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## Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics

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LOCAL WORKFORCE DEVELOPMENT BOARDS: ALIGNMENT WITH  
OPERATIONAL INDICATORS AND BEHAVIORAL CHARACTERISTICS

by

Sharon Humphreys Johnson

A Dissertation  
Submitted to the Graduate School,  
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in Partial Fulfillment of the Requirements  
for the Degree of Doctor of Philosophy

August 2017

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OPERATIONAL INDICATORS AND BEHAVIORAL CHARACTERISTICS

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## ABSTRACT

### LOCAL WORKFORCE DEVELOPMENT BOARDS: ALIGNMENT WITH OPERATIONAL INDICATORS AND BEHAVIORAL CHARACTERISTICS

by Sharon Humphreys Johnson

August 2017

The ability of a region to remain competitively viable is dependent upon attracting new business and retaining existing businesses (Good & Strong, 2015). In many instances, regional growth depends on the workforce and the region's ability to develop a talent pipeline of existing or accessible workers (Blakely & Leigh, 2010). The passage of the Workforce Innovation and Opportunity Act (WIOA) increases the expectations of local workforce board leadership. The WIOA vision for Local Workforce Development Boards (LWDB) is to serve as strategic leaders and act as conveners of regional workforce system partners, stakeholders, and businesses to develop new structures for working with regional economies, and engaging stakeholders to jointly lead the regional workforce system (Copus et al., 2014; Innovation and Opportunity Network, 2016).

This study examined how LWDBs align with exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics, as perceived by LWDB members. In addition to LWDB member perceptions, private and public sector board member perceptions were compared to determine differences in perceptions between the two governing groups. A non-experimental, descriptive, cross-sectional study was conducted to investigate the research objectives. Purposive, expert, non-probability sampling was used to identify a finite population of LWDB members. A census design approach was used to survey 226 local board members serving on 13

LWDBs in Virginia. Data was collected using a researcher developed, group-administered survey.

Study findings reveal LWDB members perceive local boards perform the majority of operational and behavioral activities as highly functioning LWDBs and nonprofit boards. Local Board members perceive they do not receive enough training, do not participate in annual retreats to support group training and planning, and do not plan for executive director professional development and continuing education. Few opportunities are presented to collaborate with LWDB leaders from other workforce areas and uncertainty exists regarding the use of technology resources to support and expand service delivery. LWDB members and executive directors are challenged to develop strategic local boards who contribute to regional economic viability through workforce development.

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## DEDICATION

It would be impossible to complete such a journey without the constant support of family, friends, and colleagues. This work is dedicated to the “village” of supporters who held me up and were always there working behind, beside, and in front of me to make this journey possible. I will be forever grateful for the love and support of my husband, David and my three bewildered children, Patrick, William, and Kathryn, who were constantly amazed how anyone could sit at a computer for so many months. Thank you to my parents, who did not understand why I attempted such a thing, but were supportive and are proud. We are all on our own journeys and will always support each other. Thank you to my dear friend, Gail Johnson, who supported me every day with calls and emails; always positive and encouraging. She never stopped believing. Thank you to my fellow PhD partner, Angie Walker, who supported and encouraged me as we went through this journey together – and we made it through to the end!

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## LIST OF ABBREVIATIONS

AMPC	Area Manpower Planning Council
CLEO	Chief Local Elected Officials
CETA	Comprehensive Employment and Training Act
HIW	High Impact Workforce Investment Board Initiative
HPW	High Performing Workforce Investment Board
ITA	Individual Training Account
JTPA	Job Training Partnership Act
KWIB	Kentucky Workforce Investment Board
LEO	Local Elected Officials
LWDA	Local Workforce Development Area
LWDB	Local Workforce Development Board
LWIA	Local Workforce Investment Area
MDTA	Manpower Development and Training Act
PIC	Private Industry Council
U.S. DOL	United States Department of Labor
U.S. DOL ETA	United States Department of Labor, Employment and Training Administration
VAWD	Virginia Association of Workforce Directors
WIA	Workforce Investment Act
WIB	Workforce Investment Board
WIOA	Workforce Innovation and Opportunity Act

## CHAPTER I - INTRODUCTION

Across the nation, workforce development professionals waited anxiously for the signing of the Workforce Innovation and Opportunity Act (WIOA) on July 22, 2014. For 11 years, workforce professionals worked within an unauthorized public workforce system waiting for reauthorization to address the evolving workforce and economic needs of local communities (Copus, Javier, Kavanagh, Painter, & Serrano, 2014). Public workforce system reform was delayed year-after-year due to partisan views of the public workforce system. WIOA is bipartisan legislation intended to improve the nation's workforce development system and help put job seekers to work and meet the talent pipeline needs of businesses (U.S. Department of Labor, Employment and Training Administration, n.d.d.). After passage of WIOA, the National Association of Workforce Boards (NAWB) issued a call for Local Workforce Development Boards (LWDB) to evolve into "...Activist Boards with the opportunity to have a greater impact on their communities" (Copus et al., 2014, p. 9). The NAWB stated:

We must ask ourselves what we can do as leaders in workforce development to ensure long-term economic viability for our communities and regions...It's time to get serious about leveraging our position in the community and our service delivery infrastructure to bring in more capital to invest in our nation's workforce and economy...As workforce professionals, we must re-evaluate how our boards...are growing in their professional capacity to do their jobs better. (Copus et al., 2014, p. 11).

WIOA reforms the public workforce system and increases the expectations of local workforce leadership. The WIOA vision and purpose for Local Workforce



Development Boards (LWDB) are to serve as strategic leaders and to act as conveners of regional workforce system partners, stakeholders, and businesses (Innovation and Opportunity Network, 2016). WIOA establishes a new framework to improve the effectiveness of LWDBs, to develop structures for working with regional economies, and to engage stakeholders to jointly lead the system (Copus et al., 2014). To realize the vision for WIOA, increased LWDB responsibilities include the facilitation of public-private partnerships, development and implementation of regional sector strategies and career pathways, and the development of a market-responsive workforce ecosystem (Innovation and Opportunity Network, 2016).

Chapter I introduces the research and significance for the advancement of local workforce boards as they evolve from compliance based local boards to strategically focused local boards. The next section begins with an explanation of the study background, followed by a statement of purpose, identification of the problem, research objectives, explanation of the theoretical framework, significance of the study, explanation of possible limitations and delimitations, and ends with definitions of key terms and acronyms. The background begins with the connection between economic and workforce development, an introduction of workforce challenges, and the need for LWDB leadership.

## Background

For a region to remain competitively viable in the 21st century, the region is dependent upon attracting new business and retaining existing business (Good & Strong, 2015). Business attraction and retention are based primarily on the region's workforce and the ability to develop a talent pipeline of existing workers or to access skilled

workers (Blakely & Leigh, 2010). Frequently, communities experience workforce challenges that make it difficult to have a work-ready talent pipeline.

#### *Workforce Challenges Impact Affect Economic Growth*

While specific workforce challenges vary by community, five workforce challenges from related literature serve as examples of common challenges within local workforce areas. The first challenge is the gap between the skills workers possess and the skills businesses need (Fleming, 2013; Gray & Herr, 2006; National Skills Coalition, 2014; Virginia Community College System, 2015). Second, long term unemployed (LTU) workers are disconnected from the workplace and their careers, possess outdated skills, choose social isolation, and harbor feelings of hopelessness (Carbone, 2015; Council of Economic Advisors, 2015). The third workforce challenge is unemployed older workers who lost jobs during the most recent recession, have fewer options for employment, and need accelerated training with workforce-valued credentials (Bureau of Labor Statistics, 2010; Latham & Vickers, 2015; Wander, 2015). Disenfranchised youth who are not involved in either school or the labor market, are the fourth workforce challenge (Belfield, Levin, & Rosen, 2012). The final workforce challenge is the reduction in workforce funding for public workforce development and private sector worker training. The decline in workforce funding has occurred with a simultaneous increase in the demand for training (Blakely & Leigh, 2010; Council of Economic Advisers, 2015; Dowd & Shieh, 2013; Wander, 2012, 2013, 2015).

#### *Need for LWDB Leadership*

When communities experience workforce challenges, training and retaining the skilled workforce needed by businesses become difficult. For regional economies to be

economically viable, businesses need to access and retain a skilled workforce and a talent pipeline (Blakely & Leigh, 2010; Good & Strong, 2015). Strong, strategic LWDBs are positioned to address workforce challenges and meet the workforce needs of businesses (Copus et al., 2014). With WIOA reforms and the increased expectations of LWDBs, a new framework potentially improves the effectiveness of LWDBs, establishes structures for working with regional economies, and engages stakeholders to jointly lead the local workforce system (Copus et al., 2014).

Too often LWDBs operate at a compliance level with an operations perspective focused on the one-stop center as the retail point for delivery of workforce development services. From a retail perspective, services are delivered in small quantities, one at a time; one job order, one job seeker placement, one trainee, or one business at a time. From a tactical, operational perspective, one-stops serve a small percentage of workers and businesses (Babich, 2006; Corporation for a Skilled Workforce, 2011). However, when LWDBs operate at a strategic level from an economic viability perspective, the engaged board leaders become the core of the wholesale delivery model with impact at the community level (Babich, 2006; Corporation for a Skilled Workforce, 2011). From a wholesale or board perspective, significant economic advancement is realized through collective impact with the LWDB as the backbone organization (Babich, 2006; Corporation for a Skilled Workforce, 2011; Good & Strong, 2015; Hanleybrown, Kania, & Kramer, 2012;).

#### *LWDB Leadership Evolution*

To understand the current state of LWDB leadership within the public workforce system, this section examines the origin of the workforce system through United States

Department of Labor (U.S. DOL) legislation from 1962 to 2016 and the evolution of the local leadership structure associated with each workforce act. The 1962 Manpower Development and Training Act (MDTA) propelled the federal government into adult education and human resource development with a local planning council leadership structure (Dynamic Works Institute, 2007; HR Policy Association, n.d.; Kremen, 1974). The Comprehensive Employment and Training Act (CETA) was enacted in 1973 to consolidate fragmented federal workforce programs and also included local planning councils (Advisory Commission on Intergovernmental Relations, 1977; Holzer & Waller, 2003). The Job Training Partnership Act (JTPA) was enacted in 1981 and began to move responsibility and accountability for public workforce system programs from the federal level to the local level (National Commission for Employment Policy, 1993) and included the establishment of Private Industry Councils (PIC) (HR Policy Association, n.d.; National Commission for Employment Policy, 1993). The implementation of the Workforce Investment Act (WIA) in 1998 was led by a Workforce Investment Board (WIB) (Social Policy Research Associates, 2013; Workforce Investment Act, 1998). The 2014 Workforce Innovation and Opportunity Act (WIOA) aligned the public workforce system with education and economic development and is led by regional leaders on a Workforce Development Board (WDB) (U.S. Department of Labor, Employment and Training Administration, n.d.b; Workforce Innovation and Opportunity Act, 2014).

#### *LWDB Effectiveness Research*

The previous section provided a review of the evolution of LWDB leadership through the various US DOL workforce acts within the public workforce system. As evidenced by the historical review, the structure for local workforce leadership has

evolved from the MDTA period of local jurisdiction circumvention to the CETA period of monitoring and employment evaluation, to the JTPA period of program management, to the WIA period of strategic planning and system oversight, to the WIOA period of strategic system capacity building and alignment. Because of the evolution and changing roles and responsibilities of local workforce leadership, the literature was reviewed to identify local board roles and success factors associated with highly effective local workforce boards. While little research exists, three sources were identified to provide insight regarding effective LWDBs.

The first of three studies was commissioned by the Missouri Division of Workforce Development (DWD) in 2006 and conducted by the Corporation for a Skilled Workforce (CSW). The Missouri DWD believed the greatest workforce impact to the community came from strong vision and leadership from the local workforce board (Babich, 2006). The Missouri study was organized around a framework of components perceived to be necessary for an effective, local workforce board and based on inputs necessary to create outputs that define a highly effective workforce board (Babich, 2006; Collins, 2005;). The framework consisted of four local workforce board input components: (a) measuring success; (b) managing board work; (c) working strategically; and (d) developing and managing financial resources. Workforce board input components aligned with success factors and related operational indicators. Success factors and indicators outlined the role and responsibilities of effective local workforce boards and encouraged continuous evolution of local workforce boards through empowerment of board members (Babich, 2006).

The second initiative was a Kentucky High Impact Workforce Investment Boards initiative (HIW) commissioned by the Kentucky Workforce Investment Board (KWIB) and conducted by CSW. The purpose of the initiative was to foster support and grow Kentucky WIBs to have community impact within their service regions (Kentucky Workforce Investment Board, n.d.). The initiative began with an inclusive and collaborative process of defining the principles to guide the work for the study and framing the high impact model. Using the guiding principles as defined by a stakeholder steering committee, the critical attributes of high impact boards were defined and evolved into three high impact board goals: (a) working strategically; (b) developing and managing resources; and (c) managing the board's work. Within the three goals, 11 high impact criteria and 63 success indicators were defined. Through three phases, workforce boards focused on assessment, technical assistance, capacity building, and High Impact Certification (Corporation for a Skilled Workforce, 2011).

The third study released in 2013, is a local workforce board leadership initiative by Social Policy Research Associates (SPR) in collaboration with the U.S. Department of Labor, Employment and Training Administration (U.S. DOL ETA). The purpose of the initiative was twofold: build awareness of the local workforce board role within the workforce system and educate local workforce board members about responsibilities. The initiative emphasized local workforce board member roles at three levels: grant steward, system builder, and regional backbone; and aligned operational indicators by workforce board role (Social Policy Research Associates, 2013).

*Nonprofit Board Effectiveness Research*

The previous section reviewed the limited research supporting the roles, functions, operational indicators, and success factors of exemplary LWDBs. Because many local workforce boards establish themselves as nonprofit organizations, the literature review was expanded to identify behaviors and characteristics of effective nonprofit boards (BoardSource, 2016; Chait et al., 1996, 2005; Trower, 2013). The related literature review yielded characteristics and behavioral indicators of effective nonprofit boards (Brown, 2005; Chait et al., 1991; Holland & Jackson, 1998; Ingram, 2015). Six dimensions are identified for nonprofit board effectiveness: contextual, political, strategic, analytical, educational, and interpersonal (BoardSource, 2016; Brown, 2005; Chait et al., 1991; Holland et al., 1989). Dimensions for nonprofit board effectiveness focus on group dynamics and include: (a) contextual, to understand the organizational environment; (b) political, to develop productive external relationships; (c) strategic, to focus on the future; (d) analytical, to provide insights from diverse constituencies; (e) educational, to advance member and organizational learning; and (f) interpersonal, to focus on the well-being of the board as a collective group (BoardSource, 2016; Brown, 2005; Chait et al., 1991; Holland et al., 1989). According to nonprofit board research, when these six dimensions are consciously developed, the nonprofit board experiences a shift from management to governance (BoardSource, 2016; Chait, Ryan, & Taylor, 2005; Trower, 2013), which is similar to the evolution from compliance to strategically focused LWDBs.

### Problem Statement

Ideally, the LWDB helps improve the regional economy through meaningful investment in human capital. To address regional workforce challenges, the LWDB is

flexible and defines and shapes strategies to meet regional workforce needs (Copue et al, 2014). An exemplary LWDB provides strategic leadership to address and collaboratively solve both private sector business and job seeker workforce problems (Hewat & Hollenbeck, 2015). Strategically, a LWDB leads through regional workforce convening of partners and stakeholders; acquisition, brokering, and organization of resources; analysis of labor market intelligence; measurement of regional workforce metrics; and alignment of workforce initiatives with economic development (Copus et al., 2014; Good & Strong, 2015; National Association of State Agencies, 2014; U.S. Department of Labor, Employment and Training Administration, n.d.a, n.d.d; Workforce Innovation and Opportunity Act, 2014).

In reality, the sole or primary function of many LWDBs is to manage the current federal workforce legislation and appropriately manage the federal funds allocated under the act (Social Policy Research Associates, 2013). The LWDB that functions exclusively with an operational focus considers the board's primary responsibilities as management of American Job Centers, tracking federal workforce legislation performance measures, program monitoring, and procurement of service providers (Good & Strong, 2015). LWDBs with an operational focus excel in compliance and oversight, but are challenged when the focus shifts to strategic activities with external partners, stakeholders, and conditions (BoardSource, 2015; Social Policy Research Associates, 2013). Boards focusing solely on the operational aspect of the workforce act are weakest when the work of the board includes complex problems, convoluted situations, and multiple solutions (BoardSource, 2015).



Consequently, the operational LWDB model of leadership does not support strategic aspects of the board. Operation focused leadership does not support regional workforce innovation and a shared local vision (Copus et al., 2014). More specifically, the operational focus means regional strategic planning does not link workforce initiatives to economic development; cross sector partner collaboration is stymied; and, development of fiscal, program, and partner resources is limited (Copus et al., 2014; Hewat & Hollenbeck, 2015; Jung, 2012). The lack of regional strategic leadership stunts economic growth. Without strategic leadership, there is little alignment between economic development, business needs, education, and workforce development. Businesses do not find the skilled workers they need to hire and workers who are unskilled or with outdated skills do not find jobs (Copus et al., 2014; Eberts, 2013; Hewat & Hollenbeck, 2015; Jung, 2012; Woloshansky, 2001). LWDBs need strategic leadership to foster public and private partnerships, develop resources that ensure job seekers find employment, and businesses find talent to fill job vacancies resulting in regional economic growth for the 21st century (Good & Strong, 2015).

#### Purpose of the Research

The purpose of the study is to determine how the activities performed by Local Workforce Development Board (LWDB) members are perceived to align with the operational indicators of exemplary LWDBs and the behavioral characteristics of effective nonprofit boards. LWDB activity alignment is based on exemplary LWDB operational indicators (Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013) and effective nonprofit board behavioral characteristics (Brown, 2005; Chait, Holland, & Taylor, 1991; Holland, Chait, & Taylor,

1989; Holland & Jackson, 1998) as defined in the literature. Private and public sector LWDB member perceptions of exemplary operational indicators and effective nonprofit board behavioral characteristics are compared.

