1	2	2
2	9	1	2	2	2	2	1	2	1	2	5	2	2	2	1	1	2	2
1	10	3	1	1	2	2	1	2	1	2	3	2	2	1	1	2	2	2
2	10	2	1	2	2	2	1	2	1	2	3	2	2	1	1	2	2	2
1	11	2	2	2	2	2	2	1	1	2	2	1	1	1	1	1	2	2
2	11	2	2	2	2	2	2	1	1	2	2	1	1	1	1	1	2	2

APPENDIX M
INTERVIEWEE RESPONSES

What follows in Appendix M are the notes taken during the interviews. All respondents either chose an alias or had one assigned to them by I.

Interview Respondent – Carol

Carol was a legacy MHMR employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Carol has over 10 years of state service. Listed below are the research questions and the answers Carol provided from the perspective of the legacy agency, MHMR.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

We had both electronic and paper documents but mostly electronic. These were managed on the public folders of the servers

3. Were knowledge documents for your agency archived prior to consolidation?

Yes, electronically through the MHMR Web and public folders. Several sets of these documents were also copied on disks too. Some of these disks are stored onsite and some offsite.

4. If so, how are the archived documents now accessed?

These documents are accessed electronically through the MHMR Web and public folders. The disks are stored onsite and offsite just in case they are needed.

5. For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.

Yes, in hard copy and electronic format. Remember the knowledge from our legacy agency was split between two, really three, agencies. The SME for that function kept the documents.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

There were lots of workgroups with the new agencies and internal MHMR workgroups as well. We created a lot of documentation and cross-trained our staff on functions which were all done in an attempt to share and retain knowledge and make sure that knowledge went where it was supposed to go. We tried to ensure that those mapped to the different agencies knew what they needed to learn.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to another HHS agency during the HB 2292 implementation?

In addition to the workgroups, we made sure that we had the technology to communicate with each other. We needed both the people and the technology to understand what was going where, when and why and to be able to share the knowledge. Increased communication was needed during the transition, especially with the schools.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes and still do to this day.

10. Do you believe knowledge was lost during the transition?

Yes. Knowledge was lost because certain things were not perceived as being important during the transition. Some of the agencies were not familiar with our business so they were ready to dismiss the legacy knowledge in favor of the new functions. Better communication would have helped. We could have done a better job by getting the facilities more involved. All of our people were not in one place in the new agency. We were spread out and spilt up and the feeling of team was lost. Plus, we lost key staff, including upper management, to other agencies.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

We were losing people so fast that we really did not have enough time or resources to fully transfer knowledge with these staff. We lost key knowledge holders during the transition and did not capture that knowledge. Many key

resources just got fed up with the uncertainty and just left and their knowledge left with them.

12. What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?

You can always do things better. We had way too many changes in one year. We had to learn new functions, new people, new systems, etc. all at the same time. A phased approach would have been better. Had we been given more time, we could have had better documentation, better communication, and better systems. We depended too much on the legacy agency central office. We should have pulled in the schools and hospitals more to participate in the workgroups. Many SMEs were SMEs for multiple areas and those people were spread way too thin. We should have relied more on the schools and their knowledge. We should have tried to retain our staff.

13. What role did knowledge workers play in consolidation within your agency?

The professionals and management were the primary staff involved in the consolidation planning. The actual workers at the schools and hospitals were not involved in the planning.

14. Did your agency have a chief knowledge officer or equivalent?

Yes, we had a key staff member in our department responsible for knowledge.

15. Where did knowledge management report within your agency?

Within each department.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. They made a good effort, but it was not achieved primarily due to a feeling of separation by our staff. A lot of our employees had been MHMR employees for a long time. The split of the schools and hospitals in and of itself caused morale issues. I don't know what could have been done differently that would have made it better, but morale at our legacy agency was low during the transition.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of

information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency?

They tried to deal with staff turnover as best they could but people were so worried about losing their jobs that they were jumping ship left and right. With all of the uncertainty, they were looking elsewhere. Another thing that contributed to lowered morale is that we were not all going to the same place. We were being split up into pieces. Many of us had to move locations. We felt like we were being moved to another agency not really joining a new one since a lot of us moved to another legacy agency building. Plus, for so long, we had only been in the business of MHMR. Now, we felt like we were only a piece, not the central focus, of the new agency.

18. What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?

Timing is everything. There were things that could have been timed differently and better. No one made the effort to transfer the knowledge until about 6 months before the transition. We all knew when the legislation passed and we could have started as soon as it was legislatively mandated. I think DADS did a good job bringing everyone together. They had representation from all legacy agencies. Staff from HHSC and DSHS were envious at times of the fact that we, at DADS, knew where we were going and knew what we would be doing and were already meeting earlier in the process than they got to. This was due to good planning on the DADS side.

Interview Respondent – Legacy1

Legacy1 was a legacy TDOA employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Legacy1 has over 10 years of state service. Listed below are the research questions and the answers Legacy1 provided from the perspective of the legacy agency, TDOA.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Primarily electronic and some hard copies. Includes operating Rules, Regulations, Guidelines and Laws as well as the Work Plan and Business Plan for the year.

3. Were knowledge documents for your agency archived prior to consolidation?

Yes. These were archived on CD where possible and we retained the hard copies where archiving was not possible.

4. If so, how are the archived documents now accessed?

The electronically archived documents are stored at the State Library and Archives Commission. Within our new organizational structure, there is a group that performs oversight function related to knowledge of TDOA legacy programs and this group transferred to DADS intact (Center for Program Coordination). Paper records that needed to be transferred to a different organizational area during the transition were carried to the areas that were now charged with the function.

5. For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.

Yes. Hard copy and electronic.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

The Day One workgroups included strategically placed SMEs to ensure functions would be carried out correctly on Day One of the new organization. My area created notebooks for each area that included impacts of the Older American's Act, an Operation Plan, and what each organizational unit needed to know in order to meet the legal requirements. The notebook was provided to the managers and we also offered them a training/orientation.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to another HHS agency during the HB 2292 implementation?

Same answer as #6. No additional efforts for those staff.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

No. All legacy TDOA employees transferred to DADS.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

N/A. All legacy TDOA employees transferred to DADS.

10. Do you believe knowledge was lost during the transition?

No. But, it may be eventually as people leave or retire.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

N/A for TDOA.

12. What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?

We could not have done one more thing.

13. What role did knowledge workers play in consolidation within your agency?

They were an integral part of the DADS Day One workgroups. They ensured functional area requirements were met. They are tracking with quarterly reports

with the Operating Plan and to ensure we do not miss tasks. They carry with them their documents and brains which are critical to the agency.

14. Did your agency have a chief knowledge officer or equivalent?

No. Maybe the CEO.

15. Where did knowledge management report within your agency?

Not sure. Maybe the CEO.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

Yes, because of the processes being in place, for the most part, things were transitioned well. Although we all were mapped to DADS, we were mapped to different areas within DADS. There was a challenge of overcoming the lack of team concept because of being split organizationally. It can sometimes be difficult to communicate across functional areas. The synergy was lost and knowledge sharing suffered. Although, having the operating plan at the task level helped. It was rough.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency?

We worked hard to make sure individuals were ready to move to a larger agency. Mappings of functions and the new organizational structure were reviewed with staff. We modified some jobs and provided additional training for staff in preparation for the changes.

18. What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?

Although the Day One Workgroups were good, I recommend a post-Day One workgroup would have helped to go back and review the documents produced from the workgroups. We should be asking organizational areas to take a look at functions and assess appropriateness. Legacy agencies had a role to play and a back-checking of functions should be performed to reduce the possibility of orphaned functions. Additional reviews and monitoring recommended to ensure

nothing was lost. This would also help ensure the knowledge was firmly anchored.

Interview Respondent – Legacy2

Legacy2 was a legacy MHMR employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Legacy2 has over 15 years of state service. Listed below are the research questions and the answers Legacy2 provided from the perspective of the legacy agency, MHMR.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

During the Day One Workgroups, a document inventory was created. This included what reports are required federally and statutorily. No one asked us; however, about the documents we use day-to-day to do our jobs.

3. Were knowledge documents for your agency archived prior to consolidation?

No. Documents were boxed up and file cabinets were brought over. There was no systematic plan for archiving. Legacy MHMR presents its own issues in that access to the server for staff that have transferred is limited. Some, but not all, still have access to the MHMR servers. I had to make copies of things on my own and put them on disks to take them with me so they were not lost. I lost all of my archived emails (years of emails).

4. If so, how are the archived documents now accessed?

The same people that used them in the legacy agencies are now using them. Personally, I use the archived files on my disks. Some still have access to the legacy servers.

5. For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.

Yes. But for me, it is only because I brought my own paper and electronic files with me.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

Very little effort made in this area before the transition. If somebody knew something and we knew they were leaving, we would try to get with them so they could train us and transfer some of their knowledge. There was no systematic effort to get that knowledge transferred or documented.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to another HHS agency during the HB 2292 implementation?

Again, very little effort in the area other than the workgroups. For example, I worked in one area and found out that I was mapped to another in the new agency. There was no effort undertaken to document in advance of me leaving the knowledge that I had. People need the knowledge I have, but they did not either appreciate the knowledge I had or take the time to document the things I did, so, even today, people are still coming to me for help.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes. Some went to DADS and some went to DSHS.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes. Even now I contact legacy coworkers at other agencies and some call me.

10. Do you believe knowledge was lost during the transition?

Yes. For example, I was identified as a SME because someone wrote up a list of SMEs. There were a lot of things missing from that list of SMEs. For example, in our workgroups there were missing some staff knowledgeable enough to answer the many questions. By moving people around and not ensuring someone was there to replace them, we were bound to lose that knowledge.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

None.

12. What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?

If someone had met with me to discuss the transition of knowledge, the resources (documents, web sites, etc.) that I had, etc. it would have helped retain and share knowledge about my old job. I could have guided someone on the rules and statutes that they would have needed to know.