### Significance of the Study

Numerous workforce partner and stakeholder entities have the opportunity to benefit from the results of the study including LWDBs, businesses, job seekers, workers, workforce partners, communities, elected officials, and the public workforce system. Results may provide LWDB leadership and members with information about operational indicators associated with exemplary LWDBs from research conducted by the Missouri Division of Workforce Development (Babich, 2006), the Kentucky Workforce Investment Board (Corporation for a Skilled Workforce, 2011; Kentucky Workforce Investment Board, n.d.), and the U.S. Department of Labor, Employment and Training Administration (Social Policy Research Associates, 2013). Behavioral Characteristics of effective nonprofit boards may provide insight for strategically evolving LWDBs (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). Findings may inform board training, development planning, expenditures, and direct technical assistance support for local boards as they evolve from the current state to the next level of regional, strategic workforce leadership.

Businesses may benefit from an evolved workforce board leadership model and a team of regional partners working collaboratively, with a singular focus, to address workforce needs through a demand driven system (Copus et al., 2014; U.S. Department of Labor, Employment and Training Administration, n.d.a). Job seekers and workers may benefit from unified workforce partners re-envisioning a customer centered service

delivery system. Workforce partners may benefit from a collaborative environment where resources are leveraged; efforts are not duplicated and partners work to their strengths (U.S. Department of Labor, Employment and Training Administration, n.d.c). A more efficient streamlined system can provide readily available and easy access to services for businesses and workers (U.S. Department of Labor, Employment and Training Administration, n.d.c). Communities within the region can benefit from an alignment of business needs to education offerings to workforce initiatives to economic growth (Copus et al., 2014). The state workforce system including the Chief Executive Officer, Chief Workforce Development Officer, Virginia Board for Workforce Development (VBWD), and Virginia Association of Workforce Directors (VAWD) may benefit from a stronger local workforce network supporting and advancing the Virginia workforce ecosystem.

### Research Objectives

Objectives of this study focus on alignment of exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics as perceived by LWDB members in Virginia. In support of the study purpose, the following research objectives examine the alignment between LWDB operational indicators and behavioral characteristics. The research objectives listed below are derived from a review of the literature and support the purpose of the study:

RO1: Describe LWDB member demographic characteristics by service sector, LWDB service region, years of LWDB service, gender, age, race, ethnicity, and education level.

- RO2: Determine LWDB member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management.
- RO3: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management.
- RO4: Determine LWDB member perceptions of the alignment of LWDB activities with the behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions.
- RO5: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with the behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions.

### Conceptual Framework

The conceptual framework (Figure 1) depicts the study's objectives of determining the alignment of exemplary LWDB operational indicators and LWDB member perceptions, the alignment of effective nonprofit board behavioral characteristics and LWDB member perceptions, and comparing private sector and public sector board members' perceptions. The conceptual framework begins with workforce challenges represented as arrows pressuring communities. To attract and retain businesses, a

community needs to develop a talent pipeline of existing workers or to access skilled workers (Blakely & Leigh, 2010). Workforce challenges make it difficult to have a work-ready talent pipeline, which often impedes regional economic growth (Good & Strong, 2015). The outer ring of the diagram depicts the LWDB as community workforce leadership within the public workforce system.

The five circles represent the research objectives; description of LWDB member demographic characteristics (RO1), determination of LWDB member perceptions of activity alignment with operational indicators of exemplary LWDBs (RO2), comparison of LWDB private and public sector member perceptions of activity alignment with operational indicators of exemplary LWDBs (RO3), determination of LWDB member perceptions of activity alignment with behavioral characteristics of effective nonprofit boards (RO4), and a comparison of LWDB private and public sector member perceptions of activity alignment with behavioral characteristics of effective nonprofit boards (RO5). Exemplary LWDB operational indicators were identified through local workforce board research based on local board roles, responsibilities, functions, and standards (Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013). Effective nonprofit board behavioral characteristics were identified through nonprofit board research and include the six dimensions and related behavioral indicators (BoardSource, 2016; Brown, 2005; Chait et al., 1991; Holland et al., 1989).

The theoretical framework for this study is depicted as the inner ring in Figure 1. The foundational theories include human capital theory, stewardship theory, resource dependence theory, and systems theory. Each of the theories supports and connects the research objectives. Human capital theory connects workforce development as an

investment in human capital and leads to economic growth with increased wages and business earnings (Becker, 1993; Schultz, 1961; Swanson & Holton, 2001; Swanson & King, 1991; Sweetland, 1996). Human capital development is the core of the LWDB mission. Private and public sector LWDB members work collaboratively with partners to address the needs of businesses and workers to drive local workforce solutions and support growing local economies (Copus et al., 2014). Stewardship theory provides insights on the selection and appointment of LWDB members and the recruitment and hiring of staff to the board based on self-actualization and collective service behaviors (Davis et al., 1997; Donaldson & Davis, 1991; Muth & Donaldson, 1998; Van Slyke, 2007). Primary responsibilities of LWDB leadership are board member recruitment and development, and Executive Director hiring, development, and evaluation (Babich, 2006; Corporation for a Skilled Workforce, 2011). Resource dependence theory considers how the need for external resources and the need to leverage resources affect the internal behavior and operations of the LWDB as it pertains to the acquisition and sharing of workforce resources (Brown, 2005; Davis & Cobb, 2009; Eikenberry & Kluver, 2004; Hillman & Dalziel, 2003; Johnson, 1995; Pfeffer & Salancik, 1978). Finally, systems theory promotes system thinking and the connectivity among the various parts of a system or the connection of multiple systems (Swanson & Holton, 2001). The LWDB role of convening, brokering, and leveraging requires board members to be system thinkers at the center of regional workforce challenges. Developing solutions to workforce challenges requires connectivity to and an understanding of complex public and private systems (Copus et al., 2014; National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014).

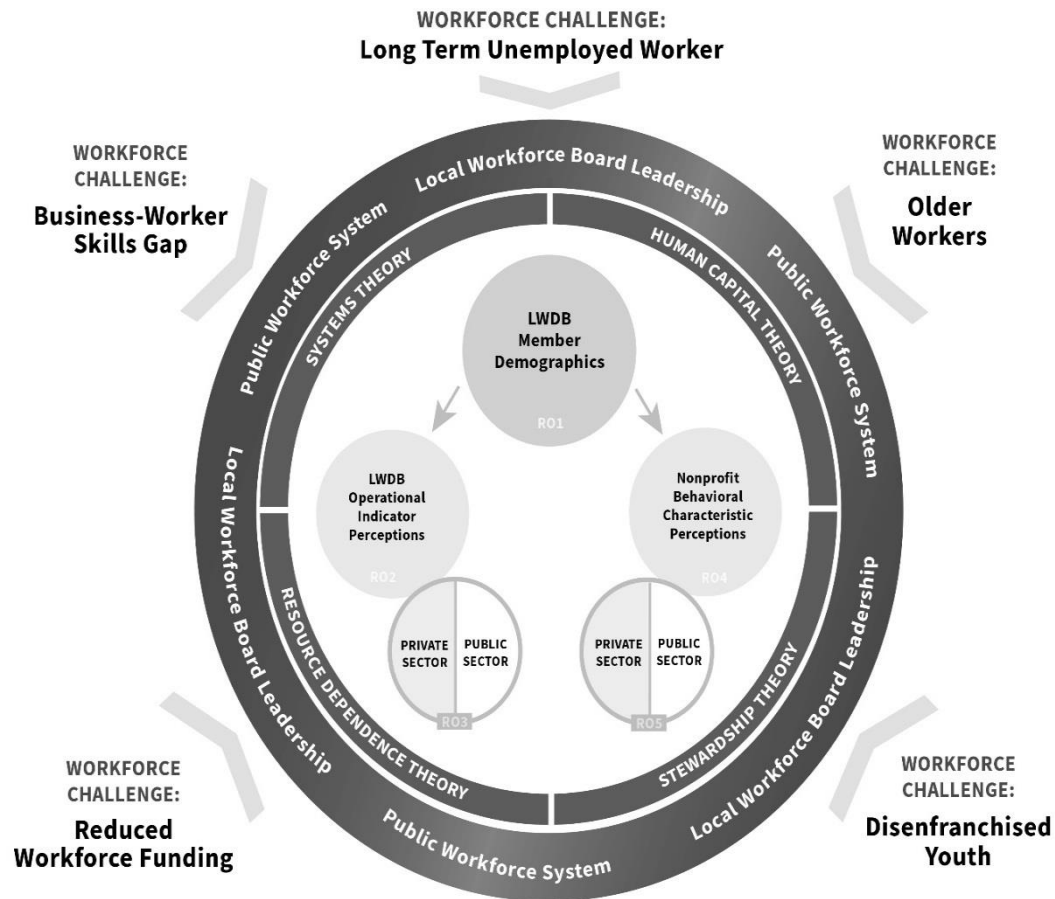


Figure 1. Conceptual Framework

## Limitations

Study limitations are factors, which affect the study and are not within the control of the researcher (Roberts, 2010). Limitations for this study included the lack of survey instruments, the finite population of LWDBs and LWDB members and survey participation concerns, and reliance on board member participant perceptions. The first limitation was the lack of an existing survey instrument to measure effective LWDB operational indicators. A proprietary board self-assessment questionnaire existed to measure nonprofit board behavioral characteristics, but was not available for study

purposes. To address this limitation, the researcher developed a survey instrument based on synthesized data from success factor research of exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics.

The second limitation pertained to data collection and the finite number of LWDBs and LWDB members. Data collection was dependent upon LWDB executive director and chairperson agreement to allow local board members to participate in the study. The executive director was also responsible for coordinating the local area board meeting logistics and communicating directly with the LWDB members. Working through the Virginia Association of Workforce Directors (VAWD), the researcher confirmed LWDB executive director interest in study participation.

The third limitation was reliance on the measurement of local board member perceptions of LWDB operational indicators and nonprofit board behavioral characteristics. Board members who are satisfied or engaged serving on the board and are in agreement with the board's direction may be predisposed to respond with responses that are more positive. Likewise, board members who are dissatisfied or not engaged serving on the board and are not in agreement with the board's direction may be predisposed to respond with negative responses.

#### Delimitations

Study delimitations are based on choices made within the control of the researcher and for this study include the study population and the timeframe of the study (Roberts, 2010). The study population was limited to the 15 certified LWDBs in Virginia and all boards met local workforce area requirements to conduct business under federal WIOA regulations (Workforce Innovation and Opportunity Act, 2014; Workforce Investment



Act, 1998). Survey respondents were LWDB members present at regularly scheduled board meetings. The timeframe for data collection was a four month period to accommodate established bimonthly and quarterly LWDB meeting schedules for the 15 local boards.

LWDBs in Virginia were selected for several reasons. First, Governor Terry McAuliffe's administration is focused on economic development and the alignment of workforce development in support of economic growth in Virginia. His administration finds value in initiatives that improve LWDB effectiveness because the role of local boards is an important component of the Virginia workforce ecosystem. Second, the implementation of WIOA requires LWDBs to function at a higher strategic level with additional roles and responsibilities. LWDBs are required to evolve from operational, compliance-based boards to more strategic, impactful boards. Third, LWDB executive directors and chairpersons are interested in developing their local boards and are committed to LWDB member training and development. Last, the Virginia Board for Workforce Development (VBWD) supports the development of strong local boards to implement Virginia workforce policy and provide improved service delivery to businesses and job seekers. Virginia was a good match and viable candidate for the LWDB alignment study because of the demonstrated interest from all levels of leadership in supporting and developing LWDBs.

### Definitions of Key Terms

Definitions provide clarity for key terms used in the public workforce development profession. Understanding the terms and definitions are imperative for the study.

1. Board Capital – The value nonprofit board members bring to the organization.  
Board capital may be a combination of human capital, including expertise, experience, and reputation; and relational capital including networks and connections to external entities (Brown, 2005; Hillman & Dalziel, 2003). Board capital may be further refined to include intellectual, reputational, political, and social capital (Chait et al., 2005).
2. Career Pathways – A human capital development approach for individuals with different levels of abilities and needs, connecting progressive levels of education, training, supportive services, and credentialing for specific occupations to maximize individual progress and success (Alliance for Quality Career Pathways, 2014).
3. Labor Market Information – Descriptive data to understand the labor conditions in a region or local area; examples are employment statistics, unemployment rates, wages, unemployment insurance claims, and job projections (Alliance for Quality Career Pathways, 2014).
4. Labor Market Intelligence – The analysis and interpretation of labor market information to draw conclusions for policy development and local decision making (Alliance for Quality Career Pathways, 2014).
5. Long Term Unemployed – Individuals who are without a job and have been looking for employment for 27 weeks or longer (Bureau of Labor Statistics, 2014).
6. Middle-skill Jobs – Jobs that require education and training beyond high school, but do not require a four year degree (National Skills Coalition, 2014).

7. Opportunity Youth – Youth between 16 and 24 years old who are not building human capital in secondary or post-secondary education and are not building labor market skills by working (Belfield et al., 2012).
8. Regional Convener – “The local workforce development board having responsibility for coordinating business, economic development, labor, regional planning commissions, education at all levels, and human services organizations to focus on community workforce issues and the development of solutions to current and prospective business needs for a skilled labor force at the regional level” (Code of Virginia, 2015, pp. 275, 292).
9. Skills Gap – Difference in the skills required or needed for a job and the actual skills possessed by the employee or job applicant (National Skills Coalition, 2014).
10. Sector Partnerships – Organizations working together to address the common needs of businesses and develop coordinated, aligned solutions that benefit both businesses and workers. Sector partnerships are the core of connecting career pathways to industry clusters (Woolsey & Groves, 2013).
11. Sector Strategies – Partnerships driven by business that bring together government, education, economic development, organized labor, and community organizations to focus on the workforce needs of an industry within a defined regional labor market (Woolsey & Groves, 2013).
12. Unemployed – An individual who is jobless, who wants a job, is looking for a job, and is available for work (Bureau of Labor Statistics, 2014).

13. Upskilling – Human capital development strategies to increase skills of lower skilled incumbent workers to advance them into middle and high-skilled occupations (U.S. Department of Labor, 2016).

### Summary

Local area economic competitiveness in the 21st century depends on attracting new business and expanding existing businesses (Good & Strong, 2015). Businesses depend on an existing skilled workforce or access to workforce talent (Blakely & Leigh, 2010). Communities experience numerous workforce challenges including worker skill gaps, LTU workers, older workers, disenfranchised youth, and reduction in workforce funding (Belfield, et al., 2012; Carbone, 2015; Latham & Vickers, 2015; National Skills Coalition, 2014; Wander, 2012, 2013, 2015). Numerous federal workforce acts advance the public workforce system. Each act included a local workforce leadership structure and the increased expectations of local leadership, evolving from detail program monitors and employment evaluators to strategic workforce and community leaders (HR Policy Association, n.d.; Workforce Innovation and Opportunity Act, 2014; Workforce Investment Act, 1998). Too often LWDB members view their work as compliance-based and operational instead of strategic and impactful. Several studies and initiatives provide operational indicators of exemplary LWDB governance practices and research to identify behavioral characteristics of effective nonprofit boards (Babich, 2006; Chait et al., 1991; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013). Because workforce development is a critical component of economic development; strategic, effective LWDBs are needed for regional economic success (Blakely & Leigh, 2010; Good & Strong, 2015).

The first step in examining success factors of exemplary LWDBs and effective nonprofit boards begins with a review of the literature. Chapter II offers a review of the relevant literature, which provides an understanding of the workforce challenges that have an impact on local economic growth, a summary of the public workforce system acts and the related local workforce system leadership structure, a review of operational indicators from exemplary LWDBs, and a review of behavioral characteristics from effective nonprofit boards. Chapter III includes the research design and methodology for the quantitative study and provides information about the population and sample, instrumentation, data collection procedures, and data analysis. Chapter IV discusses the data analysis and research results. Chapter V covers the findings, conclusions, implications, discussion, and limitations and delimitations.

## CHAPTER II – LITERATURE REVIEW

The ability of a region to remain competitively viable is dependent upon attracting new business and retaining existing businesses (Good & Strong, 2015). In many instances, regional growth depends on the workforce and the region's ability to develop a talent pipeline of existing or accessible workers (Blakely & Leigh, 2010). The literature review presents the conceptual framework in support of the research. Workforce development challenges and local workforce leadership are discussed as a construct connected to a region's economic growth. Evolution of the public workforce system and the related LWDB leadership structures are discussed; effective LWDB indicators, criteria, and roles, as well as characteristics of effective nonprofit boards are also reviewed. The chapter concludes with a presentation of theories supporting the research: (a) human capital theory relative to the development of a regional workforce; (b) stewardship theory relative to the role of LWDB members and staff; (c) resource dependence theory as it relates to the acquisition and leveraging of workforce resources; and (d) systems theory as it relates to regional workforce challenges and solutions connected to complex public and private systems

### Workforce Challenges and LWDB Leadership

The economic development and workforce development connection is introduced with examples of some complex workforce challenges that affect local regions. Among the workforce challenges are: (a) the gap between what skills workers have and what skills businesses need; (b) long-term unemployed workers who are disconnected from career and the workplace; (c) older workers with limited retirement resources and many financial obligations; (d) older youth who are disenfranchised from school and work; and

(e) reduction in funding for public workforce development and private human capital development. The section will close by explaining why strong, strategic LWDBs are needed to improve the quality of the workforce development system and to lead community, private, and public partners. Strong and deliberate LWDB leadership can address business and community workforce needs through coordination and aligning the development of solutions with regional workforce challenges.

To grow and thrive economically in the twenty-first century, a region must be proficient at human capital development (Blakely & Leigh, 2010; Good & Strong, 2015). The region must be able to address the business demand side of workforce development. The growth of business depends on a region's ability to develop, upskill, educate, and credential a talent pipeline. Businesses are deciding where to locate and expand operations based on the accessibility of a skilled workforce or the timely upskilling of an accessible workforce (Good & Strong, 2015). The demand for labor remains below the job seeker supply and this trend is expected to continue into the foreseeable future (Blakely & Leigh, 2010; Good & Strong, 2015). Today, numerous regional workforce challenges need to be understood and addressed by regional leadership through LWDBs (Copus et al., 2014; Good & Strong, 2015; U.S. Department of Labor, Employment and Training Administration, n.d.b).

### *Worker Skills Gaps*

Many jobs go unfilled because workers lack the skills needed by employers (National Skills Coalition, 2014; Virginia Community College System, 2015). The difference between what skills employers want and what skills workers have is known as a skills gap and is most notable for middle skill jobs (National Skills Coalition, 2014).

Middle skill jobs require education beyond high school, but not a four-year degree (Virginia Community College System, 2015). According to the National Skills Coalition (2014), middle skill jobs make up the largest part of the United States' labor force. Fifty-four percent of all jobs in 2012 were middle skill jobs. Between 2012 and 2022, it is projected that 49% of job openings will be for middle-skill jobs (National Skills Coalition, 2014). While middle skill jobs account for 54% of the U.S. labor force, only 44% of workers are sufficiently middle-skill trained (National Skills Coalition, 2014).

According to Fleming (2013) and Gray and Herr (2006), the misalignment of skills and jobs is linked to a workplace staffing ratio known as the 1:2:7 ratio. For every one job that requires a master's degree or more, there are two professional jobs that require a bachelor's degree, and seven jobs that require additional postsecondary training (Fleming, 2013; Gray & Herr, 2006). Additional postsecondary training comes in the form of an associate's degree, an industry recognized certificate or credential, or another type of industry-specified training. The ratio is fundamental to all industries within the economy (Fleming, 2013; Gray & Herr, 2006). A strategically led LWDB is able to establish a high level of business engagement by working with education and regional partners. Business engagement and strategic workforce partnerships ideally position the LWDBs to address the training needs of the seven individuals within the staffing ratio who require additional postsecondary training (Copus et al., 2014; Virginia Community College System, 2015).

#### *Long-Term Unemployed Workers*

While jobs remain unfilled, many workers are unemployed for 27 weeks or longer (Sharone, Ghayad, Basbug, Vasquez, & Rosin, 2015). The longer a worker is



unemployed, the more difficult it is for the worker to find employment and the lengthy period of unemployment becomes a barrier to employment (Carbone, 2015; Sharone et al., 2015). College-educated workers experience long-term unemployment, but at lower levels of unemployment. The college-educated unemployed worker may have education, experience, and skills but the biggest barrier to employment remains the length of unemployment (Sharone et al., 2015). As of December 2014, 32% of unemployed workers were defined as long term unemployed (LTU). The long term unemployment rate remains high in some regions when compared with the 2008 pre-recession unemployment rate (Council of Economic Advisors, 2015). Traditional public workforce system programs are designed to meet the needs of short term unemployed workers when the economy is growing at a consistent pace (Carbone, 2015). However, conventional short-term programs do not meet the needs of LTU workers who become disconnected from the workplace and their careers, possess outdated or irrelevant skills, choose to isolate themselves, and have feelings of hopelessness (Carbone, 2015). Local workforce areas must address the challenge of emotionally and professionally preparing the LTU worker for re-entry into the workforce (Carbone, 2015).

### *Older Workers*

Older workers are defined as 55 years of age and older and, once unemployed, typically face longer periods of unemployment than younger workers (Bureau of Labor Statistics, 2010; Latham & Vickers, 2015). In a community college national survey conducted in 2008 for the Plus 50 Initiative, almost 50% of community colleges did not offer workforce development programming for the 50-year-plus age group (LFA Group, 2009). The 2008 recession accelerated the increased numbers of older workers coming to

the community college for workforce training and career coaching and community college enrollment of students 50 years and older began increasing at a steady rate starting in 2009 (Mullin, 2012). When older workers experience layoffs, need to unexpectedly return to the labor market, or need to upskill to remain competitive in the workforce, they need workforce services geared to their age cohort. Older workers have fewer options for employment and have specific workforce development needs for accelerated training programs, short term certificates, and workforce-valued credentials for growth occupations (Latham & Vickers, 2015).

### *Disenfranchised Youth*

A growing number of older youth, sometimes referred to as opportunity youth, are 16 to 24 years of age and not involved in either school or the labor market. Identified as disenfranchised youth, this population represents the most difficult to serve and requires substantial targeted investments. If investments for this target market are effective, a significant return on investment is realized and reduces the future lifetime taxpayer burden and social burden. As of 2012, an estimated 6.7 million opportunity youth yielded an aggregate taxpayer burden of \$1.56 trillion and aggregate social burden of \$4.75 trillion (Belfield et al., 2012). The taxpayer cost and social cost increase each year, because a new youth cohort is added each year (Belfield et al., 2012).

### *Reduced Workforce Funding*

In addition to harsh labor market challenges, the local workforce development system is affected by funding factors, including: (a) changes in government funding since the 2008 recession, (b) reductions in state education funding, and (c) reductions in business funding for training. A long-term decline in funding for the public workforce

system has occurred with an increased demand for services through the same system. Particularly after the 2008 recession, the public workforce system continues to be strained (Wander, 2012, 2013, 2015). Many local areas are affected by the decline in state funding for higher education. Reduced funding places an additional strain on technical schools and community colleges, which are training providers for the public workforce system (Dowd & Shieh, 2013). In addition to reduced funding for the public workforce system, employer-funded training has declined. Workers receiving training paid by employers dropped from 19.4% in 1996 to 11.2% in 2008 (Blakely & Leigh, 2010). Likewise, workers receiving on-the-job training (OJT) declined from 13.1% to 8.4% during the same time period (Council of Economic Advisers, 2015). Reductions in employer-funded worker training were consistent for two decades, which left workers to find other training providers and funding sources for occupational skills development. The absence of traditional funding left many workers looking to their local workforce development system for funded training (Blakely & Leigh, 2010).

#### *Need for LWDB Leadership*

The continuous drop in funding makes the common practice of leveraging public workforce system funds at the local level more important. To find, develop, and leverage funding requires the LWDB to understand the funding structure and possible resource connections (Eyster, Durham, Van Noy, & Damron, 2016). Leveraging funds from federal, state, local, grant, nonprofit, and partner sources is necessary to serve as many participants and businesses as possible. Additional funding is required to implement strategic workforce initiatives to resolve regional workforce problems beyond basic employment and training services. Due to funding challenges encountered by the public

workforce system, LWDBs should seek alternative funding sources such as grants and public-private partnerships to support local workforce development (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014; Workforce Innovation and Opportunity Act, Notice of Proposed Rule Making, 2015).

Diversification and leveraging of funds is a new role for LWDBs and one way boards are relevant to the communities that they serve. LWDBs need to modify their mission to be relevant in the 21<sup>st</sup> century economic and workforce development economy (Good & Strong, 2015). Currently, many LWDBs function only to manage the current federal workforce act. LWDBs with an operational focus are primarily responsible for management of American Job Centers, tracking performance measures, program monitoring, and procurement of service providers (Good & Strong, 2015). For successful reimagining of the workforce system, LWDBs need to be strategically focused while convening and coordinating community partners, brokering and organizing resources, and researching and analyzing regional workforce metrics (Corporation for a Skilled Workforce, 2006; Good & Strong, 2015). The fundamental concepts of the 21<sup>st</sup> century labor market have shifted, raising new challenges that should be addressed by strategic regional LWDB leadership (Good & Strong, 2015).

#### Public Workforce System Evolution and Local Leadership Structures

The history of the public workforce system begins with an introduction to the U.S. Department of Labor (U.S. DOL). To understand the origin of the public workforce system and the evolution of the local leadership structure, the review of the literature provides an explanation of primary workforce acts and corresponding local workforce leadership structures. A review of U.S.DOL public workforce system acts includes the

1962 Manpower Development and Training Act (MDTA); the 1973 Comprehensive Employment and Training Act (CETA); the 1982 Job Training Partnership Act (JTPA), the 1988 Workforce Investment Act (WIA), and the 2014 Workforce Innovation and Opportunity Act (WIOA).

*Establishment of the United States Department of Labor*

Workforce development has long been a focus of U.S. government policies. The first official movement toward workforce policy occurred with the signing of the Organic Act on March 4, 1913, which established the U.S. Department of Labor (U.S. Department of Labor, Office of the Assistant Secretary for Administration and Management, n.d.). Hours before Woodrow Wilson took office, President William Howard Taft signed the Organic Act, which created the new executive department (MacLaury, 1998; U.S. Department of Labor, Office of the Assistant Secretary for Administration and Management, n.d.). The action resulted from a concerted, 50-year organized labor effort to have a voice in the executive branch (MacLaury, 1998). According to the Organic Act, Public Law 426-62, Section 1, “The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment” (U.S. Department of Labor, Office of the Assistant Secretary for Administration and Management, n.d.). The newly sworn-in President Woodrow Wilson appointed the first Secretary of Labor on March 6, 1913, Congressman William B. Wilson, the founder and former Secretary-Treasurer of the United Mine Workers of America (U.S. Department of Labor, Office of the Assistant Secretary for Administration and Management, n.d.).

### *Manpower Development and Training Act*

The Manpower Development and Training Act (MDTA) was signed into law by President John F. Kennedy on March 15, 1962 to address unemployment problems related to automation (MacLaury, 1998). MDTA legislation was deemed necessary because of the Atomic Age, new technology that threatened to replace humans with machines, and because of the focus on the Cold War with an emphasis on scientific development (Kremen, 1974). The DOL acquired additional responsibilities for identifying labor shortages, training unemployed workers, and sponsoring worker research (MacLaury, 1998). MDTA focused federal funding of low-income Americans and welfare recipients based on a formula-funding model of the number of residents living below the poverty income level (HR Policy Association, n.d.).

At the time MDTA was implemented, high numbers of workers were unemployed due to technological advances in new occupations. Existing skill sets were made obsolete by automation and new industrial processes (Kennedy, 1961). The 1957 Sputnik launch by the Soviets increased concerns by Congress and President Kennedy that the U.S. labor force was becoming less competitive and falling behind in skill development. MDTA was enacted to help the national labor force receive the federally-defined worker skills needed to keep the labor force competitive (Social Policy Research Associates, 2013). As a federal worker program, the same training approach was used and the same skills were taught across the nation. With implementation of MDTA training programs, it soon became apparent that successful training in one part of the country did not work or was not needed in another part (Social Policy Research Associates, 2013). The attempt to implement the same training across the country emphasized U.S. weakness to train

skilled technicians in sufficient numbers (Kremen, 1974). The need to train and retrain several hundred thousand workers to keep the United States competitive launched the federal government into adult education and human resource development (Kremen, 1974). MDTA legislation included a provision for automatic termination at the end of a specified time period unless it was reauthorized by new legislation; MDTA ended in 1969 (HR Policy Association, n.d.; MacLaury, 1998).

#### *MDTA Local Leadership Structure*

The leadership structure under MDTA required the establishment of local planning councils, known as Cooperative Area Manpower Planning System (CAMPS) committees (Dynamic Works Institute, 2007). Under MDTA, federal contracts were awarded directly to local service providers through CAMPS Committees, which in turn directed and implemented the programs in local areas (HR Policy Association, n.d.). Manpower programs were multiplying with little oversight, design, or coordination and CAMPS committees were introduced to bring order to a chaotic situation (Mirengoff & Rindler, 1976). State and local political jurisdiction authority was circumvented and this resulted in inefficient and duplicative service delivery at the local level (HR Policy Association, n.d.).

#### *Comprehensive Employment and Training Act*

The Comprehensive Employment and Training Act (CETA) was signed into law by President Richard Nixon on December 28, 1973 (MacLaury, 1998). CETA's primary focus was low-income and LTU adult workers, and low-income high school students. CETA programs provided participants with subsidized, full-time employment for 12 to 24 months in public sector or nonprofit organizations. Full-time employment for

participants provided work experience and marketable skills for participants to enter unsubsidized employment (HR Policy Association, n.d.).

CETA moved funding from the federal level to the state level, and allowed increased state control (Holzer & Walker, 2003). Instead of MDTA federally controlled job training programs, CETA was based on block grants that were awarded to and administered by states. Block grants provided the first step to move the funding process from top-down federal government control to bottom-up state control, giving increased responsibility for job training to states and localities (Holzer & Walker, 2003).

During CETA implementation and like MDTA, goals and related objectives drove planning activities. Data problems that existed during MDTA transitioned to CETA and continued throughout CETA implementation. Data-related problems included difficulties identifying specific skill shortages, obtaining adequate labor market information, and obtaining service provider performance data (Advisory Commission on Intergovernmental Relations, 1977). CETA did not have performance standards; the emphasis was on individual participants meeting enrollment requirements (Treschan, 2001). CETA proponents wanted performance outcomes and accountability standards from the new system but the lack of performance outcomes made it difficult to provide evidence that CETA programs were working (Treschan, 2001). In addition, the lack of involvement from employers resulted in misalignment between business needs and worker training programs. Training was developed and offered to individuals without considering employer workforce needs (Social Policy Research Associates, 2013).

A CETA evaluation conducted by the Advisory Commission on Intergovernmental Relations (1977) found that local planning council members



representing community based organizations (CBO) and participants were actively engaged in providing input and were vocal in all planning council deliberations; as a result, the local plan produced by the council truly reflected CBO and participant input. However, as a result of the increased time and emphasis on planning, little time was spent on service provider monitoring and program evaluation (U.S. General Accounting Office, 1976). The lack of service provider oversight, local monitoring, and program evaluation led to public allegations of fraud and CETA was repealed in 1982 (HR Policy Association, n.d.; U.S. General Accounting Office, 1976).

#### *CETA Local Leadership Structure*

The leadership structure under CETA required the state to self-identify prime sponsors, who were local elected officials acting as the grant recipient and administrative entity. Prime sponsors established local planning councils, which operated in an advisory capacity while prime sponsors retained full authority and responsibility for local area programs (Advisory Commission on Intergovernmental Relations, 1977). A chief elected official either chaired or designated the chairperson for the local planning council. The required composition of the local planning council was representative of participant groups served by the programs and community organizations serving participants (Advisory Commission on Intergovernmental Relations, 1977; Mirengoff & Rindler, 1976).

Local planning councils focused on personnel, budget, and organization operations instead of long term planning, goals, and objectives; however, planning councils served in an advisory capacity to make recommendations regarding the prime sponsors' goals, plans, policies, procedures, and programs (Advisory Commission on

Intergovernmental Relations, 1977; Mirengoff & Rindler, 1976). CETA regulations also required planning council composition that was representative of the local geographic service area. The CETA planning council composition ensured the involvement in planning of community organizations and the target participant population; this required program monitoring, and employment and training needs evaluation (Advisory Commission on Intergovernmental Relations, 1977). In many instances, CETA training programs were not meeting the needs of employers, so a new local leadership structure was piloted. The Private Industry Council (PIC), comprised of 50% business and 50% public sector representatives, was established as a pilot initiative for the two groups to collaboratively determine the regional workforce needs and viable training solutions (Social Policy Research Associates, 2013).

Local planning councils had flexibility over council member composition; the average membership of a planning council ranged from 10 to 30 members (U.S. Department of Labor, Employment and Training Administration, Office of Manpower Evaluation, 1975). Many planning council members had served in a similar capacity with MDTA manpower service agencies and shifted to the new CETA administrator and staff roles (Advisory Commission on Intergovernmental Relations, 1977). Local planning council members were highly interested and engaged in local planning, which led to altered plan goals and objectives and raised issues in program design, target populations served, and service delivery strategies. Increased planning council interest and activity led to increased council membership of service deliverers and program receivers, individuals with a direct stake in CETA programs (U.S. General Accounting Office, 1976). "...ETA estimated that nationally one of every three members represented

service deliverers, and that 44% of the membership were representatives of organizations that benefited financially from CETA” (Advisory Commission on Intergovernmental Relations, 1977; p. 44). The U.S. General Accounting Office (GAO) cautioned against a potential conflict-of-interest situation regarding governance by local planning councils and lack of oversight by the prime sponsors (U.S. General Accounting Office, 1976).

### *Job Training Partnership Act*

The Job Training Partnership Act (JTPA) was passed October 13, 1982 as an initiative of the Reagan Administration and replaced CETA (MacLaury, 1998). JTPA further moved responsibility and accountability from the federal level to the state level and then from the state level to the local level. A JTPA priority was meeting community workforce needs by meeting employer and worker needs through job training (National Commission for Employment Policy, 1993). Performance outcomes were required with a goal to increase earnings of low-income individuals and reduce welfare dependency (Hartwig, 2002). JTPA was not public service employment, but worker skill training for jobs and on-the-job training for participants most in need of employment or the working poor. Income was the primary participant eligibility requirement for JTPA programs (Social Policy Research Associates, 2013).

JTPA was the first workforce act to require successful attainment of performance goals in order to retain funding and avoid sanctions (Heinrich & Lynn, 2000). For the first time in a public workforce system act, performance goals were tracked. The primary criticism of JTPA programs was limited impact on participant outcomes (Melendez, 2004). JTPA started the process of local partnership development and brought attention to possible federal, state, and local funding streams coming into local areas (Social Policy

Research Associates, 2013). As an extension of partnership development, a one-stop center pilot initiative was funded to bring multiple agencies and funding sources into one location that provided comprehensive services to program participants. The one-stop center concept ensured that, once a participant got to the door of a center, there was no wrong door to acquire the workforce development services needed (Social Policy Research Associates, 2013). JTPA ran with legislative revisions for 16 years until it was replaced by the Workforce Investment Act (WIA) in 1998 (Heinrich & Lynn, 2000).