13. What role did knowledge workers play in consolidation within your agency?

Knowledge workers (other than management) had very little role in the consolidation. In my department, only upper management made decisions about the functions, where those functions were mapped and how those functions now fit in into the new agencies. We were provided a list of predetermined functions and we asked the workers how much time they spent on those functions. This was probably used to help determine mapping, but the list only had some functions on it and not all of their functions were listed along with some they did not do.

14. Did your agency have a chief knowledge officer or equivalent?

No. It would make good sense to have one.

15. Where did knowledge management report within your agency?

Not sure. I would say in the departmental chain of command. I would inform my manager of any new knowledge and they would know who to transition that to. They would send us new information.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. Attempts at increasing morale failed. When people hear "we cannot guarantee you a job" it is hard to keep up the morale. I think the focus on clients remained but knowledge transfer did not happen. Some people did not even want to meet to transfer knowledge because they were unsure of the future. Many people were scared and afraid and opted to leave state government. We lost some staff solely because of not knowing. Better communication could have prevented that.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency?

Answers on this website were the same as coming from management. People were not getting true or timely answers. People were looking to that to get reassurance and many got false hope. Most of the time, HHSC could not give people the answer because they did not know. But, they should have said that.

18. What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?

There needs to be a more systematic approach for knowledge transfer. Personally, I did not see it. The daily operations quickly took priority over transitioning knowledge. I remember seeing a copy of the knowledge transfer template, but I am not sure that we ever completed it. We tried to identify who knew what. That was important in this process.

Interview Respondent – Legacy3

Legacy3 was a legacy DHS employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Legacy3 has almost 20 years of state service. Listed below are the research questions and the answers Legacy3 provided from the perspective of the legacy agency, DHS.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Documents such as handbooks, requirements, rules, etc . were kept up-to-date online by the responsible areas and the Web group. Other documents, such as applications from providers, were kept in hard copy in file cabinets according to the retention schedule.

3. Were knowledge documents for your agency archived prior to consolidation?

Yes. We compiled and provided lists of documents, handbooks, reports (internal and external), forms, etc. before consolidation. All of the above we updated for DADS (new name, new logo, etc.). Legacy documents are kept onsite for 2 year and offsite for 5 years.

4. If so, how are the archived documents now accessed?

I don't have to access the archived documents.

5. For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.

Yes. Both hard copy and electronic documents came with us.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

Staff with knowledge logged what they did and who knew what on the Day One workgroup documentation templates. We think functions were mapped to the new agencies in part based on that. Some functions that were all in one group at the legacy agency were transitioned to multiple areas in the new agency.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to another HHS agency during the HB 2292 implementation?

None in my area.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

No, for my area. We were all mapped to the same area. Overall for the agency, yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes, in the sense that the legacy MHMR agency was mapped to DADS and DSHS. We used a lot of their knowledge and expertise and still do. We had a lot of meetings early on to document knowledge, create workflow diagrams, etc.

10. Do you believe knowledge was lost during the transition?

No, not at all. If anything, I feel we have all gained some knowledge in learning what the legacy agencies did and why. As I learned things, I shared that knowledge with my supervisor and my staff.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

When someone leaves that has been here for many years, there will definitely be some knowledge lost. However, in my area, I don't remember losing anyone during the transition.

12. What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?

None. From what I saw, they did a really good job. It was very organized, good outlines of what was needed, and well managed. August was our "Information Transition" month meaning that in August, just prior to the implementation, we shared a lot of the knowledge agency-wide that we had been collecting during

the prior months. We distributed phone lists, Frequently Asked Questions, Org Charts, etc. that would help everyone with the transition.

13. What role did knowledge workers play in consolidation within your agency?

Knowledge workers were participants in the workgroups that met for Day One functions. They contacted people to obtain knowledge, worked with SMEs from different areas and worked with staff from various agencies.

14. Did your agency have a chief knowledge officer or equivalent?

No, but, there is a group called Information Services that helps us. Additionally, we work with the Public Information Office in Government Relations at DADS.

15. Where did knowledge management report within your agency?

Probably the Public Information Office in Government Relations at DADS.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. We tried very hard to maintain morale, but it is human nature to resist change. I even went to some classes on Change Management and shared what I learned with my staff. Some can accept change immediately, other can in time, and then others are never able to accept change. I tried to help my staff at my level. The agency as a whole tried, but I am not sure how successful that was. We did have frequent updates on the transition on the Web and via email beginning in the summer before the transition.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency?

They tried to address it as best they could. It was encouraging that we could send it comments. They tried to keep people updated. Really people just wanted to know what was going on and to know that people weren't keeping things from us.

18. What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?

I think that leadership did a good job of trying to get their arms around what needed to happen and the skills needed. I got to see how large agencies were able to pull together, share resources and knowledge, and together get through another big transition. This whole experience reminded me of Y2K. Everyone was predicting that everything would end that day and it didn't. Post 9/1, we should continue the processes by following up on things to make sure everything gets done. I view it as successful.

Interview Respondent – Legacy4

Legacy4 was a legacy DHS employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Legacy4 has almost 15 years of state service. Listed below are the research questions and the answers Legacy4 provided from the perspective of the legacy agency, DHS.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How were knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

We had both electronic and paper documents and they were managed by the owner of the document.

3. Were knowledge documents for your agency archived prior to consolidation?

Yes. We did have a process to capture the knowledge and documents during the knowledge transfer processes (Day One Workgroups). We formalized this process and captured the key documents.

4. If so, how are the archived documents now accessed?

Documents were physically turned over to the areas that we thought needed them in the new structure. This was difficult in that the duties for one person may have gone to two agencies in the transition. In those cases, the paper documents went with one person and electronic copies or paper copies went with the other. Which ever one you ended up with, you could access that one.

5. For staff that transferred to a new agency, did their legacy knowledge documents transfer with them? If so, how? Hard copy, electronically, etc.

Yes. The knowledge workers were in charge of their documents.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

We had formalized Day One workgroups that addressed every area. We recorded and shared products from those workgroups with agency staff. We were following instructions from HHSC and DADS built upon that with extensive Day One Workgroups. The things that were documented went with the people that were responsible for the function in the new structure. For example, Texas Works documents transferred to HHSC with the program responsibilities and staff.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to another HHS agency during the HB 2292 implementation?

Same as #6.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes.

10. Do you believe knowledge was lost during the transition?

Yes. Probably some degree of loss resulted but it would be difficult to measure. Not only did we go through a consolidation, but we also had people retire and leave for other reasons during the transition.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

This is still part of the knowledge transfer process in the DADS Day One workgroups. We were directed to capture and document the knowledge of our organization. This included identifying those that were planning to transfer or retire.

12. What, if any, additional efforts could have been done to retain and share knowledge by employees during consolidation?

I think being on several workgroups and overseeing some workgroups that we could have benefited from more time. In the legislation we were given 4-6 years for the transition; however, executive management wanted to accomplish this

consolidation much quicker. If they had taken it slower, planned more and done more analysis, it could have been much smoother. For example, HHSC was not prepared to handle 10,000 legacy DHS employees and all that comes with that. They knew eligibility was mapped to HHSC and they knew how many employees were responsible for eligibility, but weak analysis of the impacts there left people unprepared to handle the transition. The pressure was on the timeframe only and not on preserving the knowledge. A piece-by-piece approach would have eased tensions and made the transition smoother.

13. What role did knowledge workers play in consolidation within your agency?

Knowledge workers participated in the DADS Day One workgroups and those selected to participate were extremely knowledgeable of the current infrastructure. This forum allowed the SMEs to get together before the transition, talk with each other, and understand each legacy agency's business processes. The DADS Day One Workgroups were great as they allowed us to get acclimated with one another before 9/1. On 9/1, we had already been working closely together for many months. The facilitators for these workgroups who were also knowledge workers also worked through a lot of issues with the participants.

14. Did your agency have a chief knowledge officer or equivalent?

No, I don't think so. The various program areas, financial areas, and COO areas have their own contacts with the knowledge.

15. Where did knowledge management report within your agency?

To get to the knowledge, you have to drill down to the SME within the particular area of specialty. Overseers of the knowledge are Executive Staff.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

Yes and No on morale. Yes, I think this went well and morale stayed good for DADS and DFPS. Not so sure about the other agencies. For DADS, we had great leadership, executive staff and knowledge workers. We had our Commissioner, CFO, COO and other key executive leadership in place early in the process. They were in position to make decisions, give direction and guide the process. We also had great leaders in the DADS Day One workgroups from the legacy agencies. We were often asked for assistance by other agencies. For DADS morale stayed good overall because a good portion of the areas stayed intact in the new agency and we were not hindered by some of the cloud

busters other agencies had. For example, for HHSC, morale was lost primarily with TIERS implementation and delays, call centers outsourcing, payroll outsourcing, unknowns about job losses, etc.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency?

It was addressed with communication. The DADS Commissioner was very open about the expectations for his staff. I feel he went above and beyond in trying to communicate his vision of the transition with our staff. He was very excited about the transition and was genuine when he spoke about it. He spoke to the employees and did not hold back what he knew. What he knew, we knew.

18. What lessons were learned related to knowledge management in times of change would be beneficial for future consolidation efforts?

The biggest lesson was not to rush the process. Success does not mean speed. Communication with employees is important. If we could have worked on it another year, we could have done much better. We did a good job, but we could have done better. The emphasis on speed was probably to achieve savings quicker, but the speed probably cost us. We would not have been criticized if we had taken another year.

Interview Respondent – Joan Baez

Joan Baez was a legacy MHMR employee who was mapped to DSHS as a result of the HB 2292 consolidation effort. Joan Baez has approximately 15 years of state service. Listed below are the research questions and the answers Joan Baez provided from the perspective of the new agency, DSHS.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

I am limited to facility knowledge. We have shared drives and a Web Site, but often finding information is a challenge. We do not know where all of our documents are stored. Often these documents are not updated either. We did have some paper documents too.

3. Are knowledge documents now archived?

Yes, a lot of legacy and current documents are archived, but I am not sure how.

4. If so, how are the archived documents accessed?

I am not sure.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

My records were split between agencies. People took with them what they thought they would need in both electronic and paper format. A lot got thrown out and personnel records went to HHSC.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

We talked about this in our Day One workgroups but I am not sure it it got implemented. No one really had time. Did anyone create a manual of processes and procedures for our jobs? No.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

They tried but we were split into two agencies. Some areas were successful and some were not. Still requires good contact between the schools and hospitals.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes, to some extent we did and still do. New agency policies and procedures have made this difficult. As time goes on, people with legacy knowledge are harder to get to.

10. Do you believe knowledge was lost during the transition?

Yes. A lot of people retired because of the consolidation. No provision was really made for those people to come back and share their knowledge after they left. Many SMEs with a lot of knowledge left, taking with them years of knowledge that cannot be replaced. We lost a lot of knowledge that cannot be replaced with a new policy document.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

In some cases, we had advance notice and could set up training sessions to transfer the knowledge. We were lucky to get 2 weeks with staff when they were leaving.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

Earlier notice on the moves. The notices we received were late in the process. Better communication would clear up uncertainty. Don't throw anything away. Better planning. Transition in pieces-a little at a time.

13. What role did knowledge workers play in consolidation within your agency?

Administration tried to be positive and communicate well with the agency. Tried to help with HHSC's needs. Workers (i.e.: Psychiatrists, etc.) continued to treat their patients and do their jobs.

14. Does your agency have a chief knowledge officer or equivalent?

No. Not aware of one.

15. Where does knowledge management report within your agency?

Our facility has a Quality Management group that is the center for information for the facility (i.e.: Reporting). There has been an effort over the years to centralize this so we could go to one place for information.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. Morale was low. It is very hard to maintain morale when we saw how are coworkers were being treated. They offered incentives to some to stay, but for years we didn't get a raise. Now, when they needed us, all of the sudden money is available. There was at least an acknowledgement that we had to attend to morale to keep the agency going, but it was not successful.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

Information sharing and morale building was left up to the individual facility. We had indirect budget cuts due to the consolidation. We have had a lot of turnover and are in danger of losing even more of our knowledge workers due to the outsourcing of payroll. It is not payroll staff that are leaving, it is our skilled nurses and other knowledge workers that now have to do a lot of extra payroll duties because of the Convergys contract and decisions. It is all to save money, but our nurses should be caring for our clients not spending all this time doing

HR functions. People are getting very frustrated and stressed and, as a result, are ready to leave.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

The leadership cannot act like they know everything. They have to be humble. They need to take the time to get down to the worker level in order to be successful. In order to not lose knowledge and information, we cannot just plow through really fast because you have a deadline. You have to consult the workers. It is better to learn first with better planning rather than messing it up and having to fix it later. You should bring in the people that do the work and take a greater interest in who the customers are. Here is an example. Most computer training, including classes on how to use a computer, are all taught on a computer. A large portion of our staff (i.e.: housekeepers, groundskeepers, etc.) do not feel comfortable using a computer or even have access to one. You have to have a better idea of the workers before you go through something like this.

Interview Respondent – New1

New1 was a legacy DHS employee who was mapped to HHSC as a result of the HB 2292 consolidation effort. New1 has over 5 years of state service. Listed below are the research questions and the answers New1 provided from the perspective of the new agency, HHSC.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

They aren't. They rely on institutional knowledge. I wish there were more documents, particularly at HHSC where a lot of the functions and people are new to the agency. A lot of documentation remains with the legacy agencies.

3. Are knowledge documents now archived?

No. There was an attempt to archive documents before consolidation but most of those are gone. No ongoing attempt to archive.

4. If so, how are the archived documents accessed?

They aren't. If they archived anything themselves, they may be accessing those but not an agency effort.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

Yes and no. In general, no documents transferred. In some cases, some documents transferred. I know cases of both.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

Very little effort to retain and share knowledge. There was a huge workgroup effort in an attempt to do that but it turned out to be an exercise in creating a workgroup. For the workgroup I was on, we did not have the expected outcome. Since it was more Project Management driven, we ended up doing project tasks (creating a charter, etc.) rather than getting down to the knowledge and real documentation. We went through the motions and created a ton of paperwork, but was it useful? Now, it is really out of sight, out of mind.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

None other than the workgroups.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

No. Once they were gone, they were gone. We had to find our own solutions.

10. Do you believe knowledge was lost during the transition?

Yes. Some of the loss was for the better though. Some institutional practices needed to go. There was some positive in the knowledge loss.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

None. If they left the Enterprise they left. If they were nice, they left something for the next person.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

One thing that would have helped would have been to let staff know earlier on what the plan was. That would have allowed them to be able to plan better at the staff level. Some people didn't know before 9/1 where they were going. Others didn't know until December, 3 months after the consolidation. Some of the form letters telling us where we were mapped were even wrong.

13. What role did knowledge workers play in consolidation within your agency?

They played an important role in that they carried out the assigned tasks from management. There was no acknowledgement of initiatives from lower level of staff.

14. Does your agency have a chief knowledge officer or equivalent?

No, not that I am aware of. That would be an interesting job, especially at the Enterprise level.

15. Where does knowledge management report within your agency?

In each areas, immediate supervisor and 2nd level supervisor.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

Yes, in some cases, you had good people with a wealth of knowledge. No, in other cases, all the knowledge walked out the door and you were left with a skeleton crew to figure it out. Morale was low because people did not know if they had a job or if they were being outsourced. People got form letters from Commissioners with the wrong information.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received,

key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

There was a big effort on quality of service to clients and that was successful because of the employees that take pride in their work. Employees should get the praise for that, not management. There was a lack of information about the transition or wrong information altogether. As far as morale and turnover, people were jumping ship left and right. People kept waiting for the cloud of uncertainty to clear. The communications that were sent out were slick, project-like presentations; however, at the worker level, much of the communication was not perceived as sincere.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

I am a firm believer that an organization is only as good as its people. Next time we should pay more attention to the people and what they know and how to transition what they know...not just the logistics. More planning and communication would have been beneficial and would have resulted in less of the "us vs. them" mentality. The timeframe was way too short. A phased approach would have worked better.

Interview Respondent – Pete

Pete was a legacy MHMR employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Pete has over 15 years of state service. Listed below are the research questions and the answers Pete provided from the perspective of the new agency, DADS.

1. Are staff in your agency viewed as knowledge workers?

Yes for some, but not all of them.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Documents are managed in various ways-both electronic and paper documents. Some are physically stored on site and some are managed electronically on the Web.

3. Are knowledge documents now archived?

Documents are archived in various ways-both electronic and paper documents are archived. Some are physically stored on site, some are stored off-site by a contracted firm, and some are stored electronically on the Web and on servers.

4. If so, how are the archived documents accessed?

Paper documents are physically accessed and not sure about the electronic documents.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

Yes. Paper documents and electronic documents transferred with them.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

None. Staff were told they had to continue services to clients and people knew they may have to continue some of their old job until someone could help out or

was hired to fill vacant positions. At MHMR, for example, one unit could have been split into several units. Until a knowledge base was built up in those new units, people had to continue doing the work.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

None.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

I did not personally.

10. Do you believe knowledge was lost during the transition?

Yes. People with the knowledge were not retained.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

None.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

This is a two-edged sword. Perhaps we could pay more attention to knowledge transfer. There were simply not enough people to go around. The legacy agencies were already short staffed before the consolidation and little effort to retain the staff. The knowledge workers we had could not be in all places that they needed to be. Next time, we should spend more energy on where the knowledge is and more strategically place those staff.

13. What role did knowledge workers play in consolidation within your agency?

Some played an active role as participants in workgroups and worksessions.

14. Does your agency have a chief knowledge officer or equivalent?

I don't know.

15. Where does knowledge management report within your agency?

I don't know.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. Morale was not high-not sure why. It is probably because change is upsetting. The legacy agencies tried mitigating risks by keeping people informed, but there were gaps in critical information at times. There was some effort to maintain morale.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

Not sure how staff turnover was addressed. There was some effort through communication to maintain morale.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

Not sure that they have learned anything yet. Given a finite workforce, there is not enough knowledge to go around when you split that knowledge up. Retention and mapping decisions may not have been the best. No one is really sure what was the basis for those decisions.

Interview Respondent – Scarlet

Scarlet was a legacy MHMR employee who was mapped to DADS as a result of the HB 2292 consolidation effort. Scarlet has over 20 years of state service. Listed below are the research questions and the answers Scarlet provided from the perspective of the new agency, DADS.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Each section manages their own documents, both electronic and paper.

3. Are knowledge documents now archived?

Yes, they are archived in the basement in paper format.

4. If so, how are the archived documents accessed?

There is a person we contact if we need one of the archived documents and they retrieve them for us.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

Yes. Both hard copy and electronic documents transferred with us.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

Workgroups were created to ensure that we did not lose any tasks during the transition. For example legacy DHS was typically an 8am-5pm operation, whereas, legacy MHMR was a 24-7 operation. The workgroups helped identify and document how we can work with these differences. A SME was assigned to each of these workgroups from all agencies.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

Same as #6.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes. I recall the Commissioner's directive. We are still doing this now. We had staff on loan from other agencies to ensure transitions.

10. Do you believe knowledge was lost during the transition?

Yes, but mostly historical knowledge. We lost the "why" to explain why someone did something. Not just because it is the way it has always been done but why it is done that way. Organizational or institutional knowledge was lost.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

There were efforts. In fact, in the workgroup I was in, they brought back someone that had retired to train some of the new staff and document procedures. We also had some staff that stayed past their planned retirement date to make sure the knowledge got transferred. We also had staff on loan from other agencies and we loaned staff to other agencies temporarily during the transition.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

More efforts to retain employees to ensure we don't lose knowledge. If people had more input regarding where they are mapped, they would not have been so unsure during the transition. Specifically, we were mapped to one area and then within a year, we have moved. Perhaps, if the worker bees had been able to provide input on the mapping, they would not have needed to move.

13. What role did knowledge workers play in consolidation within your agency?

They were on the steering committees and workgroups and were the important players involved in the planning and problem solving.