#### *JTPA Local Leadership Structure*

The leadership structure under JTPA required the establishment of local Private Industry Councils (PICs) whose composition required that half be private sector business representatives and the other half providers of workforce development services; this leadership structure had been successfully piloted under CETA (National Commission for Employment Policy, 1993; Social Policy Research Associates, 2013). A guiding JTPA principle was better program administration closer to the point of implementation and operation. Therefore, PICs and local elected officials had the greatest level of responsibility and could establish their own administrative structures (National Commission for Employment Policy, 1993). Each local workforce area had a mandated partnership between PIC members and local elected officials (National Commission for Employment Policy, 1993). Local elected officials appointed members to the PIC within the service area jurisdictions. Increased private sector involvement in local PIC leadership was expected to improve employment and training programs by making services more relevant to employers and improving business engagement as PIC

members (HR Policy Association, n.d.; Hunt, 1984). Private sector involvement was expected to yield the following results:

1. Create a bottom-line program and services focus with an emphasis on results measurement and incorporation of program efficiency goals, instead of operation equity goals (Hunt, 1984).
2. Produce decisions not based on political interests and ramifications (Hunt, 1984).
3. Decrease program fraud and abuse. Employment programs moved from local elected officials' control to shared power and responsibility with private sector leadership, which decreased opportunities for fraud and abuse (Hunt, 1984).
4. Position the private sector to provide guidance for training program development and for the elimination of program investments not aligned with labor market needs (Hunt, 1984).
5. Connect the private sector to the workforce system, creating a direct path for participant job placements, from training directly to employment (Hunt, 1984).

This was the beginning of business driven, regionally-defined training activities (HR Policy Association, n.d.; Social Policy Research Associates, 2013).

JTPA required that PICs be involved in every aspect of decision making for job training program content and management. PICs approved the workforce job-training plan process, approved the plan, provided oversight of implementation activities, and reviewed, monitored, and evaluated programs and services. However, the PIC was not required to take administrative action or terminate service provider agreements (National Commission for Employment Policy, 1993). One characteristic of an exemplary PIC was a well-defined planning process, delivering an exceptional local oversight and

compliance plan. One way to determine if PICs were active and involved was to understand their influence on program policies and operations. From PIC member and staff perspectives, commitment of the PIC council leadership was the number one contributing factor for meeting program performance obligations (National Commission for Employment Policy, 1993). From 1986 data, PICs identified two local policy areas as extremely important: meeting the needs of local businesses and meeting the needs of individuals eligible for JTPA programs and services. Likewise, PICs identified two program areas as extremely important; selection of service providers and selection of program and services offered (National Commission for Employment Policy, 1993). PICs were involved in the detailed operation of JTPA programs and service provider agreements (HR Policy Association, n.d.; National Commission for Employment Policy, 1993; Social Policy Research Associates, 2013).

#### *Workforce Investment Act*

The Workforce Investment Act (WIA) was passed August 7, 1998 as an expanded workforce initiative of the Clinton administration; passage of WIA repealed JTPA (HR Policy Association, n.d.; Social Policy Research Associates, 2013). The workforce system was refocused from job training to employment; the emphasis was getting the individual to work as quickly as possible (Social Policy Research Associates, 2013). WIA transferred program authority from the federal government to states and allocated funding through block grants to states; likewise, states allocated funding to local regions through state-defined funding formulas (Melendez, 2004).

WIA program innovations included: (a) one-stop centers with numerous workforce partners at one location to provide comprehensive participant services; (b)

individual training accounts (ITA) as training vouchers for job seekers needing skills development; (c) universal access to basic employment services and a tiered process advancing individuals to intensive services and training; and (d) accountability through nationally defined participant performance metrics (HR Policy Association, n.d.). In addition, WIA included a variety of participant training approaches including classroom, customized, occupational skills, and work-based training models (HR Policy Association, n.d.). Enactment of WIA consolidated federal job training programs to help job seekers navigate a confusing system of federal programs. The new legislation included training and placement of welfare recipients, federal funding for skill training, vocational education, and programs for dislocated workers (HR Policy Association, n.d.; Social Policy Research Associates, 2013).

Unlike previous workforce acts, major changes accompanied the local implementation of WIA and required partner to have a comprehensive view of local workforce development to establish one-stop centers as the focus of workforce service delivery (Social Policy Research Associates, 2013). One-stop centers offered individuals access to core services and provided access to other workforce partner services at one location, offering integrated, user-friendly, and responsive services to employers, workers, and job seekers (Holzer & Walker, 2003). Other WIA changes included universal eligibility requirements for core services, an increased reliance on labor market information, and a requirement to rely on employer input for program and service development (Barnow & King, 2003).

WIA required the alignment of training dollars to the workforce needs of local businesses with authority to spend funds according to local workforce needs (Social

Policy Research Associates, 2013). Funding was based on three tiers of services: core, intensive, and training (Holzer & Waller, 2003). Core services were available to all adults without regard to income or eligibility criteria; examples included job search assistance and supportive services information. Intensive services were available to unemployed individuals not finding a job after receiving core services; examples included counseling and case management. Training services were available for individuals who did not find employment after receiving intensive services; examples included adult education, literacy training, and skills development (Holzer & Walker, 2003). WIA was without reauthorization after 2003, but continued to be funded by Congress (HR Policy Association, n.d). After 11 years without reauthorization, WIA was amended by WIOA in 2014 (Workforce Innovation and Opportunity Act, 2014).

#### *WIA Local Leadership Structure*

The leadership structure under WIA required the establishment of a board of directors for each local workforce area known as the Workforce Investment Board (WIB) (Workforce Investment Act, 1998). PICs under JTPA were replaced with WIBs and transformed from operation councils to governance boards to examine community issues associated with economic and workforce development (HR Policy Association, n.d.). The WIB did not address the tactical day-to-day operations of the local workforce system, but had a strategic focus on planning, policy development, and oversight of the workforce system. The new strategic role required leadership, creativity, and collaboration skills at both the WIB member and board staff levels (HR Policy Association, n.d.). The implementation of WIA also presented new and complex challenges for local leadership, which included leading large member boards, assuming a



strategic role while having limited authority and control of funds, and appointing a required private-sector chairperson to lead the board (Workforce Investment Act, 1998). The role of WIBs and local elected officials was redefined and required a higher level of partnership development; the redefined role and increased responsibilities greatly affected workforce development organizations at the local level (Melendez, 2004).

WIA regulations defined the composition of WIB membership (Workforce Investment Act, 1998). WIB members were appointed by local elected officials through the Chief Local Elected Officials (CLEO) Consortium; nominations were submitted from local organizations and business representatives were nominated by local employers or business trade associations (Clagett, 2006; Workforce Investment Act, 1998). The WIB could have a minimum of 25 board members; a maximum number was not defined by WIA. The Board had a minimum 51% business majority, the other 49% included two or more representatives from local educational entities, labor organizations, community-based organizations, economic development agencies, and representatives from each of the one-stop center partners (Introduction to the Regulations for Workforce Investment System under Title I of the Workforce Investment Act, 2000; Workforce Investment Act, 1998). Table 1 presents WIA local roles and responsibilities assumed by WIB members, local elected officials, and the shared responsibilities of both entities (Workforce Investment Act, 1998).

Table 1

*WIB and CLEO Consortium Member Roles and Responsibilities*

Workforce Investment Board Member (WIB)	Shared	Chief Local Elected Official (CLEO)
Select eligible youth service providers, based on Youth Council recommendation	Local strategic plan to be developed by WIB, in partnership with CLEOs	Apply for Local Workforce Investment Area (LWIA) designation
Identify eligible providers of intensive services for adults and dislocated workers	Selection of one-Stop operator(s), with the agreement of the CLEOs	Develop consortium agreement among jurisdictions if LWIA contains more than one unit of government
Identification of eligible training providers, to include maintaining training provider list with performance and cost information	Budget to carry out Board functions and responsibilities developed by WIB, subject to CLEO approval	Appoint the WIB members
Assist the Governor in developing a statewide employment statistics system	WIB, CLEOs and Governor negotiate and reach agreement on local performance measures	Serve as grant recipient for WIA funding (may designate a fiscal agent)
Coordinate workforce investment activities with local economic development strategies and develop other employer linkages	Youth Council is appointed by WIB, in cooperation with the CLEOs	Assume liability for misuse of funds

Table 1 (continued).

Promote participation of private sector employers in statewide workforce system	The WIB conducts oversight of the youth, employment and training and one-stop system programs, in partnership with the CLEOs
Conduct business in an open manner and make WIB activities and information known to the public on a regular and continuing basis	Develop and enter into agreement specifying roles and responsibilities of both parties
The WIB may hire staff	
The WIB directs the disbursement of WIA funds	

### *Workforce Innovation and Opportunity Act*

The Workforce Innovation and Opportunity Act (WIOA) was signed into law July 22, 2014 by President Barack Obama and is authorized for five years. WIOA amended the 1998 Workforce Investment Act to modify and strengthen the public workforce system through innovation; to improve alignment of employment, training, and education programs; and to support individual, community, and national economic growth (Workforce Innovation and Opportunity Act, 2014). Other workforce related acts were amended and included the Adult Education and Family Literacy Act, the Wagner-Peyser Act, and the Rehabilitation Act of 1973 (U.S. Department of Labor, Employment and

Training Administration, n.d.b). WIOA was bipartisan legislation and developed collaboratively by the U.S. Department of Labor, the U.S. Department of Education (DOE), and Health and Human Services (HHS) (Workforce Innovation and Opportunity Act, 2014). The purpose of WIOA was to align the public workforce system with education and economic development by focusing on three objectives: (a) needs of businesses and workers to drive local workforce initiatives with accountability to communities for development of regional solutions; (b) provision of exceptional service to job seekers and businesses at American Job Centers with a focus on sustainability and continuous improvement; and (c) support of regional economies by the local workforce system as an active partner in workforce and community development (U.S. Department of Labor, Employment and Training Administration, n.d.b, n.d.d).

WIOA creates a more streamlined public workforce system by eliminating 15 programs, implements the same outcome metrics for all federal programs under the Act, and eliminates the sequence of participant services by collapsing core and intensive services into career services (Copus et al., 2014; National Association of State Workforce Agencies, 2014) At the local level WIOA provides: (a) support for the customization of participant and business services to meet regional employment needs; (b) support for business driven education and training; (c) encouragement to implement work-based learning opportunities through on-the-job training, incumbent worker training, registered apprenticeships, and pay-for-performance contracts; and (d) support for the development and implementation of regional sector strategies and career pathways (Copus et al., 2014; National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014).

WIOA provides improved coordination at the local, state, and national levels by aligning workforce, education, and economic development (U.S. Department of Labor, Employment and Training Administration, n.d.a). The new Act encourages businesses to identify needed skills and credentialing to provide opportunities to upskill workers and connect them to job opportunities. WIOA supports strategic workforce planning across partners at the state and local levels to break down silos, leverage resources, and reduce administrative costs (Copus et al., 2014). WIOA supports partnerships and initiatives to ensure that individuals with disabilities have in-demand skills required by businesses and may acquire competitive, integrated employment. WIOA focuses on disconnected youth and requires a priority of services for out-of-school youth, high school dropout recovery, and attainment of recognized post-secondary credentials. WIOA requires relevant and effective talent development strategies through the development and implementation of regional sector strategies and career pathways (Copus et al., 2014; National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014,).

#### *WIOA Local Leadership Structure*

The leadership structure under WIOA required the establishment and certification of Local Workforce Development Boards (LWDB) (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014). WIOA was an opportunity to streamline local boards, making them flexible and responsive to regional labor market needs (Copus et al., 2014). LWDB member responsibilities can be categorized into three areas; strategic functions, system capacity building, system alignment and effective operations.

Strategic LWDB responsibilities include: (a) developing a combined partner strategic regional workforce plan; (b) conducting workforce research; (c) conducting regional labor market data gathering and analysis; (d) negotiating local performance metrics; (e) developing operational and workforce initiative budgets; and (f) leading regional career pathway and sector strategy development (U.S. Department of Labor, Employment and Training Administration, n.d.b; Workforce Innovation and Opportunity Act, 2014).

System capacity building LWDB responsibilities include: (a) identifying and communicating promising practices; (b) meeting the needs of business; (c) connecting businesses with workers with disabilities and other under-represented populations; (d) convening, brokering, and leveraging partners and stakeholders to drive workforce initiatives; (e) identifying nonfederal expertise and financial resources; and (f) engaging a diverse mix of businesses to develop and support regional sector partnerships (U.S. Department of Labor, Employment and Training Administration, n.d.b; Workforce Innovation and Opportunity Act, 2014).

System alignment and effective operations LWDB responsibilities include: (a) identifying and working with eligible training providers; (b) designating American Job Center operators; (c) developing and managing memorandums of understanding (MOUs) with American Job Center partners; (d) oversight of youth, adult and dislocated worker programs; and (e) competitively procuring program service providers and negotiating and awarding contracts (U.S. Department of Labor, Employment and Training Administration, n.d.b, 2015; Workforce Innovation and Opportunity Act, 2014).

In WIOA, just as with WIA, there are LWDB member composition requirements. LWDB members are appointed by local elected officials from nominations submitted from the local organizations and businesses (Workforce Innovation and Opportunity Act, 2014). A business member majority is required and includes business members who ...are owners of businesses, chief executives or operating officers of businesses, or other business executives or employers with optimum policymaking or hiring authority; represent businesses, including small businesses, or organizations representing businesses... that provide employment opportunities that, at a minimum, include high-quality, work-relevant training and development in in-demand industry sectors or occupations in the local area... (Workforce Innovation and Opportunity Act, 2014, p. 32).

In addition to business representation, public sector representatives complete the LWDB member requirements (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014).

The Workforce Innovation and Opportunity Act (2014) defined 13 functions of LWDBs including identification and pursuit of non-Federal resources to leverage support of the local workforce system. LWDBs are tasked with expanding business engagement with a diverse range of businesses, ensuring workforce initiatives are meeting the needs of businesses, and supporting regional economic growth. Employer engagement efforts should lead to the establishment of regional business partnerships and the joint development of sector strategies (Workforce Innovation and Opportunity Act, 2014). In collaboration with education and training partners, the LWDB works to develop regional career pathways to support business demands (Workforce Innovation and Opportunity

Act, 2014). LWDBs are expected to lead efforts to document and share proven and promising practices across peer regions and with the state workforce board (Workforce Innovation and Opportunity Act, 2014).

The National Association of Workforce Boards (NAWB) issued a call to action for LWDB leadership to evolve into Activist Boards because local boards are positioned to have an impact on their communities. “WIOA, even more so than its predecessor, puts significant faith in the ingenuity, entrepreneurial spirit and leadership of local workforce leaders. NAWB has been referring to this as Congress’ innovation gamble” (Copus et al., 2014, p.12). By developing resources and expanding professional growth capacity, LWDB leadership can re-evaluate board membership, staffing requirements, service provider options, and workforce partnerships. Through workforce research and regional labor market analysis, there is more data to drive LWDB strategic planning, decision making, and operational effectiveness (Corpus et al., 2014; U.S. Department of Labor, Employment and Training Administration, 2015, n.d.c). Through LWDB convening, brokering, and leveraging, traditional partners can be engaged in new ways to address workforce and community challenges while building system capacity (Workforce Innovation and Opportunity Act, 2014). Resource planning, funding development, and leveraging assets can be used to acquire additional capital for workforce and economic investment (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014; Copus et al., 2014).

#### Exemplary LWDB Operational Indicators

The literature review provides insight into significant LWDB components of the board framework, success factors, operational task indicators, and high impact criteria.



This section includes an explanation of effective LWDB member roles, an overview of the key responsibilities associated with the various roles, and operational indicators associated with the roles and responsibilities. While there is little research regarding effective LWDBs within the public workforce system, three sources were identified to provide insight and operational information about them. Appendix A provides a summary of LWDB operational indicators, standards, criteria, roles, and functions as synthesized from the three sources.

#### *LWDB Success Factors*

The first study is by the Corporation for a Skilled Workforce (CSW), commissioned by the Missouri Division of Workforce Development (DWD) in 2006. This study, entitled *Benchmarking Workforce Investment Boards: Critical Success Factors*, was conducted to identify the roles and responsibilities of local Workforce Investment Boards (WIBs) having a positive impact on their communities. In addition, the Missouri DWD encouraged WIBs throughout the state to emulate the effective local board characteristics as identified in the study (Babich, 2006).

Missouri DWD believed the greatest workforce impact on the community came from strong WIB vision and leadership. Strong, local board vision and leadership occurred when the WIB assumed the roles of regional convener, information broker, partnership connector, and workforce intermediary (Babich, 2006). The Missouri study was organized around a framework of perceived components necessary to be an effective WIB and based on inputs necessary to create outputs that define a highly effective board (Babich, 2006; Collins, 2005). The framework consisted of four WIB input components: (a) measuring success; (b) managing board work; (c) working strategically; and (d)

developing and managing financial resources. Within the four framework components, 16 success factors were identified and related operational indicators were aligned with the success factors. Success factors and indicators outlined the chosen role and responsibilities of effective WIBs and encouraged the continuous evolution of local boards through empowerment of WIB members (Babich, 2006).

*WIB Framework Component: Measuring Success*

The first effective WIB framework component was measuring success and included three success factors: (a) measuring success of the board; (b) measuring success of the delivery system; and (c) measuring community and economic growth (Babich, 2006). Operational indicators used to measure success of the WIB included: (a) assessing WIB impact separate from measurement of the program delivery system; (b) evaluating the WIB's progress and outcomes against plan; (c) assessing WIB relevance to board members; (d) assessing WIB relevance to groups within the community; and (e) measuring return on investment (ROI) for the use of public funds. Operational indicators used to measure success of the delivery system were setting standards for one-stop-center service delivery and establishing meaningful local performance metrics beyond federal program requirements. The operational indicator used to measure community and economic growth was assessing community impact beyond the WIB's control (Babich, 2006).