14. Does your agency have a chief knowledge officer or equivalent?

No.

15. Where does knowledge management report within your agency?

I don't know.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. Efforts were made to keep that from happening, but morale was down. They did go to some lengths though. They involved all levels of the organization to help with morale.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

I do not believe that there was a significant change in the quality of services to clients. People just kept doing their jobs. Information was provided at the level and in the amount that they thought would be most beneficial. We only got an overview. It did not give everyone the specifics. Without the specifics, many people jumped ship. When people hear that you may be eliminating their jobs, they get scared.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

You have to share more information with the workers. Telling people too little too soon is better than not telling them anything at all. Once planning is underway, share it with the staff. More information would have made people feel better. Involve the workers in major decisions, such as mapping of job functions. Workers should have known more about the workgroups and should have participated more.

Interview Respondent – Tinkerbelle

Tinkerbelle was a legacy MHMR employee who was mapped to HHSC as a result of the HB 2292 consolidation effort. Tinkerbelle has over 25 years of state service. Listed below are the research questions and the answers Tinkerbelle provided from the perspective of the new agency, HHSC.

1. Are staff in your agency viewed as knowledge workers?

Yes.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Mostly electronic online documents. Some paper documents too.

3. Are knowledge documents now archived?

Not sure. It depends on the documents. The Web group manages some of those documents.

4. If so, how are the archived documents accessed?

Not sure. I have not had to access archived documents.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

Yes, both in hard copy and electronic format. We are also still on the same LAN to access legacy electronic documents.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

DADS Day One workgroups and DSHS Day One workgroups. We identified risks related to knowledge and jobs that might not get done. We documented the tasks and wanted to ensure that tasks did not fall through the cracks, reports did not get missed, etc.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

Day One Workgroups.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes.

10. Do you believe knowledge was lost during the transition?

Yes, there probably was lost knowledge, but not much. This would have happened because people were lost during the transition and some of those mapped to the new jobs did not know how to do the new job in the new agency.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

None.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

They seemed to be a lot of changing jobs between agencies; a freeze would have helped that. The consolidation was done too quickly before we could digest what needed to be done. We needed more time.

13. What role did knowledge workers play in consolidation within your agency?

Planning and execution was controlled by certain, key knowledge workers.

14. Does your agency have a chief knowledge officer or equivalent?

No.

15. Where does knowledge management report within your agency?

I guess it would default to IT.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

No. It is a huge organization; I can only speak for my part. Most people had a lessened morale. Employees were dedicated but not pleased with some of the decisions. Our legacy agency was split three ways and the heart of the business went three ways.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

It was good that there were Q&As to address concerns. Program staff tried to continue quality of service and I believe that was not lost. Nothing was done to address staff turnover and low morale.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

Take more time. The consolidation was done without getting down to enough detail. Q&As were good; however, the tone of the answers at times seemed patronizing. Future endeavors would benefit from getting help from someone who would assess the psychological impact of the enterprise answers on the other agencies. We survived because of the knowledge workers-inherently want to do a good job. Workers, rather than management, should get the credit.

Interview Respondent – TJ

TJ was a legacy MHMR employee who was mapped to DADS as a result of the HB 2292 consolidation effort. TJ has over 15 years of state service. Listed below are the research questions and the answers TJ provided from the perspective of the new agency, DADS.

1. Are staff in your agency viewed as knowledge workers?

Yes. We have staff that fit into all three categories of knowledge workers- professional, senior management and technical.

2. How are knowledge documents managed in your agency? Are they managed in paper format, electronic format, or both?

Both electronic copies and paper documents. In my area, electronic copies of documents and manuals are distributed electronically.

3. Are knowledge documents now archived?

Electronically, on a server.

4. If so, how are the archived documents accessed?

It is unique to each area or facility. Some are stored on file servers with limited access and some are in public folders for all (including staff from legacy agencies) to access. We access them ourselves.

5. For staff that transferred to your agency as a part of HB 2292, did their records transfer with them? If so, how? Hard copy, electronically, etc.

Yes and no. Yes, paper documents transferred with me. Due to server limitations with the legacy MHMR server, not all electronic documents transferred to the new agencies.

6. What efforts were undertaken by the agency to retain and share employee knowledge prior to HB 2292 implementation?

Workgroups were developed with representation from various agency areas. We began meeting in March or April. Meetings were weekly or bi-weekly at first when we were getting started. Then we met monthly throughout the rest of the year. We developed a shared terminology between the agencies which was very helpful. We also developed a matrix for each agency's legacy processes and documented the new process for the new DADS agency.

7. What efforts were undertaken by the agency to retain and share knowledge by employees that remained with a HHS agency during the 2292 transition period (1/04-5/05)?

Workgroups.

8. Did Subject Matter Experts from your legacy agency transfer to different agencies formed by HB2292?

Yes.

9. During the transition, the agencies were urged to work together in the spirit of cooperation. Through the transition period, did you rely on Subject Matter Experts even if they transferred to another agency?

Yes. We continue to communicate with staff at other agencies to get functions done.

10. Do you believe knowledge was lost during the transition?

No, I don't think so. There are still plenty of people around that have the knowledge.

11. What efforts were undertaken by the agency to retain and share knowledge by employees that transferred to a non-HHS agency, retired or terminated employment from the agency during the 2292 transition period (1/1/04-9/1/05)?

Same answer as #6. No additional efforts for those staff.

12. What additional efforts, if any, could have been done to retain and share knowledge by employees during consolidation?

I can't think of anything else that could have been done. It was well planned, well coordinated and managed very well. Good communication throughout and updates on the website.

13. What role did knowledge workers play in consolidation within your agency?

They played a tremendous role. The knowledge workers made up the workgroups and created the documentation. They were the backbone of the consolidation effort.

14. Does your agency have a chief knowledge officer or equivalent?

No, not that I am aware of. Maybe it would be the Assistant Commissioners or Directors. Not sure.

15. Where does knowledge management report within your agency?

Not sure. I personally would go to the Chief Operating Officer's Office and they would coordinate efforts for me.

16. As part of the HB 2292 Transition Plan, the Risk Management Plan acknowledged that "Maintaining morale and effectiveness of a workforce of almost 50,000 people, and ensuring critical knowledge and skills to deliver client services are not lost as a result of the transition" is key. Do you believe that this was achieved? If so, how? If not, why not?

Yes. I believe it was achieved via good communication.

17. HHSC provided a place for employees and the general public to post comments regarding the HB 2292 consolidation to their web site. Out of the comments received, key themes identified were: 1) concerns over loss of quality service to clients, 2) lack of information about the transition, and 3) staff turnover and morale. How was staff turnover and morale addressed by your agency during consolidation?

Workgroups got together and there was a group called the "Best Practices Committee" that focused specifically on recruitment and retention. The workgroups took the agency's initiatives, communicated well and received recommendations from the worker level.

18. What lessons were learned related to knowledge management in times of change that would be beneficial for future consolidation efforts?

Identification of SMEs/knowledge workers earlier in the process would have helped. The approach of bringing SMEs together, giving them high level guidance and then just letting them work together was a very effective approach. Getting a common language for the new agency made up of three legacy agencies was very helpful.

REFERENCES

- 12-29 'Fighter for free enterprise'. (2003, December 29). *Cleburne Times Review*. Retrieved July 10, 2005, from http://www.cleburnetimesreview.com/articles/2003/12/29/news/top_story/top.txt
- Ackoff, R.L. (1989). From Data to Wisdom. *Journal of Applied Systems Analysis*, 16, 3-9.
- Al-Hawamadeh, S. & Hart, T. L. (2002). *Information and Knowledge Society*. Singapore: McGraw Hill Education.
- Argabright, B. (2004, April 28). Local HHS projected to close. *Del Rio News-Herald*. Retrieved July 10, 2005, from <http://delrionewsherald.com/print.lasso?wcd=6412>
- Around the Area: 05.25.04: Changes coming for Human Services. (2004, May 25). *Corpus Christi Caller-Times*. Retrieved July 10, 2005, from http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2912094.00.html
- ASIST Special Interest Groups (SIGs). (2003). *American Society for Information Science and Technology*. Retrieved July 10, 2005, from <http://www.asis.org/AboutASIS/asis-sigs.html#SIGKM>
- ASIST Special Interest Groups (SIGs). (2005). *American Society for Information Science and Technology*. Retrieved July 10, 2005, from <http://www.asis.org/AboutASIS/asis-sigs.html#SIGMGT>
- Associated Press. (2003, May 12). *Democrats in Texas House Stage Walkout*. Retrieved July 10, 2005, from <http://www.foxnews.com/story/0,2933,86645,00.html>
- Babbie, E. (1995). *The Practice of Social Research*. Belmont, CA: Wadsworth Publishing Company.
- Bauer, M. W. (2000). Classical Content Analysis. In M. W. Bauer & G. Gaskell (Eds.). *Qualitative Researching with Text, Image and Sound: A Practical Handbook*. London: Sage Publications.
- Bell, B. (2003, August 3). Local: Opponents of child vaccinations hail rider on House bill. *The Longview News-Journal*. Retrieved July 10, 2005, from <http://www.news-journal.com/search/content/services/archives.html>. Article ID: 1090C66B8FCD01E1
- Bellinger, G; Castro, D; & Mills, A. (2004). *Data, Information, Knowledge, & Wisdom*. Retrieved July 10, 2005, from <http://www.systems-thinking.org/dikw/dikw.htm>

- Berger, A. A. (1996). *Media Research Techniques*. London: Sage Publications.
- Berzanskis, C. (2003, August 22) State moves closer to group home privatization. *Amarillo Globe-News*. Retrieved July 10, 2005, from http://amarillo.com/stories/080403/new_togroup.shtml
- Bernstein, R. (2002, December 4). Texas Department of Health. *The Handbook of Texas Online*. Retrieved July 10, 2005, from <http://www.tsha.utexas.edu/handbook/online/articles/view/TT/mdt40.html>
- Bethel, B. (2004, May 1). State services plan criticized. *Abilene Reporter-News*, p. AA1. Retrieved July 10, 2005, from: <http://www.reporternews.com>
- Blair, D. C. (2002, October). Knowledge management: Hype, hope, or help? *Journal of the American Society for Information Science and Technology*, 53 (12), 1019-1028.
- Brooks, K. (2003, April 25). Social service restructuring plan debated. *Fort Worth Star Telegram*, p.10. Retrieved July 10, 2005, from www.star-telegram.com
- Center for Public Policy Priorities. (2003, May 21). *Senate Committee Substitute for HB 2292: Major Concerns and Recommendations*. Retrieved July 10, 2005, from <http://www.cppp.org/products/policyanalysis/SCSHB2292concerns.html>
- Center for Public Policy Priorities. (2003, April 26). *State Moves Forward with Plan to Use Call Centers to Enroll People in Key Social Services: Radical restructuring would lay off more than 4,500 staff, close 200 local offices*. Retrieved July 10, 2005, from <http://www.cppp.org/products/policyanalysis/brf-businesscase42604.html>
- Center for Public Policy Priorities. (2003, October 20). *Testimony to the Transition Legislative Oversight Committee on the Draft Transition Plan for Health and Human Services Reorganization*. Retrieved July 10, 2005, from <http://www.cppp.org/products/policyanalysis/SCSHB2292concerns.html>
- Cleveland, H. (1982). Information as Resource. *The Futurist*, December, 34-39. Retrieved July 10, 2005, from <http://www.wfs.org>
- Cooley, J. A. (2004, July 2). Interview: Health and Human Services Commissioner Hawkins. *Lone Star Report*, 8. Retrieved July 10, 2005, from <http://www.lonestarreport.org>
- Cooley, J. A. (2004, October 24). Wohlgemuth Goves Passing Grades on HB 2292 Implementation. *Lone Star Report*, 8, 11. Retrieved July 10, 2005, from http://www.lonestarreport.org/newsletters/10242003_Wohlgemuth.htm

- Cooley , M. (1987). *Architecture or Bee?* London: The Hogarth Press.
- Davenport, T. H. & Pursak, L. (2000). *Working Knowledge: How Organizations Manage What They Know*. Boston: Harvard Business School Press.
- Davis, V. (2004, December 8). Nonprofit feeling strain of state budget cuts. *San Antonio Express-News*, p. 6A. Retrieved July 10, 2005, from http://www.mysanantonio.com/news/citycouncil/stories/MYSA120804.6A.acac_crunch.cffaaa45.html
- DeLong , D. W. (2004). *Lost Knowledge: Confronting the Threat of an Aging Workforce*. Oxford: Oxford University Press.
- Department of Assistive and Rehabilitative Services. (2004, November 1). *About DARS*. Retrieved July 10, 2005, from <http://www.dars.state.tx.us/news/aboutDARS.shtml>
- Department of Family and Protective Services. (2004, October 31). *About DFPS*. Retrieved July 10, 2005, from <http://www.dfps.state.tx.us/About/About/>
- DHS Employees Fighting HB 22 Implementation. (2004, June 24). *Hillsboro Reporter*. Retrieved July 10, 2005, from http://hillsbororeporter.com/print_this_story.asp?sdetail=3105
- Division for Early Childhood Intervention Services. (2002). *ECI History*. Retrieved July 10, 2005, from http://www.eci.state.tx.us/about_eci/history.html
- Droitsch, R. G. (2004). Knowledge Management at the U.S. Department of Labor: A Case Study of Implementing Knowledge Management. In M. E. D. Koenig & T. K. Srikantiah (Eds.). *Knowledge Management Lessons Learned*. ASIST Monograph Series. Medford, NJ: Information Today.
- Dyer, R. (2003, August 31). New laws to cut insurance funds. *Fort Worth Star Telegram*, p.1. Retrieved July 10, 2005, from <http://www.star-telegram.com>
- Eliot, T. S. (1937). *The Rock*. London: Faber and Faber. Retrieved July 10, 2005, from <http://www.wisdomportal.com/Technology/TSEliot-TheRock.html>
- Ellis, M. (2004, August 24). State health services leader explains new administration. *Tyler Morning News*. Retrieved July 10, 2005, from <http://www.tylerpaper.com> (article # 12771914)
- Employees protest plan to close state service offices. (2004, August 13). *Beaumont Enterprise*. Retrieved July 10, 2005, from <http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0408130050

- Feathers, A. & Achilles, J. (2004, April 04). Streamlined State Service Agencies May Close Offices. *Port Arthur News*. Retrieved July 10, 2005, from <http://www.panews.com/articles/2004/04/04/news/news01.txt>
- Fikac, P. (2003, June 18). State could grab Medicaid recipients' houses at death. *San Antonio Express-News*, p. 1A. Retrieved July 10, 2005, from <http://www.mysanantonio.com>
- Fikac, P. (2003, July 15). Estate seizure worries Texans. *San Antonio Express-News*, p. 1A. Retrieved July 10, 2005, from <http://www.mysanantonio.com>
- Give us a call. (2004, May 1). *Beaumont Enterprise*. Retrieved July 10, 2005, from <http://www.beaumontenterprise.com/archives/search.htm>. Article ID: 0405020035
- Gong, K. (2004, April 24). State Employees Speak Out Against Bill. *The McAllen Monitor*. Retrieved July 10, 2005, from www.themonitor.com
- Gore, A. (1998). *The Digital Earth: Understanding our planet in the 21st Century*. Speech given at the California Science Center, Los Angeles, California, on January 31, 1998. Retrieved July 10, 2005, from <http://www.digitalearth.gov/VP19980131.html>
- Government Code: Chapter 552 Public Information*. (2004, November 1). Texas Legislature. Retrieved July 10, 2005, from <http://www.capitol.state.tx.us/statutes/docs/GV/content/htm/gv.005.00.000552.00.htm>
- Government Code: Chapter 2052. State Agency Reports and Publications*. (1997, June 19). Texas Legislature. Retrieved July 10, 2005, from <http://www.capitol.state.tx.us/statutes/docs/GV/content/htm/gv.010.00.002052.00.htm>
- Grant, A. (2004, June 14). Official makes case against healthcare bill. *Tyler Morning News*. Retrieved July 10, 2005, from <http://www.tylerpaper.com> (article # 11954170)
- Guerra, C. (2004, May 2). Texas finds a new way to disconnect from poor, old and sick. *San Antonio Express-News*, p. 1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/news/columnists/cguerra/stories/MYSA02.01B.guerra050204.85c87892.html>
- Guerra, C. (2004, May 9). Savings on health care will be paid with misery and suffering. *San Antonio Express-News*, p. 1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/news/columnists/cguerra/stories/MYSA050904.1B.guerra.a9c90f78.html>

- Guerra, C. (2004, May 23). Will savings come from frustrating the weakest Texans? *San Antonio Express-News*, p. 1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/columnists/stories/MYSA052304.1B.guerra.f1f037e0.html>
- Guerra, C. (2004, May 25) Making people suffer goes beyond living within our means. *San Antonio Express-News*, p. 1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/columnists/stories/MYSA052504.1B.guerra.fc26e3fc.html>
- Guerra, C. (2005, July 3). Social services call center operations will kick off in Alamo City. *San Antonio Express-News*, p.1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/columnists/stories/MYSA070305.1B.guerra.2ee8ba59.html>
- Hamilton, C. (2004, May 03). United Way opposed to budget cuts. *Odessa American*. Retrieved July 10, 2005, from <http://www.oaoa.com/news/nw050304a.htm>
- Harmon, D. (2003, May 26). Preferred drug list being prescribed: Backers say it will save state money; critics say it will limit care for low-income Texans. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Harmon, D. (2003, October 17). Plan merges 12 service agencies into 5: Capitol changes will start taking effect in January. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Harmon, J. (2004, January 24). State May Privatize to Save Cash. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Harmon, D. (2004, March 27). Agency's plan would slash 4,500 state jobs: Update of social services system would close 217 offices in Texas. *Austin American-Statesman*. [Retrieved July 10, 2005, from <http://www.statesman.com>
- Harmon, D. (2003, April 26). House OKs reshaping of agencies: Measure would limit CHIP enrollment, tighten welfare rules. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Harmon, D. (n.d.). Capitol Roundup: Budget watch: Health agency cuts progress. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Hayes, R. M. (1993). Measurement of information. *Information Processing and Management*, 29(1), 1-11.

- Health agency revamp approved: Perry signs off on major bill, which will cut jobs, save \$1 billion. (2003, June 11). *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Herman, K. & Susswein, G. (2003, April 18). Social services cuts approved by House. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Highlights Wednesday from the Texas Legislature. (2003, April 3). *Abilene Reporter-News*. Retrieved July 10, 2005, from http://texnews.com/1998/2003/texas/texas_highlight43.html
- Hinkle, D. E., Wiersma, W., & Jurs, S. G. (1994). *Applied Statistics for the Behavioral Sciences*. NJ: Houghton Mifflin Company.
- Holsti, O. R. (1959). *Content Analysis for the Social Sciences and Humanities*. Reading, MA: Addison-Wesley Publishing Company.
- Hopper, L. (2003, September 24). State takes comments on plan for HHS: 12 agencies set to consolidate. *Houston Chronicle*, p. 23A. Retrieved July 10, 2005, from www.chron.com
- Housel, T. J. & Bell, A. H. (2001). *Measuring and Managing Knowledge*. Boston: McGraw-Hill Irwin.
- Howell, J., Miller, P., Park, H., Sattler, D., Schack, T., Sperry, E., Widhalm, S., & Palmquist, M. (2005). Reliability and Validity. *Writing@CSU. Colorado State University Department of English*. Retrieved April 22, 2005. Retrieved July 10, 2005, from <http://writing.colostate.edu/references/research/relval/>
- Hughes, P. R. (2003, April 2). Texas Legislature/House budget writers go on spending spree: But bill could allow funds to be cut later. *Houston Chronicle*, p. 17A. Retrieved July 10, 2005, from <http://www.chron.com>
- Hughes, P. R. (2003, April 25). 78th Legislature/Programs for needy: House begins debating social services revamp. *Houston Chronicle*, p. 34A. Retrieved July 10, 2005, from <http://www.chron.com>
- Hughes, P. R. (2003, June 22). Man with a mission leaves some dubious: Task is to overhaul Texas social services. *Houston Chronicle*, p. 33A. Retrieved July 10, 2005, from <http://www.chron.com>
- Hughes, P. R. (2004, January 29). Timeline for agency mergers questioned: lawmaker urges quick social service changes. *Houston Chronicle*, p. 24A. Retrieved July 10, 2005, from <http://www.chron.com>