*WIB Framework Component: Managing Board Work*

The second effective WIB framework component was managing board work and included five success factors: (a) managing the WIB as a business; (b) taking responsibility for WIB membership; (c) structuring the WIB and committees; (d) hiring

the right board staff; and (e) maintaining a focus that was strategic, not operational (Babich, 2006). Operational indicators used to measure management of the WIB as a business included: (a) incorporating the WIB organization; (b) developing a WIB budget; (c) investing in research and development to grow the work of the WIB; (d) planning for organizational growth, and (e) marketing the work and accomplishments of the WIB. Operational indicators used to measure responsibility for WIB membership included: (a) connecting WIB members to strategic objectives and goals; (b) recruiting WIB members to meet board needs and grow the board; (c) supporting new WIB members with relevant orientation; and (d) taking ownership of the WIB member nomination process. Operational indicators used to structure the WIB and committees included: (a) developing a WIB meeting agenda rooted in strategic goals; (b) connecting committee work to WIB strategic goals; (c) establishing task forces instead of committees; (d) appointing non-board members to committees; and (e) empowering WIB committees (Babich, 2006).

Operational indicators used to measure hiring the right WIB staff included: (a) hiring an exceptionally qualified executive director and allowing autonomy; (b) aligning WIB staff positions with strategic objectives and goals; (c) developing professional WIB staff; (d) investing in quality WIB staff; and (e) having enough WIB staff to take advantage of opportunities. Operational indicators used to measure focusing on WIB higher level work were separating the work of the board from operations and developing policy at a strategic level (Babich, 2006).

*WIB Framework Component: Working Strategically*

The third effective WIB framework component was working strategically and included five success factors: (a) making data driven decisions; (b) being demand-driven by business; (c) planning strategically; (d) focusing on strategic issues; and (e) transitioning plans into actions (Babich, 2006). Operational indicators used to measure making data driven decisions included: (a) using database resources; (b) turning labor market information into workforce intelligence; and (c) using data to take action and demonstrate accomplishments. Operational indicators used to measure being demand-driven by business included: (a) using sector strategies and developing partnerships; (b) developing an organized process and resources to work with businesses; and (c) establishing expectations for the work of the one-stop system with businesses (Babich, 2006). Operational indicators used to measure planning strategically included: (a) planning for resources and time; (b) involving key individuals and groups in the community; (c) engaging local, elected officials; (d) aligning the WIB strategic plan with other workforce partner strategic plans; and (e) including other local areas for regional strategic planning. Operational indicators used to measure the focus on strategic issues were concentrating on root cause solutions, not temporary fixes, and focusing beyond federal workforce programs and the traditional perception of workforce development issues. Operational indicators used to measure the transition from plans to actions were adopting the convener role to build partnerships and alliances to resolve regional workforce issues, and demonstrating actions to gain a reputation as the go-to organization for workforce development concerns and opportunities (Babich, 2006).

### *WIB Framework Component: Developing and Managing Financial Resources*

The fourth effective WIB framework component was developing and managing financial resources and included three success factors: (a) exerting fiscal stewardship; (b) growing the fiscal business of the board; and (c) budgeting strategically (Babich, 2006).

Operational indicators used to measure WIB fiscal stewardship included: (a) examining investments to consider impact and leveraged dollars; (b) moving the WIB organization forward fiscally based on strategic goals; and (c) overseeing funding integrity to include external auditors, conflict of interest resolution, and fiscal expertise on the WIB.

Operational indicators used to measure the growth in the fiscal responsibilities of the board were developing a plan with funding diversification goals to secure and generate financial resources beyond federal and state revenue, and leveraging current funds while seeking cost-sharing opportunities with partners and stakeholders. Operational indicators used to measure strategic budgeting were aligning resource allocation with strategic objectives as an investment in the WIB strategic goals, and budgeting for WIB research and development opportunities as an investment in the organization (Babich, 2006).

### *Effective WIB Study Results*

In addition to the identified framework components, success factors, and related operational indicators, notable results from the study are listed below.

- Strategic, effective WIBs make relationship building a priority and practice constant internal and external communication (Babich, 2006).
- Effective WIBs are progressive in defining their role; understanding that the WIA-defined WIB role is structured for compliance and not for highly functioning, effective WIBs (Babich, 2006).

- Effective WIBs think and act regionally; understanding the workforce needs of businesses and talent pipeline development does not align with geographic boundaries of WIB service regions (Babich, 2006).
- The WIB Executive Director position is critically important; the highest priorities are relationship building and communicating with individuals and organizations to advance the strategic goals of the WIB (Babich, 2006).
- Strong staff and WIB members are critical. Passion for the work and mission of the WIB is a key characteristic of exceptional staff and WIB members (Babich, 2006).
- The WIB is collectively comprised of board members and staff forming a partnership to accomplish the work of the WIB; both entities understand their roles and boundaries, and work together seamlessly (Babich, 2006).
- The state's perspective and relationship with the WIB can either encourage or discourage the performance of WIBs (Babich, 2006).

#### *LWDB High Impact Criteria*

The second initiative was a Kentucky High Impact Workforce Investment Boards initiative (HIW) commissioned by the Kentucky Workforce Investment Board (KWIB) and conducted by CSW. Governor Beshear appointed a new KWIB in 2009 and the first task it undertook was the development of a strategic state workforce development plan to modernize the workforce system. From an economic development perspective, the existing workforce development system placed Kentucky at a competitive disadvantage nationally. The absence of LWDB performance expectations did not support state or local alignment of workforce development with education and economic development

(Corporation for a Skilled Workforce, 2011). Kentucky wanted to update the state workforce development system and the local emphasis on high impact LWDBs was an important first step of the overall strategy. Other goals included the development of sector strategies and partnerships, a statewide one-stop center certification process, and workforce system branding for Kentucky (Corporation for a Skilled Workforce, 2011; Kentucky Workforce Investment Board, n.d.).

HIW was launched in 2010 for the purpose of supporting Kentucky's 10 LWDBs to have community impact within their service regions and to help LWDBs achieve their full potential. The KWIB wanted to encourage and emphasize innovation, not federal act compliance and administration. The state focus was on LWDB efficiency and effectiveness and the importance of strategically acting LWDBs (Kentucky Workforce Investment Board, n.d.). From a community perspective, effective LWDBs are entrepreneurial workforce development risk-takers that have a significant positive impact on workforce challenges to the benefit of their communities (Kentucky Workforce Investment Board, n.d.).

The initiative started with an inclusive and collaborative process of defining the principles to guide the HIW initiative and frame the high impact LWDB model (Kentucky Workforce Investment Board, n.d.). Five guiding principles were defined by the HIW Steering Committee. The first principle is system transparency with the expectation that LWDBs conduct business in an open and honest manner with both community and partners, while working to build trust and credibility. Creating an integrated workforce system is the second guiding principle, with the expectation that LWDBs will work with partners to coordinate the monetary, infrastructure, and expertise

resources to create a more efficient and effective local workforce system. The third principle ensures LWDBs will use data intelligence to drive training and resource expenditure decisions toward the appropriate industry sectors. An agile workforce system is the fourth guiding principle, setting the expectation that LWDBs are entrepreneurial and can adapt to changing economies, address evolving workforce challenges, and create innovative solutions. The final guiding principle establishes a state and local branding identity to build public trust and credibility ensuring that a high quality product will be delivered when working with the LWDB and through the KWIB (Corporation for a Skilled Workforce, 2011).

After the principles were defined, the Steering Committee identified high impact indicators for LWDBs. Brainstorming sessions yielded indicators that included: (a) partnerships with community leaders; (b) business focus driven by demand; (c) development and implementation of data-driven strategic plans; (d) leveraging of resources; (e) measurement of return on investment; (f) results-driven goals; (g) strong, strategic LWDB leadership; (h) professional development and training for workforce staff; (i) customer-centered service delivery design; and (j) a strong workforce system brand (Corporation for a Skilled Workforce, 2011). Using guiding principles and high impact indicators as defined by a stakeholder steering committee, critical attributes of high impact boards were defined and evolved into three board goals: (a) working strategically; (b) developing and managing resources; and (c) managing the work of the board (Corporation for a Skilled Workforce, 2011). The goals were built on existing strengths and addressed opportunities for LWDB improvements. Within the three goals,



11 high impact criteria and 63 success indicators were defined (Corporation for a Skilled Workforce, 2011).

Through three phases, LWDBs focused on assessment, technical assistance, capacity building, and High Impact certification (Corporation for a Skilled Workforce, 2011). The first year was a baseline year to test the criteria and included WIB briefings about the recommended criteria and the implementation process, desk reviews of the current state of LWDBs, and on-site visits and reviews (Corporation for a Skilled Workforce, 2011). A learning year followed the initial baseline year and provided funding to support LWDB and staff learning, improvement activities, and technical assistance for LWDBs (Corporation for a Skilled Workforce, 2011). The final year of the initial HIW implementation was for voluntary certification, which followed a review and adjustment of criteria based on lessons learned from the first two years of the initiative (Corporation for a Skilled Workforce, 2011). LWDB technical assistance was identified to support LWDB improvement of board processes and included assistance for strategic planning, sector strategy development, financial asset mapping, LWDB member training, performance metric tracking, and professional development of LWDB staff (Corporation for a Skilled Workforce, 2011).

#### *LWDB Leadership Roles*

The third source is an LWDB leadership initiative released in 2013 by Social Policy Research Associates (SPR) in collaboration with the U.S. Department of Labor-Employment and Training Administration, entitled *Workforce Board Leadership: Creating Highly Effective Boards*. The purpose of the initiative was twofold; first, it built awareness of the LWDB role within the workforce system and second, it educated

LWDB members about their responsibilities. The initiative emphasized the LWDB role as strategic regional workforce system designer and policymaker; both roles were needed to advance a shared community workforce agenda (Social Policy Research Associates, 2013). Appendix B provides a summary of the LWDB roles, functions, and related operational indicators as defined in the LWDB leadership initiative.

The leadership initiative is based on an expanded LWDB role to move from directing, controlling, and managing to a workforce development system leadership role (Copus et al., 2014; Social Policy Research Associates, 2013). Acting as the leadership component of the regional workforce development ecosystem is an expanded role for many LWDBs. The evolved role has moved the LWDB from core-only responsibilities of program compliance, proposal funding, and program oversight to the value added responsibilities of regional human capital architect and facilitator, developer of a talent pipeline to meet the human capital needs of businesses, and coordinator to assist in regional funding and resource allocation (Copus et al., 2014; Social Policy Research Associates, 2013). At the heart of the LWDB leadership role is innovative thinking and strategic planning.

The expanded LWDB leadership role has an ongoing strategic board cycle to establish a vision, communicate the vision, conduct strategic planning, ensure the deployment of resources toward the vision, evaluate plan progress, and revisit the strategic direction, vision, and plan (Social Policy Research Associates, 2013). In the new LWDB leadership role, the ongoing board leadership cycle starts with LWDB innovation and collaboration by creating a regional workforce system vision and mindset to build the talent pipeline for the region to be globally competitive. The LWDB works

with community partners and stakeholders to assist in the establishment of a regional workforce development vision and to communicate the collectively developed vision. A strategic planning process establishes a regional LWDB plan to define goals and activities to make the defined vision a reality. The planned deployment of resources and implementation activities continues to move the vision to a reality. A continuous evaluation process identifies LWDB goal progression and is a definitive way to keep the LWDB informed. In the new LWDB leadership role, the last step of the repetitive cycle is the review of the strategic plan with revisions, as needed, based on information, data, and progress to date (Social Policy Research Associates, 2013). The practical information learned during implementation, combined with data, informs the next loop of regional visioning and planning. Strategic and highly effective LWDBs perform roles at three levels: grant steward, system builder, and regional backbone (Social Policy Research Associates, 2013).

#### *Grant Steward Role*

As a grant steward, boards are responsible for three primary functions: board governance structure, WIA grants management, and outcome metrics (Social Policy Research Associates, 2013). Many workforce boards operate solely as grant management stewards, performing duties as required by federal law and maintaining compliance. The first function of the grant steward role is the development and maintenance of board governance structure and includes: (a) allocation and deployment of sufficient human, financial, and technology resources; (b) maintenance of policy making and contracting; (c) development and maintenance of board governance and program operation procedures; (d) maintenance of ethical conduct standards; and (e) board member and staff

training and development (Social Policy Research Associates, 2013). The grant steward is responsible for dealing with funds in an appropriate, compliant manner. However, movement beyond compliance to strategic regional leadership requires local boards to approach the acquisition and deployment of financial resources by developing and incorporating a diversified funding strategy. The development of a strategic plan guides the deployment of financial resources within the region (Social Policy Research Associates, 2013).

The second function of the grant steward role is WIA grants management and includes: (a) review and approval of annual budgets; (b) establishment of fiscal controls; (c) monitoring of service providers; (d) WIA auditing; and (e) compliance with federal, state and local regulations and policies (Social Policy Research Associates, 2013). The third function of the grant steward role is the measurement of outcomes and includes: (a) assessment of grant program management; (b) assessment of program effectiveness; (c) contract management; (d) advancement of public interest and operational transparency for taxpayer funding from federal grants; and (e) soliciting feedback for improvement of board practices and processes (Social Policy Research Associates, 2013). Examples of local workforce board operational indicators associated with the grant steward role include: developing appropriate strategic and organization plans; providing fiscal oversight; negotiating performance metrics; staffing and developing the board; promoting board-wide continuous improvement; ensuring there are no conflicts of interest; maintaining transparent processes; maintaining board founding documents; maintaining operational policies and procedures; maintaining agreements with partners; preparing an annual report; developing and approving WIA related budgets; selecting the AJC

operator; selecting service providers; obtaining AJC certification; obtaining diversified funding; promoting private sector involvement; ensuring agreements are signed and contractually implemented; and approving the transfer of funds between adult and dislocated worker grant funding streams (Social Policy Research Associates, 2013).

### *System Builder Role*

At the system builder level, local workforce boards focus on three primary functions: strategic partnerships, collaborative funding and design, and an advanced systems approach (Social Policy Research Associates, 2013). The activities associated with the role of system builder move boards beyond WIA compliance and advance to strategic regional leadership. The first function of the system builder role is the development of strategic partnerships and includes: (a) engaging cross-organization and agency partners at the regional and state levels; (b) convening stakeholders to build a connected and comprehensive workforce development ecosystem; (c) developing regional sector strategies and the supporting business partnerships; and (d) building capacity to connect with partners outside the traditional workforce development system, such as economic development and all levels of education (Social Policy Research Associates, 2013).

The second function of the system builder role is collaborative funding and design and includes: (a) leveraging of program and partner resources and services; (b) focusing on customer centered design at the program, service, and center levels; and (c) aligning realistic local performance metrics to promote accountability (Social Policy Research Associates et al., 2013). The third function of the system builder role is creating a greater regional systems approach and includes: (a) advancing a common vision and goals to

ensure system integration for a comprehensive regional workforce ecosystem; (b) working collaboratively to connect and align state and local goals, policies, and strategies; and (c) connecting and aligning the efforts of workforce development, economic development and educational improvement (Social Policy Research Associates, 2013). Examples of local workforce board operational indicators associated with the system builder role include: convening of regional stakeholders, partners, businesses, and community players; advancing a collective workforce system vision and goals; connecting and aligning regional partner performance measures; connecting and aligning education, workforce, and economic development at the regional level; ensuring workforce system integration; leveraging program resources and services; building regional workforce system capacity; developing regional sector strategies and partnerships; treating business and economic development as a primary customer; establishing an economic development committee at the local board level; brokering workforce related services at the regional level; facilitating partner and stakeholder groups within the region; publicizing board and organization goals, outcomes, and accomplishments; providing value-add products and services; and marketing the role of the local workforce board (Social Policy Research Associates, 2013).

### *Regional Backbone Role*

The decision to evolve the local workforce board to a highly strategic board assumes that it will become the regional backbone with broad-based community workforce ecosystem influence (Social Policy Research Associates, 2013). Community workforce challenges are too big to be addressed by a stand-alone organization, a single program, or one funding source, and cannot be fixed quickly. Community workforce

issues begin with a complicated workforce challenge to solve, and require a collective community vision, collaboration by partners and stakeholders, and many years of resource investments (Social Policy Research Associates, 2013).

To effectively play the role of regional backbone, the local workforce board must evolve into the central point of regional workforce intelligence (Social Policy Research Associates, 2013). Local boards gather regional labor market information (LMI) and analyze it to turn it into regional workforce intelligence. Regional workforce intelligence requires an understanding of key data and information components including substantive and high-growth industry clusters that keep the region competitive; key business demand-side requirements for current and future technical, basic, and soft skills; supply-side skill levels as compared to the demand-side requirements; comprehensive human resource issues, especially for small businesses; overlapping service assets and gaps, and different ways to use assets; and the identification of resource assets (Social Policy Research Associates, 2013). Regional workforce intelligence may be communicated to the community, stakeholders, and partners through various outputs such as a state-of-workforce report, asset maps, service maps, and resource maps. The sharing of workforce intelligence builds public will, drives community partnerships to address common issues, and drives resource commitment to obtain agreed-upon goals (Social Policy Research Associates, 2013).

At the regional backbone level, local workforce boards focus on work that leverages the system toward regional workforce solutions and advances the community (Social Policy Research Associates, 2013). The primary regional backbone functions of the board include: (a) guiding regional vision and strategy; (b) supporting alignment of

activities; (c) establishing shared partner measurement practices; (d) building public will; (e) advancing regional workforce policies; and (f) mobilizing funding for workforce initiatives (Social Policy Research Associates, 2013). The local workforce board is the convener and guide for establishing a collective vision, defining a comprehensive strategy, and identifying and supporting the alignment of activities for large scale, multi-partner regional workforce challenges (Social Policy Research Associates, 2013). To establish shared measurement practices, the board works with partners to determine the goals, decide how to measure change, determine how to track progress, and to establish what it looks like when goals have been met (Social Policy Research Associates, 2013). The local workforce board builds public will to activate civic engagement and champion positive change in the regional workforce ecosystem (Social Policy Research Associates, 2013). In its role as regional backbone, the board works to influence policy and to actually influence the views of policymakers. To advance a collective community response and have a positive impact on regional workforce issues, the board has a role in designing and advancing formal and informal policies, removing barriers from existing policies, and considering the possibility of unintended consequences between policies (Social Policy Research Associates, 2013). Strategic local boards take the lead in identifying and mobilizing collective partner funding and other resources necessary to champion and advance positive regional workforce system changes (Social Policy Research Associates, 2013). Examples of local workforce board operational indicators associated with the regional backbone role include: assisting in the identification of regional workforce challenges; transitioning LMI into workforce intelligence; identifying and developing regional sector strategies; supporting the development of a regional



workforce ecosystem; identifying demand-side business requirements; identifying supply-side worker skills; identifying service and resource assets; assisting in the development and management of a regional plan to address workforce challenges; establishing shared measurement practices; and, practice transparency in reporting progress and results (Social Policy Research Associates, 2013).

### Effective Nonprofit Board Behavioral Characteristics

Previous literature review sections introduced the alignment of local workforce board organization demographics with board role and strategic goals. A local workforce board study examined effective board framework components, success factors, and operational indicators; a local workforce board leadership initiative examined effective board roles, functions, and operational indicators. Many local workforce boards establish themselves as nonprofit organizations, so the literature was reviewed to identify characteristics and behaviors of effective nonprofit boards.

Using an inductive research approach, the work of Holland, Chait, and Taylor (1989) identified a set of board competencies related to nonprofit organizational indicators. They found that six competency areas are present in more effective boards, which are not present in less effective boards (Chait et al., 1996; Chait et al., 2005; Trower, 2013). Six areas of competency included

...Understanding and valuing the institutional history and context, building the capacity for board learning, nurturing the development of the board as a cohesive group, recognizing the complexities and nuances of issues before them, respecting and guarding the integrity of the governance process, and envisioning [and] shaping of future directions. (Holland et al., 1989; p. 451).

In 1991, the six competencies were further refined into six dimensions of more effective, nonprofit boards and behavioral indicators were identified for each dimension. The six effective board performance dimensions were contextual, political, strategic, analytical, educational, and interpersonal (Chait et al., 1991; Holland et al., 1989). Appendix C provides a summary of nonprofit board behavioral characteristics, related board dimensions, and associated board activities used for implementation purposes.

#### *Contextual Board Dimension*

From the contextual dimension, the board understands the organizational environment in which it works (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). The board ensures the nonprofit mission is clearly stated and supported, and that the organization does not drift from the mission. When there are competing board demands, commitment to the mission drives board priorities, planning, decision making, initiatives, and commitment of resources (Ingram, 2015). The board is responsible for ensuring the nonprofit is accountable for and fulfills its responsibilities as reflected in the organization's mission, but to effectively fulfill this responsibility, the board must understand the historical precedence of the organization (Brown, 2005). At its most fundamental level of responsibility, the board ensures program and service alignment with the nonprofit mission and makes decisions regarding scarce resources and competing priorities. The board understands the operational environment and philosophical values of the organization, allowing the board to serve in a monitoring and accountability function for the organization (Brown, 2005; Ingram, 2015). Board behavioral indicators supporting the contextual dimension include: (a) decisions and actions guided by the organization's mission, tradition, and history; (b) board behaviors

are consistent with the organization's values and culture; and (c) board actions reinforce organizational values (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

### *Political Board Dimension*

From the political dimension, the board seeks productive external partnerships and relationships, an equal distribution of power, and minimal external conflict (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). The political dimension emphasizes the importance of the board's relationship building and connections to outside stakeholders and constituencies. The board becomes a vocal advocate for the organization, building outside relationships to bring financial and other resources into the nonprofit (Brown, 2005). Board members are enthusiastic champions who advocate for the organization; they stand for the mission by communicating with and influencing those in positions of authority who make decisions that may positively or negatively affect the work of the nonprofit organization (Ingram, 2015). Board behavioral indicators supporting the political dimension include: (a) the search for optimal solutions and the avoidance of win/lose situations; (b) respect for roles and responsibilities of stakeholders; (c) consultation with key constituencies; (d) working to build healthy external relationships; and (e) maintaining open channels of communication (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

Boards provide linkages to all forms of resources for the organization and board members contribute capital either consciously, unconsciously, or passively (Chait et al., 2005; Hillman & Dalziel, 2003). Board members contribute four types of capital: intellectual, reputational, political, and social (Chait et al., 2005). Intellectual capital optimizes organizational learning and is used through gratis specialized expertise (Chait

et al., 2005). Reputational capital optimizes organizational legitimacy and trades on board member status (Chait et al., 2005). Political capital optimizes organizational power and exercises power outside the organization (Chait et al., 2005). Social capital optimizes board effectiveness and also exerts power outside the organization (Chait et al., 2005). Board members and staff need to learn to identify, appreciate, and connect the four forms of board capital to the organization. Highly capitalized boards use board capital purposefully and productively and the board capital assets are balanced and diversified (Chait et al., 2005; Hillman & Dalziel, 2003).

### *Strategic Board Dimension*

From the strategic dimension, the board focuses on the future and complex, high priority decisions, ensuring a strategic approach to the organization's future (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). The most important asset boards bring to an organization is the ability to determine and guide long term direction (Brown, 2005). Reviewing and deciding on strategic direction has the most impact on the nonprofit organization when coupled with board guidance resulting from planning (Cornforth, 2001). The strategic planning process is used to translate the organization's mission into objectives and goals, which may require the repurposing of current resources and the acquisition of new resources. Board members are responsible for insisting on organizational planning, participating in the planning process, approving results, guiding budgets, setting priorities, tracking implementation plans, and accessing the planning process to determine improvements (Ingram, 2015). Board behavioral indicators supporting the strategic dimension include: (a) board focus on priorities of significant importance to the organization; (b) the ability to identify and interpret meaning from

repetitive events and data; (c) the ability to anticipate problems and act in an appropriate manner; (d) the ability to take sensible risks; and (e) the ability to assume responsibility for board actions (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

#### *Analytical Board Dimension*

From the analytical dimension, sometimes referred to as the intellectual dimension, the board focuses on increased insights from diverse constituencies, recognizing there are complexities, and that the actions of the board affect many individuals (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). The analytical dimension is not rooted in board diversity, but in the idea that boards need to hear multiple perspectives from multiple partners, stakeholders, and constituencies. Effective decision making comes from considering multiple sides of the same issue and wise decision making is a critical component of effective boards (Brown, 2005). Board members contribute analytically to the strategic planning process by asking questions, ensuring the appropriate level of research has been conducted, validating assumptions, and proposing ways to operationalize ideas (Ingram, 2015). Board behavioral indicators supporting the analytic dimension include: (a) the board's self-perception as a part of a bigger community or system; (b) the board's ability to understand the interdependencies between issues, actions, and decisions; (c) in decision making, the board considers specifics and generalities from a broader perspective; and (d) the board pursues concrete information and data to address ambiguous matters (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

### *Educational Board Dimension*

From the educational dimension, the board focuses on the capacity for member and organizational learning and the continuous development of the board (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). Board leadership and staff need to plan and take the necessary steps to make sure board members are well informed and that opportunities are created for board member education, with specific reflection on board mistakes as learning opportunities (Brown, 2005; Chait et al., 1991). Education and training investments in board member and chief executive skill development and investments in understanding organization governance practices, help boards operate more effectively and understand and meet board responsibilities (Herman & Renz, 2000). Board effectiveness improves if the governance structure includes a board development or nominating committee, if individual board members have assigned roles, and if there is a formal process for evaluating board performance (Herman et al., 1997). The investment in continuous learning reflects a board membership that is fully oriented, understands roles and responsibilities, and seeks and receives board performance feedback (Brown 2005; Cornforth, 2001). With board performance feedback, changes can be made to board inputs, structures, processes and outputs; information can be constructively used to address past weaknesses that contributed to poor decisions (Brown 2005; Cornforth, 2001). Board behavioral indicators supporting the educational dimension include: (a) a board focus on situational learning through both setbacks and positive endeavors; (b) actively seeking feedback on board performance; (c) diagnosing board strengths and weaknesses; and (d) fostering an environment that encourages board

members to raise questions and concerns about board performance and member roles (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

### *Interpersonal Board Dimension*

From the interpersonal dimension, the board focuses inward, concentrating on strengths and well-being with the emphasis on the board as a collective group (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). While there has been limited research investigating the group dynamics of a board and its relationship to board effectiveness, it is important to understand and maximize the skills and talents of board members, in order to maximize the performance of the board (Brown, 2005).

Implementing basic group processes and group decision-making practices will help the board perform more effectively (Bainbridge, 2002). To gain an understanding of skill gaps on the board, a skills matrix may be developed by examining the strengths and weaknesses of current board members to determine what expertise is needed on the board and what expertise is pertinent to the organization (Bainbridge, 2002; Maharaj, 2009).

Bringing different knowledge and experiences, board members refer to the organization's mission and values to make strategic decisions for the organization. Board members are guided with the singular focus of the organization's vision, mission and values, which establishes board member cohesiveness and a synergy for the board to act as a unified entity (Maharaj, 2009; Bainbridge, 2002). It is the board's responsibility to build a competent board, knowing that the nonprofit board will only be as committed, professional, philanthropic, and engaged as its individual members. "Members of governing boards will respond only to the level of expectation accepted by them and persistently articulated by the organization and its leaders" (Ingram, 2005; 65, p. 3).

Board behavioral indicators supporting the interpersonal dimension include: (a) open communication among board members and board staff, especially from the chief executive; (b) communication of group norms and standards; (c) informal interactions among board members; (d) establishment of group board member goals and recognition of accomplishments; (e) development of a succession plan for board leadership; and (f) identification and development of board leadership (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989).

### Theoretical Framework

This section considers the theoretical framework that supports the research and includes human capital theory, stewardship theory, resource dependence theory, and systems theory. Human capital theory connects workforce development and economic development as an investment in human capital and leads to economic growth with increased wages and business earnings. (Swanson & Holton, 2001; Sweetland, 1996). Stewardship theory provides insights on structuring effective local workforce boards and hiring staff based on self-actualization and collective service behaviors (Davis, Schoorman, & Donaldson, 1997; Donaldson & Davis, 1991; Muth & Donaldson, 1998; Van Slyke, 2007). Resource dependence theory considers how the need for external resources affect the internal behavior and operations of the local workforce board as it pertains to the acquisition and sharing of workforce resources (Brown, 2005; Davis & Cobb, 2009; Eikenberry & Kluver, 2004; Hillman & Dalziel, 2003; Johnson, 1995; Pfeffer & Salancik, 1978). The fourth theory is systems theory, which promotes system thinking and the connectivity between the various parts of a system or the connection of multiple systems (Swanson & Holton, 2001). Systems thinking pertains to regional



workforce challenges and solutions connected to complex public and private systems (Copus et al., 2014).

### *Human Capital Theory*

Human capital theory connects economics and the return on investment of human capital and "...suggests that individuals and society derive economic benefit from investments in people" (Sweetland, 1996, p.341). It is based on a perspective that knowledge, expertise, and skill are valuable and can be accumulated through education and training. There are three key relationships in human capital theory: investments in education and training lead to increased learning; increased learning leads to increased productivity; and increased productivity leads to increased wages and business earnings (Swanson & Holton, 2001). One may also assume that increased wages and business earnings will lead to increased local and state tax revenue and enhanced social efficacy (Sweetland, 1996).

The traditional view considered labor a commodity to be bought and sold (Swanson & Holton, 2001). An alternative method to estimate human capital investment was presented by Schultz (1961), which was to not estimate by the investment's cost, but by its yield. He identified five categories of activities that improve human capabilities: (a) health facilities and services, because health and nutrition improve with increased education (1996); (b) on-the-job training including apprenticeships sponsored by businesses; (c) formally organized education at all levels; (d) study programs for adults, such as agriculture extension programs, that are not organized by employers; and (e) migration of adults and families for changing job opportunities related to economic growth (Schultz, 1961). In addition, human capital theory suggests that an investment in

education “...provides the means to an enlightened citizenry able to participate in democratic and legal due process and to pursue values such as equality, fraternity, and liberty at both private and social levels” (Sweetland, 1996, p. 341).

The importance of earn and learn training opportunities such as on-the-job training, internships, pre-apprenticeships, and registered apprenticeships were highlighted in The White House report, *Ready to Work: Job-Driven Training and American Opportunity* (2014). Work-based learning models are design-driven by businesses, with individuals learning on the job, with hands-on experience in a work environment (Biden, 2014). Further supporting education and training as an investment in human capital, Mathematica Policy Research conducted a study, *An Effectiveness Assessment and Cost-Benefit Analysis of Registered Apprenticeship in 10 States* (2012), and found registered apprenticeship (RA) participants had higher earnings than individuals who did not participate in an RA program. In addition, RA program social benefits are higher than the social cost, considering the costs and benefits for the RA participants, government entities, and society (Reed, Liu, Kleinman, Mastri, Reed, Sattar, & Jessica, 2012). Potential benefits included increased productivity of RA-trained workers and the reduced use of unemployment insurance (UI), public workforce system programs, welfare, and food stamps. In the ninth year after program enrollment, RA participants earned an average of \$5,839 more than non-enrolled participants with similar characteristics (Reed et al., 2012). The estimated career earnings for participants who completed their RA program was an average of \$240,037 higher than non-RA participants (Reed et al., 2012).

The modern day mission of local workforce board leadership through WIOA is “...to assist America’s workers in achieving a family-sustaining wage while providing

America's employers with the skilled workers they need to compete on a global level" (Copus et al., 2014, p.2). Business needs drive workforce solutions. The collaborative work of economic development, education, and the public workforce system, addressing the needs of businesses, supports strong regional economies (Copus et al., 2014). Human capital theory translates into business-led action when the design of education and training programs leads to economic growth (Sweetland, 1996).

### *Stewardship Theory*

Stewardship theory is based on the practice of an individual acting as a responsible steward of the assets that he or she controls. The theory is grounded in the behaviors of self-actualization and collective service (Davis et al., 1997; Muth & Donaldson, 1998; Van Slyke, 2007). Stewardship theory offers insights into the structuring of effective nonprofit boards and staff leadership, given that both link nonprofit organizations to the outside environment. (Donaldson & Davis, 1991; Muth & Donaldson, 1998).

The dimensions of stewardship theory are characterized as either psychological or situational. The psychological dimension includes motivation, identification, and use of power, while the situational dimension includes management philosophy and cultural differences (Davis et al., 1997). The psychological dimension of motivation for the individual focuses on higher-order needs such as self-efficacy, self-determination, and self-actualization. Intrinsic, intangible rewards for the individual include growth opportunities, achievement, and affiliation; these rewards are of the utmost importance but more difficult to quantify. For the individual, there is a belief in work that extends past a more traditional reward system and connects to the importance of a shared

organizational mission and vision (Davis et al., 1997; Donaldson & Davis, 1991). The psychological dimension of identification focuses on board members and leadership staff identifying themselves in terms of the organization's mission, vision, and goals. The strong identification becomes an extension of the individual's psychological structure; comments about the organization can literally be taken personally (Davis et al., 1997; Donaldson & Davis, 1991). The psychological dimension of power focuses on personal power as the basis of influence with power being expert and referent; personal power is not affected by position but by interpersonal relationships. Personal power develops slowly, person to person, over an extended period of time, and is sustained for long periods of time (Davis et al., 1997, Sundaramurthy & Lewis, 2003; Van Puyvelde, Caers, DuBois, & Jegers, 2012).

Within stewardship theory, the situational dimension of management philosophy focuses on an involvement-oriented board and leadership staff relationship (Davis et al., 1997). The close relationship between board and organization leadership is an empowering structure which improves effectiveness and produces higher returns for the organization (Donaldson & Davis, 1991). In uncertain, changing times, an involvement-oriented management philosophy is more effective. Through stewardship theory, with involvement oriented leadership and management, the risk orientation is to provide more training, empower staff, and increase the level of trust between the board leadership and staff. Board members and staff work together to serve and advise (Sundaramurthy & Lewis, 2003). An open risk orientation of organizational leadership is possible because of increased trust developed over time and embedded within the relationship. Based on personal power; these attributes are developed and sustained over long periods of time

and enhance performance of the organization (Davis et al., 1997, Sundaramurthy & Lewis, 2003). The situational dimension of organizational culture focuses on decentralization, consultative decision making, and equality because relationships are an essential component of stewardship theory (Davis et al., 1997; Sundaramurthy & Lewis, 2003; Van Puyvelde et al., 2012).

### *Resource Dependence Theory*

Resource dependence theory considers how the need for external resources affects the internal behavior of the organization in terms of acquiring the critical resources needed for an organization to survive and grow (Brown, 2005; Davis & Cobb, 2009; Eikenberry & Kluver, 2004; Hillman & Dalziel, 2003; Johnson, 1995; Pfeffer & Salancik, 1978). Resource dependence theory is unique because it is focused on resources: the exchange of resources between organizations, dependency and power inequalities because of the resource exchange; how resource dependence constraints affect organizational action, and how organizational leadership manages that dependence (Johnson, 1995). Resource dependence theory considers the connection between organizations as related to power based on the exchange of resources (Johnson, 1995). An organization lacking needed resources will seek to partner with another organization to obtain the required resources. Resource dependence theory is based on an open-system approach, which suggests that an organization will become dependent on another organization with external resources critical to the dependent organization's operations but will have little control over those resources (Davis & Cobb, 2009; Eikenberry & Kluver, 2004; Johnson, 1995).