- Human Subjects Training Required.* (2004, May 10). University of North Texas. Retrieved July 10, 2005, from <http://www.unt.edu/ospa/news/training.irb.htm>
- Information & Knowledge Management Society. (2004). *Journal of Information & Knowledge Management (JIKM)*. Retrieved July 10, 2005, from <http://www.ikms.org/publications/index.html>
- Institutional Review Board for the Protection of Human Subjects (IRB).* (2004, May 10). University of North Texas. Retrieved July 10, 2005, from <http://www.unt.edu/ospa/compliance/humans.html>
- Jansky, J. C. (2004, April 28). Local HHS office may be closed. *The Countywide*. Retrieved July 10, 2005, from <http://thecountywide.com/newsstory5040428.htm>
- Katzer, J., Cook, K. & Crouch, W. (1991). *Evaluating Information: A Guide for Users of Social Science Research* (3rd ed.). New York: McGraw-Hill, Inc.
- Kerlinger, F. (1992). *Foundations of Behavioral Research* (3rd ed). Fort Worth: Harcourt Brace College Publishers.
- Keever, J. & Feldman, C. (2005, January 23). Mental health system may see more changes: 10 new health centers are among recommendations. *Houston Chronicle*, p. 17A. Retrieved July 10, 2005, from <http://www.chron.com>
- King, M. (2003, April 11). When the public welfare is under siege, trust the Legislature to wave the flag. Capitol Chronicle: patriotic gore. *Austin Chronicle*. Retrieved July 10, 2005, from http://www.austinchronicle.com/issues/dispatch/2003-04-11/pols_capitol.html
- Krippendorff, K. (1980). *Content Analysis: An Introduction to Its Methodology*. The Sage COMMTEXT Series, v. 5. Beverly Hills: Sage Publications.
- KLM, Inc. Management Consulting. (2002). What is Knowledge Management? *Knowledge Management*. Retrieved July 10, 2005, from http://www.klminc.com/knowledge_man/whatis.html
- Koenig, M. E. D. & Srikantaiah (2004). Three Stages of Knowledge Management. In M. E. D. Koenig & T. K. Srikantaiah (Eds.). *Knowledge Management Lessons Learned*. ASIST Monograph Series. Medford, NJ: Information Today
- Lane, J. (2003, May 08). Texas House Takes Aim at Worker Benefits. *People's World Weekly Newspaper*. Retrieved July 10, 2005, from <http://www.pww.org/article/articleprint/3413>

- Lane, J. (2004, May 13). Texas Gov't Gets Nastier. *People's World Weekly Newspaper*. Retrieved July 10, 2005, from <http://www.pww.org/article/articleprint/5239>
- LBB Texas Budget Source. (n.d.). *Legislative Budget Board*. Retrieved July 10, 2005, from <http://tbs.lbb.state.tx.us>
- League of Women Voters of Oregon. (2003, October 23). *Legislative Report*, 16. Retrieved July 10, 2005, from <http://www.open.org/~lwvor/LR10-21-03.htm>
- Legislative Budget Board: Texas Budget Source. (n.d.). *Legislative Budget Board*. Retrieved July 10, 2005, from http://www.lbb.state.tx.us/Texas_Budget_Source/Introduction.ht
- Libby, L. (2004, April 22). More Than 200 Department of Human Services Will Close Their Doors. *Corpus Christi Caller-Times*. Retrieved July 10, 2005, from http://www.caller.com/ccct/kris_tv/article/0,1641,ccct_995_2829430.00.html
- Libby, L. (2004, May 15). Medicaid call centers topic of meeting. *Corpus Christi Caller-Times*. Retrieved July 10, 2005, from http://www.caller.com/ccct/local_news/article/0,1641,ccct_811_2888661.00.html
- Liscano, M. (2004, March 8). Snyder campaign ad heats up GOP tussle. *The Daily Sentinel*. Retrieved July 10, 2005, from http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0308_story3.html
- Liscano, M. (2004, April 18). Political challenges nothing new for Wohlgemuth. *The Daily Sentinel*. Retrieved July 10, 2005, from http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0418_story1.html
- Liscano, M. (2004, May 4). Edwards says Wohlgemuth's CHIP bill hurts poor families, should be repealed. *The Daily Sentinel*. Retrieved July 10, 2005, from http://www.dailysentinel.com/news/content/shared/news/politics/tx/stories/0504_story1.html
- Liscano, M. (n.d.). Immunizations change draws ire of doctors. *Waco Tribune-Herald*. Retrieved July 10, 2005, from <http://www.wacotrib.com>
- Logue, A. C. (2004, September). 20/20 Foresight. *PM Network*, 18 (9): 32-38.
- Mabin, Connie. (2003, May 12). *Democrats in GOP-Dominated Texas House Stage Mass Absence to Break Quorum*. Retrieved July 10, 2005, from <http://www.sfgate.com/cgi-bin/article.cgi?f=/news/archive/2003/05/12/national1146EDT0550.DTL>

- Maine Department of Health and Human Services. (2004, November 1). *Creation of the New Maine Department of Health and Human Services*. Retrieved July 10, 2005, from <http://www.maine.gov/dhhs/dhhsnews.htm>.
- Mann, Dave. (2003, June 20). *Legislative Malpractice: Under the Guise of Saving Money, the Right Shreds Health and Human Services*. Retrieved July 10, 2005, from <http://www.texasobserver.org/showArticle.asp?ArticleID=1378>
- Mann, D. (2004, May 21). Capitol Offense: Who You Gonna Call? Texas' welfare state endures a hostile corporate takeover. *The Texas Observer*. Retrieved July 10, 2005, from <http://www.texasobserver.org/showArticle.asp?ArticleID=1655>
- Maciariello, J. A. (2005, Summer). Peter F. Drucker on a Functioning Society. *Leader to Leader*, 37, 26-34.
- Martella, R. C.; Nelson, R.; & Marchand-Martella, N. E. (1999). *Research Methods: Learning to Become a Critical Research Consumer*. Boston: Allyn and Bacon.
- Martinez, L. (2003, July 22). Cutbacks opposed: Protesters seek continued funding for counseling. *Valley Morning Star*. Retrieved July 10, 2005, from <http://www.valleystar.com/articles/2003/07/22/export49090.txt>
- Martinez, L. B. (2004, April 3). State plan calls for mass layoffs: More than 4,000 DHS workers to lose jobs by end of 2006. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=58614_0_10_0_C
- Martinez, L. B. (2004, April 24). Employees rally against state cutbacks: DHS workers fear mass layoffs by 2006. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=58961_0_10_0_C
- Martinez, L. B. (2004, July 28). Union asks Perry to stall HB 2292: Bill would cut 4,000 jobs in state, save \$125 million. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=60368_0_10_0_C
- Martinez, M. (2005, January 24). State's quiet health chief at political storm's center. *Austin American Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Maxwell, J. A. (1996). *Qualitative Research Design: An Interactive Approach*. Thousand Oaks, CA: Sage Publications.
- Myanard, R. (2004, April 27). Tyler site for talk on aid program changes. *Tyler Morning News*. Retrieved July 10, 2005, from <http://www.tylerpaper.com> (article # 11397301)

- Myanard, R. (2004, April 30). Agency switch to call centers means loss of face-to-face help. *Tyler Morning News*. Retrieved July 10, 2005, from <http://www.tylerpaper.com> (article # 11421607)
- Milton, P. (2004, June 15). Commissioners respond to bill. *Texarkana Gazette*. Retrieved July 10, 2005, from http://www.texarkanagazette.com/articles/2004/06/15/local_news/news/news06.txt
- Moritz, J. (2003, April 3). Bureaucracy overhaul aims to save money. *Fort Worth Star Telegram*, p.10. Retrieved July 10, 2005, from <http://www.star-telegram.com>
- Moritz, J. & Brooks, K. (2003, May 29). Senate pushes deadline on bills. *Fort Worth Star Telegram*, p.1. Retrieved July 10, 2005, from <http://www.star-telegram.com>
- Most major bills still alive in Legislature. (2003, May 20). *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Muralidhar, S. (2000). Knowledge Management: A Research Scientist's Perspective. In T. K. Srikantaiah & M. E. D. Koenig (Eds.). *Knowledge Management For the Information Professional*. ASIST Monograph Series. Medford, NJ: Information Today.
- Murphy, Terry. (2004, August 23). *TCB Ending Its 72-year History*. Retrieved July 10, 2005, from <http://www.tsbvi.edu/Outreach/seehear/winter04/tcb.htm>
- National Conference of State Legislatures. (2001, Spring). *The Health Care Workforce in Ten States: Education, Practice and Policy*. Florida report. Retrieved July 10, 2005, from <http://www.ncsl.org/programs/health/forum/workforceprofiles/florida.pdf>
- Neuendorf, K. A. (2002). *The Content Analysis Guidebook*. Thousand Oaks, CA: Sage Publications.
- New social service system could save \$389 million. (2004, March 29). *Austin Business Journal*. Retrieved July 10, 2005, from <http://austin.bizjournals.com/austin/stories/2004/03/29/daily21.html>
- Nonaka, I. & Takeuchi, H. (1995). *The Knowledge-Creating Company*. New York: Oxford University Press, Inc.
- O'Connor, B. C. (1996). *Explorations in indexing and abstracting: Pointing, virtue, and power*. Library and Information Science Text Series. Englewood, CO: Libraries Unlimited.