Resource dependence theory applies both to board members as a resource for the organization and the organization's need to acquire and leverage external resources. From a nonprofit board member's perspective, resource dependence theory supports the role of board members as a resource for the organization (Brown, 2005; Pfeffer & Salancik, 1978). Board members bring board capital, which forms the resource link to advice and counsel, other organizations, associated networks, and the ability to facilitate the acquisition of additional resources. By providing channels of communication, board capital is the conduit supporting the exchange of information and data between the nonprofit and external organizations. Board capital also provides board and organizational legitimacy and impacts reputation (Brown, 2005; Hillman & Dalziel, 2003). Board members bring resources to a nonprofit organization and the right resources strengthen the organization's performance (Brown, 2005). When determining board composition, the relationship between board capital, the provision of resources, and organizational performance should be considered when recruiting board members (Hillman & Dalziel, 2003).

From an organizational perspective, resource dependence theory suggests that there is a significant impact on nonprofit organizations as they become more commercialized due to resource constraints (Eikenberry & Kluver, 2004). The increased need for diversification of funding is fed by fewer grants and increased competition among nonprofit, private, and public sector organizations. The promotion of competition among nonprofits is inherently dangerous because their strength is in working together to support collaborative efforts among partners and cooperative efforts among nonprofit organizations. Collaboration and cooperation are the signature organizational

characteristics that make nonprofits powerful; working together they empower themselves to retain and reinforce their mission, values, service, and advocacy focus (Eikenberry & Kluver, 2004).

Resource dependence theory is operationalized through the WIOA requirement for the co-location of key partners and services within American Job Centers (AJC) and includes vocational rehabilitation (VR), adult education and family literacy, and Wagner-Peyser (WP) employment services. A memorandum of understanding (MOU) is developed by partners and includes a shared vision, unified plan for the delivery of services, and a cost allocation plan to financially support the AJC. The AJC partners leverage resources and expertise to ensure that there is limited duplication of services, and to identify partnering arrangements with other stakeholders in order to acquire the services not provided within the AJC (U.S. Department of Labor, Employment and Training Administration, n.d.b, n.d.d). The LWDB, as regional workforce leadership, is responsible for the procurement of the AJC operator organization accountable for center oversight and performance metrics (National Association of State Workforce Agencies, 2014).

### *Systems Theory*

Systems theory considers part-to-whole and whole-to-part thinking with an emphasis on the connectivity among the various parts that fit together to form a whole and the relationship of systems to the overall environment (Swanson & Holton, 2001). The basic systems theory model includes three elements: input, process, and output. The systems model includes a feedback loop that is influenced by and responds to its

environment. Systems theory is considered a good diagnostic theory that focuses on solving problems, but not on identifying the problem (Swanson & Holton, 2001).

For organizations to engage in fundamental systems thinking and analysis, there are three fundamental areas that may be applied. First, it is important for all organizations to understand and agree on the system's name and purpose; it is not uncommon to have different perspectives regarding the purpose of the system and for systems not to be named (Swanson & Holton, 2001). Second, all organizations need to know and understand the parts of the system because individuals see the system through their limited view, which leads to limited perceptions (Swanson & Holton, 2001). Third, all organizations need to know and understand the relationships among the parts of the system and the impact of those relationships. While the relationship component is the most complex, it leads to a better understanding of why a system works or why it does not (Swanson & Holton, 2001).

To move into the workforce convening, brokering, and leveraging roles require LWDBs to be at the center of community systems using workforce development that supports economic and community development (Copus et al., 2014; U.S. Department of Labor, Employment and Training Administration, n.d.c).

Efforts to develop and implement business-driven regional workforce solutions require an understanding of complex public and private systems such as housing, transportation, nonprofits, community organizations, faith-based organizations, economic development, public schools, higher education, and businesses (Copus et al., 2014). Because of the complexity and interconnectivity, a systems view is required to address the multi-faceted regional labor market. WIOA puts LWDBs in the center of community



systems and expects the board and staff to understand the complexities of the system, to host community conversations to better align resources, to leverage regional and partner expertise and assets, and to make sure the regional workforce ecosystem supports growing industry markets while supporting community development (Copus et al, 2014; U.S. Department of Labor, Employment and Training Administration, n.d.a, n.d.c).

### Summary

Workforce development is connected to economic development. For a region to remain competitive globally, it must be able to attract new businesses and grow existing businesses. New and existing businesses require a talent pipeline of existing or accessible workers (Blakely & Leigh, 2010; Good & Strong, 2015). Regions face many workforce challenges and need strong, strategic local workforce board leadership to improve the quality of the regional workforce system and to facilitate community, private, and public partners in developing solutions for regional workforce challenges.

Workforce development has been a focus of U.S. government policies since 1913 (MacLaury, 1998). Between 1962 and 2014, the U.S. Department of Labor implemented five key workforce acts; the Manpower Development and Training Act, the Comprehensive Employment and Training Act, the Job Training Partnership Act, the Workforce Investment Act, and the Workforce Innovation and Opportunity Act. Each successive act evolved from complete federal control over local workforce initiatives to state workforce responsibilities to local identification of workforce problems and solutions. Each act included compliance regulations setting the baseline for the local workforce leadership structure. Over the years the local board role has evolved from the

details of daily operations and monitoring to regional workforce convener, workforce intelligence broker, and connector of strategic leadership and alliances.

The literature reviewed components of high impact LWDB initiatives in Missouri and Kentucky and included an effective LWDB framework, success factors, and operational task indicators (Corporation for a Skilled Workforce, 2006). A local board leadership initiative further identified the board roles of grant steward, system builder, and regional backbone, which aligned with the local board framework, success factors, and operational task indicators (Social Policy Research Associates, 2013). Within the nonprofit board sector, studies by Chait, Holland, and Taylor identified six dimensions and related behavioral indicators differentiating effective boards from boards that are less effective. Board development of the identified dimensions and implementation of the behavioral indicators will help a board to govern more and manage less; thereby developing highly effective nonprofit boards (BoardSource, 2016; Chait et al., 1996; Chait et al., 2005; Trower, 2013;).

## CHAPTER III - METHODOLOGY

### Introduction

This study examined how Virginia's LWDBs align with operational indicators and behavioral characteristics, as perceived by LWDB members. Alignment was based on exemplary LWDB operational indicators and effective, nonprofit board behavioral characteristics as defined in the literature. This chapter outlines the research and methodology for the study. It includes research objectives, research design, population and sample, instrumentation, data collection procedures, threats to study validity, data analysis, and chapter summary.

### Research Objectives

Objectives of this study focused on alignment of exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics as perceived by LWDB members in Virginia. In support of the study's goal, the following research objectives examined LWDB operational indicator and behavioral characteristic alignment. The research objectives listed below are derived from a review of the literature and support the primary goal of the research:

RO1: Describe LWDB member demographic characteristics by service sector, LWDB service region, years of LWDB service, gender, age, race, ethnicity, and education level.

RO2: Determine LWDB member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management.

- RO3: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management.
- RO4: Determine LWDB member perceptions of the alignment of LWDB activities with behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions.
- RO5: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions.

### *Research Design*

A non-experimental, descriptive, cross-sectional research design was employed to investigate five research objectives associated with LWDB alignment. Non-experimental design applies when a presumed cause and effect are identified and measured (Shadish, Cook, & Campbell, 2002). Descriptive study design describes the current state of what exists and does not involve the creation of new groups (Fink, 2003a, 2003f; Trochim, 2001; Shadish et al., 2002). LWDB members from 15 Virginia workforce regions were the defined study population and are Governor-certified functioning workforce boards; new research groups were not created. Non-experimental, descriptive research is especially beneficial in studies when the independent variables cannot be manipulated for ethical, practical, or literal reasons (Trochim, 2001). The current condition of LWDB

board alignment was studied without manipulation of variables. Independent variables of board membership cannot be manipulated based on federal and state regulations for WIOA local board composition and board member appointments.

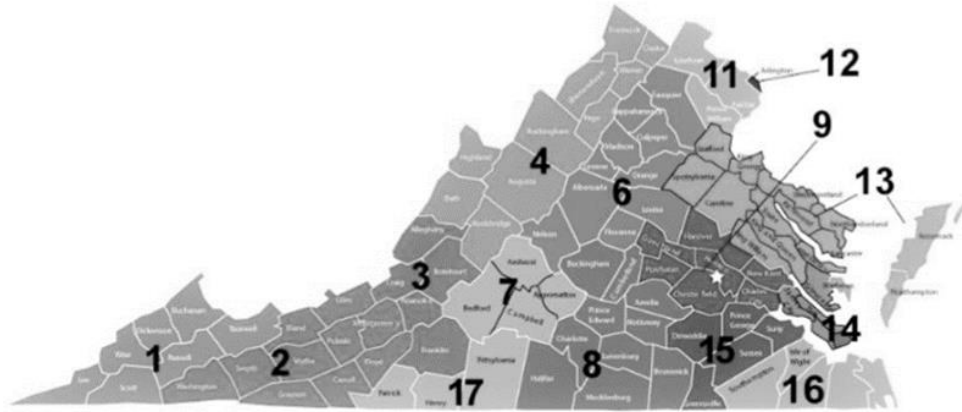
The purpose of descriptive, cross-sectional research is to describe characteristics of what is being measured at a given time providing cross-sectional measurement (Fink, 2003a, 2003f; Swanson & Holton, 2005; Trochim, 2001). Additional characteristics of cross-sectional studies include the ability to investigate numerous variables at the same time and focus on prevailing characteristics of a specific population (Creswell, 2003, Fink, 2003a, 2003e, 2003f; Shadish et al., 2002; Trochim, 2001). LWDB operational and behavioral alignment was assessed at a critical time for the public workforce system because of the transition from WIA to WIOA and the added roles and responsibilities of local workforce boards (Copus et al., 2014; U.S. Department of Labor, Employment and Training Administration, n.d.c). Descriptive research was used to provide data for initial investigation of an area with limited research (Swanson & Holton, 2005; Trochim, 2001). Review of relevant literature indicated minimal research in the field of LWDB operational indicators and behavioral characteristics alignment. The current study is intended to provide data to support future research regarding the alignment of operational indicators and behavioral characteristics for the development of strategic local workforce boards.

### Population and Sample

The population under study included LWDB members representing 15 local workforce development areas (LWDA) in Virginia (Figure 2). LWDBs in Virginia were selected for several reasons. First, Governor Terry McAuliffe's administration is focused

on economic development and the alignment of workforce development in support of economic growth in Virginia. His administration finds value in initiatives that improve LWDB effectiveness because local boards are an important component of the Virginia workforce ecosystem. Second, the implementation of WIOA requires LWDBs to function at a higher strategic level with additional roles and responsibilities. LWDBs are required to evolve from operational, compliance-based boards to more strategic, impactful boards (Copus et al., 2014; U.S. Department of Labor, Employment and Training Administration, n.d.c). Third, LWDB executive directors and chairpersons are interested in developing their local boards and are committed to LWDB member training and development. Last, the Virginia Board for Workforce Development (VBWD) supports the development of strong local boards to implement Virginia workforce policy and provide improved service delivery to businesses and job seekers. Virginia was a good match and viable candidate for the LWDB alignment study because of the demonstrated interest from all levels of leadership in supporting and developing LWDBs.

Figure 2 provides a geographic representation of the 15 LWDA in Virginia and includes: Southwestern Virginia (LWDA 1), New River and Mt. Rogers (LWDA 2), Western Virginia (LWDA 3), Shenandoah Valley (LWDA 4), Piedmont Workforce Network (LWDA 6), Central Virginia (LWDA 7), South Central (LWDA 8), Capital Region (LWDA 9), Northern Virginia (LWDA 11), Alexandria and Arlington (LWDA 12), Bay Consortium (LWDA 13), Peninsula (LWDA 14), Crater Area (LWDA 15), Hampton Roads (LWDA 16), and West Piedmont (LWDA 17).



*Figure 2. Local Workforce Development Areas in Virginia*

#### *Methodology and Sampling Procedure*

The researcher conducted a census of 15 LWDBs in Virginia; LWDB members were the study population and represented a finite population of 502 board members ( $N = 502$ ). Calculation of board member sample size applied a 95% confidence level, 5% margin of error, and 50% response distribution, yielding a minimum sample size of 218 board members (Raosoft®, 2004).

Working through professional associations as trusted and established entities is one way to gain access to and engagement with the required finite population required for the study (Jaisingh, 2006; Sprinthall, 2007). Working through the Virginia Association of Workforce Directors (VAWD), the researcher confirmed the interest of 15 LWDB executive directors to participate in the study. The researcher sent confirmation emails to the executive directors regarding participation. Confirmation emails are included as Appendix F. Fifteen LWDB executive directors were willing to participate, but two LWDBs were unable to participate because of scheduling conflicts.

#### *LWDA and LWDB Member Inclusion Criteria*

The researcher conducted a census study with a finite population of both LWDA's and LWDB members in Virginia. Because of the finite population of both workforce areas and board members, inclusion criteria for local areas and LWDB members are provided to lend insight into the federal requirements to be considered a valid LWDA and an appointed LWDB member. To participate in the study, all LWDA's and LWDB members met the required inclusion criteria.

Inclusion criteria are the requirements an individual must have to be eligible to participate in the survey (Fink, 2003e). For the current study, two levels of inclusion criteria were used by the researcher: LWDA designation inclusion and LWDB member appointment inclusion. LWDA designation inclusion criteria follows a formal request process established by the U.S. Department of Labor through WIOA, in which the area's local elected officials request an area designation from the Governor. In consultation with the VBWD, the Governor grants designation to the LWDA. The process includes varying degrees of deliberation with local elected officials, the current local workforce board, and public considerations through a publicized public comment period (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014).

An LWDB member appointment inclusion criterion includes meeting individual member requirements and appointment by local elected officials. Criteria to become a LWDB member aligns with local board member requirements as defined in WIOA. LWDB members must be appointed by local, elected officials from nominations submitted by local businesses, business trade associations, public organizations, community based organizations, or labor organizations. LWDB members may be



representatives of the private or public sector (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014). Private sector business members

...are owners of businesses, chief executive or operating officers of businesses or other business executives or employers with optimum policymaking or hiring authority; including small businesses or organizations representing businesses that provide employment opportunities that, at a minimum, include high-quality, work-relevant training and development in in-demand industry sectors or occupations in the local area. (National Association of State Workforce Agencies, 2014, p. 63-64; Workforce Innovation and Opportunity Act, 2014, p. 32).

Public sector member representatives include: (a) adult education and literacy under Title II; (b) institutions of higher education providing workforce activities; (c) economic and community development; (d) local employment service representation under the Wagner-Peyser Act; and (e) local vocational rehabilitation representation under Title I of the Rehabilitation Act of 1973 (National Association of State Workforce Agencies, 2014; U.S. Department of Labor, Employment and Training Administration, 2015, n.d.b; Workforce Innovation and Opportunity Act, 2014). The current study included LWDAs designated by the Governor, with participation by LWDB members appointed by local elected officials to serve on local boards. The 15 LWDBs were certified by the Governor to perform local board functions as required by WIOA (National Association of State Workforce Agencies, 2014; Workforce Innovation and Opportunity Act, 2014).

### *Protection of Human Subjects*

Before contact with the study population, the researcher submitted the proposed study application packet to The University of Southern Mississippi, Office of Research Integrity Institutional Review Board (IRB) for authorization. “Participation in the project is completely voluntary, and participants may withdraw at any time without penalty, prejudice, or loss of benefits. All personal information is strictly confidential, and no names will be disclosed” (Office of Research Integrity, n.d.). The researcher ensured informed consent by receiving signed consent authorization documents from each participant. The Consent to Participate form is included as Appendix E. The IRB application and authorization process ensured federal regulations were followed when working with human subjects. After IRB approval was granted, the researcher began the data collection process. IRB authorization through the Notice of Committee Action is included as Appendix D.

### *Instrumentation*

The researcher developed Local Workforce Development Board Effectiveness Alignment survey (Appendix I) collected data pertaining to LWDB member perceptions of the frequency of operational indicator and behavioral characteristic activities performance. The instrumentation section provides information regarding the survey design, survey sections and subscales, and response formats and measurement. The survey map is presented and aligns research objectives with survey statement subscales.

### *Survey Design*

A survey instrument was developed to collect LWDB member demographic information and measure LWDB member perceptions of activity alignment with

operational indicators of exemplary LWDBs and behavioral characteristics of effective nonprofit boards. A search for existing LWDB operational indicator surveys yielded no viable results. A proprietary board self-assessment questionnaire existed to measure nonprofit board behavioral characteristics, but was cost-prohibitive for this study. The Local Workforce Development Board Effectiveness Alignment survey was researcher-developed based on a review of relevant literature and synthesis of data from previous local board studies and LWDB leadership initiatives.

The Local Workforce Development Board Effectiveness Alignment survey was designed as both a tailored and special purpose survey used primarily for businesses and establishments (Dillman, Smythe, & Christian, 2014). Tailored survey design requires customization based on topic, survey sponsor, expected respondents, question content, resources, and timeframe (Dillman et al., 2014). Tailoring encompasses all aspects of survey design and the interaction of survey procedures, focusing on direct communication with people, thereby increasing response rates. Special purpose survey responses are based on the perspective of the individual as a representative of an organization and not of the individual representing himself (Dillman et al., 2014). Social researchers primarily utilize and examine descriptive research questions with a focus on what is currently happening and not what is expected (Swanson & Holton, 2005). Building positive social exchange as part of the survey design and administration process is the foundation of tailored design (Dillman et al., 2014). Because the survey was long, positive social exchange between the researcher and executive director prior to the meeting and the LWDB members during the meeting was a necessary consideration to increase response rates (Dillman et al., 2014). The survey instrument was designed to

capture LWDB members' perceptions as representatives of the local board regarding the current activities of the LWDB. The survey instrument, Local Workforce Development Board Effectiveness Alignment is included as Appendix I.

### *Survey Sections and Subscales*

The survey instrument created for data collection consisted of seven sections. Section one collected LWDB member demographic data considered noninvasive, which included member sector, LWDB service region, and years of LWDB service. Section seven collected the remaining participant demographic data considered invasive, which included gender, age, race, ethnicity, and education level. The final statement in section seven provided an opportunity for LWDB members to comment about the effectiveness of their LWDB.