- O'Leary, Z. (2004). *The Essential Guide to Doing Research*. London: Sage Publications.
- Oregon Department of Human Services. (2004, November 1). *Overview: The structure of DHS*. Retrieved July 10, 2005, from <http://www.dhs.state.or.us/aboutdhs/structure/>
- Oregon Blue Book. (2004, November 1). *Department of Human Services - Present Duties and Responsibilities*. Retrieved July 10, 2005, from http://bluebook.state.or.us/state/executive/Human_Services/human_services_duties.htm
- Ortiz, A. (2004, April 30). Health and Human Services Closing. *KTSM News Channel 9, El Paso News and Television*. Retrieved July 10, 2005, from <http://www.ktsm.com/news/story.ssd?c=53a195844e4b4bd5>
- Perry, Rick. (2003, February 11). *State of the State Address*. Text of Gov. Rick Perry's State of the State Address. Retrieved July 10, 2005, from http://www.governor.state.tx.us/divisions/press/speeches/speech_2003-02-11
- Pierson, E. (2004, May 1). Automation of Human Services Draws Ire of South Texans. *The Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=59080_0_10_0
- Pierson, E. (2003, July 13). Rally held to protest medical changes. *The McAllen Monitor*. Retrieved July 10, 2005, from <http://www.themonitor.com>
- Pierson, E. (2003, July 15). 50 rally to protest mental-health changes. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=52156_0_10_0_C
- Pierson, E. (2004, May 25). Plan to consolidate human services groups criticized: Democratic senators say head of project is unprepared, unrealistic. *Valley Morning Star*. Retrieved July 10, 2005, from <http://www.valleystar.com/articles/2004/05/25/export53377.txt>
- Pierson, E. (2004, October 20). Non-profit groups express concern about program. *The McAllen Monitor*. Retrieved July 10, 2005, from <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm &StoryID=3985&Section=Valley>
- Pierson, E. (2005, January 28). Capitol Briefs, January 28, 2005. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=63424_0_10_0_C

- Potter, W. J. (1996). *An Analysis of Thinking and Research About Qualitative Methods*. Mahwah, N. J.: Lawrence Erlbaum Associates, Publishers.
- Project Management Institute. (2004). *A Guide to the Project Management Body of Knowledge (PMBOK® Guide)*. 3rd Ed. Newton Square, PA: Project Management Institute. Retrieved July 10, 2005, from http://www.pmi.org/prod/groups/public/documents/info/pp_pmbokguidethirdexcerpts.pdf
- Ramos, Mary. (1988). Almanac Data Texas History Highlights: The Deadly Visitor: Yellow Fever. *Texas Almanac*. Retrieved July 10, 2005, from <http://www.texasalmanac.com/texasfever.html>
- Rea, G. (2004, July 3). DHS staffers ask support to keep office: Funding reduction threatens to reduce services, close offices in Texas. *The Cuero Record*. Retrieved July 10, 2005, from <http://www.cuerorecord.com/story/76.shtml>
- Rea, G. (2004, July 3). State union asks study of HB 2292. *The Cuero Record*. Retrieved July 10, 2005, from <http://www.cuerorecord.com/story/73.shtml>
- Residents voice fears, questions about health agencies' changes. (2003, October 22). *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Reynolds, J. (2004, May 1). HHS Plan Stirs Area Concerns. *The Lubbock Avalanche-Journal*. Retrieved July 10, 2005, from <http://www.lubbockonline.com/cgi-bin/printit2000.pl>
- Reynolds, J. (2004, May 1). Hearings weigh consolidation of DHS services. *Amarillo Globe-News*. Retrieved July 10, 2005, from http://amarillo.com/stories/050104/new_dhservice.shtml
- Reynolds, J. (2004, May 1). HHS plan stirs area concerns. Call center proposal could cost 4,500 jobs. *Lubbock Avalanche Journal*. Retrieved July 10, 2005, from http://lubbockonline.com/stories/050104/loc_050104035.shtml
- Richardson, R. Y. (2004, May 18). TDH offices to convert to call centers. *Marshall News Messenger*. Retrieved July 10, 2005, from <http://marshallnewsmessenger.com/news/1084854054.02632.4310.2548.html>
- Richardson, R. Y. (2004, May 19). DHS switching to call centers under new legislation. *Marshall News Messenger*. Retrieved July 10, 2005, from <http://marshallnewsmessenger.com/news/1084938411.02632.2518.2701.html>

- Robinson, Susan. (2004, November 1). State Health and Human Services Collaborative Structures. *National Conference of State Legislatures*. Retrieved July 10, 2005, from <http://www.ncsl.org/programs/cyf/HHSstructures.htm>
- Robinson, Susan. (2004, November 17). Little Hoover Commission Hearing on Principles for Reorganizing State Government. Testimony on State Health and Human Services Reorganization. Human Services Reform Project. *National Conference of State Legislatures*. Retrieved July 10, 2005, from <http://www.ncsl.org/programs/cyf/HHSstructures.htm>
- Roland, B. (2004, April 27). Red River County opposes DHS changes. *The Paris News*. Retrieved July 10, 2005, from <http://www.theparisnews.com/story.lasso?wcd=13060>
- Sarabia, K. (2004, July 3). County judge concerned over DHS changes. *Fort Stockton Pioneer*. Retrieved July 10, 2005, from <http://www.fortstocktonpioneer.com/articles/2004/05/06/news/news03.txt>
- Saving money, but at what price? (2004, April 27). *The Paris News*. Retrieved July 10, 2005, from <http://www.theparisnews.com/story.lasso?wcd=13053>
- Sandberg, L. (2004, July 28). Uresti blasts health changes. *San Antonio Express-News*, p. 1B. Retrieved July 10, 2005, from <http://www.mysanantonio.com/news/metro/stories/MYSA072804.1B.uresti.15c61b19.html>
- Segel, T. D. (2003, September 21). Legislation comes by cover of darkness. *Valley Morning Star*. Retrieved July 10, 2005, from <http://www.valleystar.com/articles/2003/09/21/export49985.txt>
- Selby, W. (2003, April 2). Budget expands under House plan. *San Antonio Express-News*, p.10A. Retrieved July 10, 2005, from <http://www.mysanantonio.com>
- Selby, W. (2003, April 25). Bill would drastically shuffle health services. Measure would save state \$1.1 billion but cut jobs and agencies. *San Antonio Express-News*, p. 13A. Retrieved July 10, 2005, from <http://www.mysanantonio.com>
- Selby, G. (2004, March 30). State will save, but 4,500 will lose jobs with aid changes. *San Antonio Express-News*. Retrieved July 10, 2005, from http://www.mysanantonio.com/news/medical/stories/MYSA30....medicaid_online_0330.dbc09d3.html
- Selby, W. G. (2004, March 31). Agency Overhaul Will Cost Jobs. *San Antonio Express-News*. Retrieved July 10, 2005, from <http://www.mysanantonio.com>

- Semrad, S. (2004, April 28). Health offices to face cuts. *Abilene Reporter-News*, p. AA1. Retrieved July 10, 2005, from <http://www.reporternews.com>
- Senate Research Center. (2003, July). *Highlights of the 78th Legislature Regular Session: A Summary of the Most Significant Legislation*. Retrieved July 10, 2005, from <http://www.senate.state.tx.us/SRC/pdf/78thHighlights.pdf>
- Senge, P. (1990). *The Fifth Discipline: the Art and Practice of the Learning Organization*. New York: Doubleday.
- Shannon, C. E. (1948, July and October). A mathematical theory of communication. *Bell System Technical Journal*, 27, p. 379-423; 623-656. Retrieved July 10, 2005, from <http://cm.bell-labs.com/cm/ms/what/shannonday/shannon1948.pdf>
- Shannon, C.E., & Weaver, W. (1949). *The Mathematical Theory of Communication*. Urbana: University of Illinois Press.
- Sharma, Nikhil. (2005, February 23). *The Origin of the Data Information Knowledge Wisdom Hierarchy*. Retrieved July 10, 2005, from http://www-personal.si.umich.edu/~nsharma/dikw_origin.htm
- Shuy, R. W. (2002). In-Person Versus Telephone Interviewing. In J. F. Gubrium & J. A. Holstein (Eds.). *Handbook of Interview Research: Context & Method*. Thousand Oaks: Sage Publications.
- Smith, J. (2005, February 21). Proposal for HHSC call center draws ire from some. *McAllen Monitor*. Retrieved July 10, 2005, from <http://www.themonitor.com/SiteProcessor.cfm?Template=/GlobalTemplates/Details.cfm &StoryID=5800&Section=Local>
- Soboleff, Ross. (2003, July 1 a). *Department Reorganizes to Improve Service to Alaskans: New Office of Children's Services, new Division of Behavioral Health, new Division of Senior and Disability Services, among others*. (Press release). State of Alaska. Department of Health and Social Services. Retrieved July 10, 2005, from <http://www.hss.state.ak.us/press/2003/pr070103reorg.htm>
- Soboleff, Ross. (2003, March 4 b). *Health & Social Services reorganized for efficiency, better customer service: Reorganization includes internal changes, programs moving to DHSS from Depts. Of Administration and Education & Early Development*. (Press release). State of Alaska. Department of Health and Social Services. Retrieved July 10, 2005, from <http://www.hss.state.ak.us/press/2003/pr030403reorg.htm>
- Sproull, N. L. (1995). *Handbook of Research Methods: A Guide for Practitioners and Students in the Social Sciences*. 2nd Ed. Lanham, MD: Scarecrow Press, Inc.

- State Auditor's Office. (n.d.) *FTE Reporting Guidelines: Quarterly Report of Full-Time Equivalent Positions*. Retrieved July 10, 2005, from <http://www.hr.state.tx.us/advisory/FTE.html>
- State Auditor's Office. (n.d.) *Full-Time Equivalent (FTE) Employee System*. Retrieved July 10, 2005, from <http://www.sao.state.tx.us/apps/ftesystem>
- State Auditor's Office. (2005, September.) *An Audit Report on the Health and Human Services Commission's Consolidation of Administrative Support Functions*. Retrieved July 10, 2005, from <http://www.sao.state.tx.us/Reports/report.cfm/report/06-009>
- Strayhorn, Carole. (2003, February). *Comptroller's Report*. Retrieved July 10, 2005, from http://www.window.state.tx.us/taxinfo/proptax/stmt/stmt0302/stmt0302_1.html.
- Susswein, G. (2003, April 2). Capitol Roundup: Clauses in health and human services bill kick off controversy. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Susswein, G. (2003, September 18). State's retire-rehire plan has legislators skeptical: Agencies must make more budget cuts after retirees return. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Susswein, G. & Harmon, D. (2003, April 8). Social Services Cuts Approved by House. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Susswein, G. & Ward, M. (2003, July 2). State Workers Rusing to Retire: Bonuses for Quitting Will Cut Costs, May Leave Agencies Short-Handed. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Taravella, E. (2004, May 6). County May Lose 59 State Jobs to Off-site Call Centers. *The Daily Sentinel*. Retrieved July 10, 2005, from <http://www.dailysentinel.com>
- Taravekkam, E. (2004, April 11). 4/11 State employees bracing for possible mass layoff. *The Daily Sentinel*. Retrieved July 10, 2005, from <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/04/11/>. Article #1081654930
- Taravekkam, E. (2004, April 15). 4/15 State employee: Report on bill's benefits 'an illusion'. *The Daily Sentinel*. Retrieved July 10, 2005, from <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/04/15/>. Article #1082002061

- Taravekkam E. (2004, May 6). 5/6 County may lose 59 state jobs to off-site call centers. *The Daily Sentinel*. Retrieved July 10, 2005, from <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/05/06/>. Article #1083817916
- Taravekkam, E. (2004, July 29). 7/29 State employees protest HB 2292. *The Daily Sentinel*. Retrieved July 10, 2005, from <http://www.dailysentinel.com/news/newsfd/auto/feed/news/2004/07/29/>. Article #1091073508
- Texas Commission for the Blind. (2004, November 1). *Serving Texas Who Area Blind: Vision, Mission and Philosophy*. Retrieved July 10, 2005, from <http://www.tcb.state.tx.us/mission.asp>
- Texas Commission for the Deaf and Hard of Hearing. (2004, November 1). *Division for Deaf and Hard of Hearing Services*. Retrieved July 10, 2005, from <http://www.tcdhh.state.tx.us/facts.htm>
- Texas Conservative Coalition. (2003). *Texas Conservative Coalition Home Page*. Retrieved July 10, 2005, from http://www.txcc.org/tcc_home.html
- Texas Department of Aging and Disability Services. (2004, August 30 a). *About DADS*. Retrieved July 10, 2005, from http://www.dads.state.tx.us/news_info/about/index.html
- Texas Department of Aging and Disability Services. (2004, August 30 b). *Texas Department of Human Services History*. Retrieved July 10, 2005, from http://www.dads.state.tx.us/news_info/about/dhs_history.html
- Texas Department of Aging and Disability Services. (2004, August 30 c). *Texas Department of Mental Health and Mental Retardation History*. Retrieved July 10, 2005, from http://www.dads.state.tx.us/news_info/about/mhmr_history.html
- Texas Department of Aging and Disability Services. (2004, August 30 d). *Texas Department on Aging History*. Retrieved July 10, 2005, from http://www.dads.state.tx.us/news_info/about/tdoa_history.html
- Texas Department of State Health Services. (2004, August 24). *Vision and Mission*. Retrieved July 10, 2005, from <http://www.dshs.state.tx.us/visionmission.shtm>
- Texas Health and Human Services Commission. (2003, June 18 a). *Consolidation Of Health And Human Services Agencies H.B. 2292 - 78th Legislature, Regular Session, 2003*. Retrieved July 10, 2005, from http://www.hhsc.state.tx.us/news/post78/Consolidation_Summary.html

- Texas Health and Human Services Commission. (2003, November 3 b). *H.B. 2292 Transition Plan*. Retrieved July 10, 2005, from http://www.hhs.state.tx.us/consolidation/HB_2292/110303_HB2292TP1.shtml
- Texas Health and Human Services Commission. (2004, March 31 f). *Draft for Comment: Agency Council Guidelines and Rulemaking Process*. Retrieved July 10, 2005, from <http://www.hhs.state.tx.us/consolidation/Councils/Recommendations.shtml>
- Texas Health and Human Services Commission. (2004, July 2 a). *Health and Human Services System Strategic Plan FY 2005-2009*. Retrieved July 10, 2005, from http://www.hhsc.state.tx.us/StrategicPlans/HHS05-09/HHS_StPlan_rv.html
- Texas Health and Human Services Commission. (2004, July 2 e). *HHS Transformation: Frequently Asked Questions*. Retrieved July 10, 2005, from http://www.hhsc.state.tx.us/Consolidation/Consl_FAQ.html
- Texas Health and Human Services Commission. (2004, July 2 d). *HHSC Plan Will Improve Access to Services, Save \$389 Million*. Retrieved July 10, 2005, from http://www.hhsc.state.tx.us/consolidation/news/032504_eligibility.html
- Texas Health and Human Services Commission. (2004, November 1 b). *Texas is creating a new system for health and human services in Texas*. Retrieved July 10, 2005, from <http://www.hhsc.state.tx.us>
- Texas Health and Human Services Commission. (2004, May 31 c). *Transformation Overview*. Retrieved July 10, 2005, from <http://www.hhs.state.tx.us/consolidation/index.shtml>
- Texas Health Care Information Council. (2000). *About THCIC*. Retrieved July 10, 2005, from <http://www.thcic.state.tx.us/aboutthcic.htm>
- Texas House of Representatives. (2004, November 1 a). *House Committee: Appropriations*. Retrieved July 10, 2005, from <http://www.house.state.tx.us/committees/030.htm>
- Texas House of Representatives. (2004, November 1 b). *How A Bill Becomes A Law*. Retrieved July 10, 2005, from <http://www.house.state.tx.us/resources/bill2law.htm>
- Texas Legislature Online. (2004, November 1). *78th Legislature query, Bill: HB 2292 - Legislative Session: 78(R)*. Retrieved July 10, 2005, from <http://www.capitol.state.tx.us>
- Texas Rehabilitation Commission. (2002). *About Us*. Retrieved July 10, 2005, from http://www.rehab.state.tx.us/about_us.html

- Texas Senate. (2003, May 29). *Tort Reform Dominates End of Session Action at Texas Senate*. Retrieved July 10, 2005, from <http://www.senate.state.tx.us/75r/senate/Archives/Arch03/p052903a.htm>
- Total Knowledge Management (P) Ltd. (2005). *Knowledge Management Tools and Techniques for the Corporate Environment*. Retrieved October 25 2005, from <http://www.totalkm.com/corpkmttools.shtml>
- University of Texas at Austin Graduate School of Business. (1999, June). *Knowledge Management Server*. Retrieved July 10, 2005, from <http://www.mcombs.utexas.edu/kman/>
- Valdez, D. W. (2003, September 26). El Pasoans Decry State Revamping. *El Paso Times*. Retrieved July 10, 2005, from <http://elpasotimes.com>
- Valdez, D. W. (2004, April 30). Concerns about call center plan can be voiced at hearing. *El Paso Times*. Retrieved July 10, 2005, from <http://www.borderlandnews.com/stories/borderland/20040430-112054/shtml>
- Villarreal, C. V. & Zamora, M. (2004, November 9). Health and Human Services shuts one office; employees transferred to other locations. *Brownsville Herald*. Retrieved July 10, 2005, from http://www.brownsvilleherald.com/ts_comments.php?id=62126_0_10_0_C
- Walker, P. (2004, July 3). Changes in store for DHS: Cost-cutting could see office closures in Ellis County. *Waxahachie Daily Light*. Retrieved July 10, 2005, from <http://waxahachiedailylight.com>
- Ward, M. (2004, July 29). Groups condemn privatization of human services. *Austin American-Statesman*. Retrieved July 10, 2005, from <http://www.statesman.com>
- Wenger, E., McDermott, R. & Snyder, W. M. (2002). *Cultivating Communities of Practice: A Guide to Managing Knowledge*. Boston: Harvard Business School Press.
- Warren, C. A. B. (2002). Qualitative Interviewing. In J. F. Gubrium & J. A. Holstein (Eds.). *Handbook of Interview Research: Context & Method*. Thousand Oaks: Sage Publications.
- Weber, R. P. (1985). *Basic Content Analysis*. London: Sage Publications.
- Williams, F. (1992). *Reasoning with Statistics*. Fort Worth: Harcourt Brace Javanovich College Publishers.

- Wilson, B. (2004, October 27). 10-26 Wohlgemuth: Time for conservative representation. *Cleburne Times Review*. Retrieved July 10, 2005, from http://www.cleburnetimesreview.com/articles/2003/10/27/news/local_news/news01.txt.
- Wilson, B. (2004, June 22). 6-22 Group urges study of health bill. *Cleburne Times Review*. Retrieved July 10, 2005, from http://www.cleburnetimesreview.com/articles/2004/06/23/news/local_news/news10.txt
- Wilson, B. (2004, June 23). 6-23 Jobs could be lost across state. *Cleburne Times Review*. Retrieved July 10, 2005, from http://www.cleburnetimesreview.com/articles/2004/06/23/news/local_news/news02.txt
- Wilson, B. (2004, July 12). 7-12 Edwards renews call for overhaul of HB 2292. *Cleburne Times Review*. Retrieved July 10, 2005, from http://www.cleburnetimesreview.com/articles/2004/07/13/news/local_news/news05.txt
- Wilson, T.D. (2002). The Nonsense of 'Knowledge Management'. *Information Research*, 8(1). Retrieved July 10, 2005, from <http://information.r.net/ir/8-1/paper144.html>
- Zavala, Gilbert. (2003, May 30). *Senate Passes Health Agencies' Reorganization Bill at Last Minute*. Retrieved July 10, 2005, from <http://www.lonestarreport.org>
- Zeleny, M. (1987). Management Support Systems: Towards Integrated Knowledge Management. *Human Systems Management*, 7(1), 59-70.