Sections two through five collected LWDB member operational indicator perceptions based on standards, criteria, roles, and functions of exemplary LWDBs. The four operational indicators are (a) administration, (b) strategic work, (c) resource development, and (d) board development (Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013). Studies and leadership initiatives referenced as examples and used for the development of operational indicator statements are based on the Corporation for a Skilled Workforce and the Missouri Division of Workforce Development (2006), the Corporation for a Skilled Workforce and the Kentucky Workforce Investment Board (2011), and Social Policy Research Associates (2013). Examples of administration activities include review of independent audits, development of fiscal and operational policies, and preparation for LWDB meetings. Examples of strategic work activities include development of a common

workforce vision, strategic plan development, and non-board member involvement in strategy development. Examples of resource development activities include budget development, identification and use of existing resources, and technology strategies for service delivery. Examples of board management activities include LWDB member appointments, business and job seeker satisfaction, and committee structures.

Section six collected LWDB member perceptions of behavioral characteristics based on the dimensions of effective nonprofit boards. The six nonprofit board behavioral characteristics are (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal (BoardSource, 2016; Brown, 2005; Chait et al., 1991; Holland et al., 1989). Examples of activities for the six dimensions include: contextual activities associated with board governance and decision making processes; political activities associated with external communication and different member perspectives; strategic activities associated with interpretation of data and risk-taking; analytical activities associated with systems thinking and interdependencies of partner systems; educational activities associated with continuous learning and board member feedback; and interpersonal activities associated with inclusiveness, networking and succession planning (BoardSource, 2016; Brown, 2005; Chait et al., 1991; Holland et al., 1989).

The survey sections are comprised of statements and statement groupings become subscales. Operational indicator and behavioral characteristic statements are organized into 10 subscales with multiple statements per subscale. The survey has a total of 105 statements; eight for demographic data, 68 for operational indicators, and 29 for behavioral characteristics. The 68 operational indicator statements are organized to include 10 statements for administration, 23 statements for strategic work, 15 statements

for resource development, and 20 statements for board management. Of the 29 behavioral characteristic statements, five are contextual, seven are political, five are strategic, three are analytical, five are educational, and four are interpersonal.

Table 2 presents the survey map and the alignment of research objectives to survey statement subscales. In the Survey Item column, the first number identifies the survey section and the number after the decimal identifies the statement within the section. The survey items are grouped together to become the 10 subscales.

Table 2

*Survey Map*

Research Objectives	Survey Item Subscales
RO1: Describe LWDB member demographic characteristics by service sector, LWDB service region, years of LWDB service, gender, age, race, ethnicity, and education level.	1.1 – 1.3 7.1 – 7.5
RO2: Determine LWDB member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for	2.1 – 5.20
(a) administration	2.1 – 2.12
(b) strategic work	3.1 – 3.23
(c) resource development	4.1 – 4.15
(d) board management	5.1 – 5.20
(Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013)	

Table 2 (continued).

RO3: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for	1.1 2.1 – 5.20
(a) administration	2.1 – 2.12
(b) strategic work	3.1 – 3.23
(c) resource development	4.1 – 4.15
(d) board management	5.1 – 5.20
(Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013)	
RO4: Determine LWDB member perceptions of the alignment of LWDB activities with behavioral characteristics of effective nonprofit board dimensions for	6.1 – 6.29
(a) contextual	6.1 – 6.5
(b) political	6.6 – 6.12
(c) strategic	6.13 – 6.17
(d) analytical	6.18 – 6.20
(e) educational	6.21 – 6.25
(f) interpersonal	6.26 – 6.29
(BoardSource, 2016; Chait et al., 1991; Chait et al., 1996; Chait et al., 2005; Holland et al., 1989)	
RO5: Compare LWDB private and public sector member perceptions of the alignment of LWDB activities with behavioral characteristics of effective nonprofit board dimensions for	1.1 6.1 – 6.29
(a) contextual	6.1 – 6.5
(b) political	6.6 – 6.12
(c) strategic	6.13 – 6.17
(d) analytical	6.18 – 6.20
(e) educational	6.21 – 6.25
(f) interpersonal	6.26 – 6.29

Table 2 (continued).

(BoardSource, 2016; Chait et al., 1991; Chait et al., 1996; Chait et al., 2005; Holland et al., 1989)

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### *Response Formats and Measurement*

Both structured and unstructured response formats were used in the survey. Most statement response formats were structured requesting a single-option selection when multiple choices were provided. Statements 1.1 to 2.10 and 3.1 to 7.5 required a single response. Each statement represented an operational indicator or behavioral characteristic activity performed by LWDB members. A 5-point Likert scale was used to measure activity frequency as perceived by LWDB members. The frequency scale ranged from never to always and included the options of never, rarely, sometimes, frequently, and always. Frequency ranges were defined as “never” equals zero to 10%, “rarely” equals 11% to 39%, “sometimes” equals 40% to 60%, “frequently” equals 61% to 89%, and “always” equals 90% to 100%.

For analysis purposes, levels of the frequency scale were grouped by the highest level of frequency as “frequently” or “always” and the lowest level of frequency as “never,” “rarely,” and “sometimes.” According to the literature, states establishing and implementing exemplary LWDB standards went through several years of development working with local boards and executive directors (Babich, 2006; Corporation for a Skilled Workforce, 2011). Therefore, when standards were implemented there was an understanding and buy-in at the local level and the expectation was for certified local boards to achieve 100% activity frequency for all indicators. Virginia LWDBs did not have the knowledge or advantage of being involved with a state exemplary local board



initiative, so the frequency groupings were more conservative without the expectation of a 100% frequency rating for all activities.

Two survey statements (2.11 and 2.12) were designed for structured responses, referred to as multi-option variables, which allowed a “check all” format for multiple responses; (Dillman et al., 2014; Fink, 2003c; Trochim, 2001). To end the survey, one short text field statement (7.6) prompted the participant to provide an optional, unstructured response regarding the effectiveness of their LWDB.

To summarize instrumentation, the researcher developed a tailored, special purpose survey designed to collect LWDB members’ perceptions of operational indicators and behavioral characteristics. A visually appealing front cover was added to create interest, increase appeal, and improve response rates. Seven survey sections contained 105 statements and collected demographic, operational indicator, and behavioral characteristic data. Research objectives were aligned with survey statements to produce a survey map and a 5-point Likert scale was used to measure the activity frequency of each statement.

#### Data Collection Procedure

Prior to data collection, executive directors were contacted through the Virginia Association of Workforce Directors and received confirmation emails. Dates and times were scheduled for survey administration at regularly scheduled LWDB meetings during the months of December 2016 and January, February, March, 2017. The survey was delivered at LWDB meetings held over a four-month period to accommodate bi-monthly and quarterly meeting schedules. A study information summary was emailed to executive directors and is included as Appendix G. As meeting dates approached, email

and telephone correspondence was used to confirm board meeting dates, times, locations, and to answer questions from the 15 executive directors and LWDB chairpersons.

### *Survey Delivery Method*

In preparation for survey delivery at LWDB meetings, the researcher reviewed the study information summary and survey introduction and instructions (Appendix H), and prepared copies of the Consent to Participate Form (Appendix E) and Local Workforce Development Board Effectiveness Alignment survey (Appendix H). To be available for questions, the researcher arrived before the meeting start time, set up materials, and attended the entire board meeting. Survey administration protocol at the board meetings included the study information summary to introduce the researcher and the study, followed by a time for board members to ask questions. Other than face-to-face board meeting time and administration of the survey, the researcher did not have direct contact with board members; if applicable, pre- and post-survey communication with the chairperson or board members was through the executive director. As part of survey administration, each board member received two copies of the participant consent form; one copy was reviewed, signed, and returned to the researcher and one copy was retained by the participant. Survey participation was voluntary and participants could withdraw at any time. Questions concerning the research and survey were addressed at any time. Survey introduction and instructions were provided and the survey instrument was group administered to LWDB members. The primary advantages of group-administered surveys are high response rates and the ease of meeting with groups in a familiar organizational setting (Trochim, 2001). A disadvantage is the cost and time necessary to travel to various locations to meet with multiple groups (Trochim, 2001). Upon

completion of the survey, board members were thanked for their participation and provided information about study benefits, which includes a presentation of study results at a future board meeting. LWDB alignment survey administration, from introduction to group closing comments, took approximately 30 to 35 minutes.

#### *Data Transfer*

Data was collected on paper survey documents, organized by LWDB and retained in a locked filing cabinet. Survey data was entered into SPSS by a data specialist and reviewed by the researcher, a statistician, and the data specialist. Upon review, if data file entries were inconsistent or appeared to be invalid, responses from the data file was compared to the paper survey instrument. Incorrect data was identified through review of the data file or because of questionable statistical analysis results and data entry mistakes were corrected and the statistical data analysis was repeated. Table 3 summarizes the data collection plan and procedures. Tasks are grouped by week, starting with the IRB request and approval and ending with documentation of results and conclusions.

Table 3

*Data Collection Plan and Procedures*

Timeframe	Task
Week 0	Receive IRB approval Pilot test survey administration and instrument
Weeks 1 - 2	Send Executive Directors LWDB meeting confirmation email Confirm LWDB meeting schedule Plan logistics Print surveys, consent forms, and information summary sheet
Weeks 3 - 13	Administer in-person survey at LWDB meeting locations Confirm or reschedule LWDB meetings week by week Print surveys, consent forms, and information summary sheet Email thank you correspondence to Executive Director
Weeks 14 - 16	Acquire, familiarize, and set up SPSS software Complete entry of LWDB surveys Complete data analysis Document results and conclusions

## Threats to Study Validity

Threats to study validity for social science research present concerns about the researcher's ability to connect the intervention to study outcomes (Creswell, 2003; Shadish et al., 2002). This section introduces study threats to validity for conclusions, internal, construct, and external validity, and provides actions to address threats for the LWDB alignment study. Conclusion validity refers to the relationship between variables

and the correlation between testing and study outcomes (Shadish et al., 2002; Trochim, 2001). Two types of errors occur: finding a correlation when one does not exist and not finding a correlation when one does exist (Trochim, 2001). To address conclusion validity, statistical tests were administered during the study.

Internal validity considers the relationship between the program and the outcomes (Shadish et al., 2002; Trochim, 2001). Threats to internal validity for the LWDB alignment study included exposure to the survey prior to formal survey administration because the survey was administered over an extended time period. Survey administration addressed the testing exposure threat. The survey was delivered in person on paper to LWDB members present at the meeting and collected at the end of each meeting; online copies were not distributed. Changes to appointed board members occur due to LWDB member resignations or term limits, but there was no reason to expect massive LWDB member changes as there were with the establishment of WIOA LWDBs. Development of local area strategic workforce plans and administration of the LWDB alignment survey occurred simultaneously; the development of LWDB plans emphasized the need for LWDB member strategic thinking, which was one of the study constructs.

Construct validity refers to operationalization of the study to measure what was intended to be measured, matching the study procedures and the constructs (Shadish et al., 2002; Trochim, 2001). Threats to construct validity for the LWDB alignment study included LWDB members' reactions to the experiential situation and their positive or negative perceptions of a study pertaining to their work on the LWDB. Researcher and executive director expectations may influence LWDB member responses if respondents

perceive they are expected to respond in a certain way. Agreeing to participate in the study will have a disruptive effect on the normal schedule of the LWDB meetings. From a study perspective, LWDB members may respond positively or negatively to a meeting schedule disruption, which may affect survey results. To address construct validity threats, the researcher developed detailed study implementation procedures, which were carefully followed and administered consistently over the three month period of data collection.

External validity considers the ability to generalize the results across other people, groups, or situations (Shadish et al., 2002; Sprinthall, 2007; Trochim, 2001). One threat to external validity is interaction of casual relationships with settings (Shadish et al., 2002). The LWDB alignment study has a census sample population of 15 LWDBs at 15 different locations across the Commonwealth of Virginia and in different meeting venues. Traveling to different meeting locations for each service region meant the location for administering the survey changed for each meeting. Another threat is interaction of casual relationship with outcomes (Shadish et al., 2002). To address outcome relationship and expectations, the study concept and design was discussed with the LWDB executive directors through the Virginia Association of Workforce Directors. The study was conducted within the context of LWDBs within the Virginia Workforce System and the relationship between operational indicator and behavioral characteristic alignment for Virginia LWDBs and should not be generalized across LWDBs in other states.

## Data Analysis

The data analysis section includes information about pilot testing the instrument, instrument validity and reliability, levels of measurement, the data analysis plan, and statistical analysis as it pertains to the five research objectives.

### *Pilot Testing the Instrument*

A pilot test of the survey was conducted prior to formal survey administration at the LWDB meetings. A pilot provided an opportunity to test the instrument and simulate the complete administration process (Fink, 2003a, 2003c; Phillips, Phillips, & Aaron, 2013). Through the pilot test the researcher monitored the respondent's reaction to the survey, gauged the amount of time to complete the survey, gained an understanding of the respondents' experience taking the survey, and examined the administration logistics and process (Dillman et al., 2014; Fink, 2003a, 2003d; Phillips, et al., 2013). To conduct an effective pilot, respondents should have similar characteristics to the population participating in the survey; ten respondents are recommended for a pilot test (Fink, 2003a). Prior to administration of the LWDB alignment survey to LWDB members, a pilot test was conducted with a group of regional workforce development professionals. The researcher administered the pilot using the LWDB survey introduction and instructions, participant consent form, and LWDB alignment survey. The process replicated survey administration delivered to LWDB members. After completing the survey and careful review of the survey instrument, the pilot group provided feedback regarding survey appearance, statement wording, and use of terminology. Results from the pilot test required instrument modifications, but did not require changes to the survey administration process.

### *Instrument Validity and Reliability*

Validity and reliability are important to survey instruments. Validity is important to determine if meaning or inference may be derived from questionnaire scores and considers if the instrument measures what it is intended to measure (Creswell, 2003; Fink, 2003a, 2003d, 2003f). Reliability measures the degree of instrument consistency and dependability and the consistency in survey administration and scoring (Creswell, 2003; Fink, 2003c, 2003f; Swanson & Holton, 2005; Trochim, 2001). The researcher developed instrument contained questions measuring board member perceptions of LWDB alignment with exemplary LWDB operational indicators and effective nonprofit behavioral characteristics. The survey statements were proven valid or reliable. To evaluate the reliability of the operational indicator and behavioral characteristic sections of the survey, Cronbach's  $\alpha$  was used as a reliability analysis to measure survey consistency. The questionnaire included 10 subscales; four subscales to measure operational indicators and six subscales to measure behavioral characteristics. Separate reliability analyses were run for each of the 10 questionnaire subscales. In measuring the reliability of a questionnaire, Cronbach's  $\alpha$  indicates that a value of  $\geq 0.9$  is excellent,  $\geq 0.8$  is good, and  $\geq 0.7$  is minimally adequate (Field, 2009; George & Mallery, 2003).

Content validity is used to determine if the survey instrument statements and questions measure the research objectives intended to be measured (Creswell, 2003; Fink, 2003a, 2003f). The researcher first develops or defines the concept that is to be measured and develops survey items including all aspects of the definition (Fink, 2003a, 2003b, 2003f). Content validity ensures the content of the instrument matches the content of what is being measured; therefore, content validity is typically confirmed by experts



within the field of measurement and not statistically (Swanson & Holton, 2005). Face validity may be associated with content validity, but is not based on or supported by theory (Fink, 2003a, 2003f). Face validity considers the surface appearance of the survey instrument; the correct questions, appropriate education level, and meaningful language (Fink, 2003a, 2003f). To ensure content validity and face validity for the instrument, a pilot test was conducted with a panel of regional workforce development professionals who reviewed the survey instrument and provided feedback.

Construct validity is used to determine if the survey instrument measures the variables or concepts it was designed to measure and if the scores are useful based on the intended purpose (Creswell, 2003; Huck, 2008). Further, construct validity confirms an instrument can differentiate between respondents who do and do not have predefined characteristics (Fink, 2003a, 2003f).

Criterion validity determines if scores correlate with results from other instruments or compares scores to future performance (Creswell, 2003; Fink, 2003a, 2003f). Criterion validity considers if the measure predicts the dependent variable as it was designed to do (Swanson & Holton, 2005). In the current LWDB alignment study, the survey instrument is the constant, board members are the independent variables, and survey responses are the dependent variables. In the context of the current study, the survey responses (dependent variable) provided local board member perceptions of LWDB activity alignment with the operational indicators of exemplary LWDBs for administration, strategic work, resource development, and board management dimensions (RO2), and LWDB activity alignment with the behavioral characteristics of effective

nonprofit boards for contextual, political, strategic, analytical, educational, and interpersonal dimensions (RO4).

### *Levels of Measurement*

Levels of measurement for this study included nominal, ordinal, and numerical. Levels of measurement applied to the data collected and determined how to interpret the data (Fink, 2003a, 2003b, 2003f; Trochim, 2001). Nominal measurement has no numerical value, but uniquely names the attribute; data are arbitrary with no assigned value. Data produced from nominal scales may be referred to as categorical data. In this study nominal scales were used to measure most demographic characteristics where attributes were named such as sector, service region, gender, race, and ethnicity (Fink, 2003a, 2003b, 2003e; Trochim, 2001). Ordinal measurement is used when attributes have an inherent order within categories (Fink, 2003a, 2003e; Trochim, 2001). An ordinal measurement scale was used to measure years of LWDB service, age, and education level, all representing data ranges.

An interval scale measures the distance between attributes, when the distance has meaning. Calculation of the means and standard deviations are used to summarize interval variables (Fink, 2003b, 2003e; Trochim, 2001). This study used interval measurement to capture Likert response data for operational indicators and behavioral characteristics. Response data was captured to determine alignment among LWDB member perceptions, exemplary LWDB operational indicators, and effective nonprofit board behavioral characteristics. Likert responses may be considered interval scales, but the literature is vague regarding the required number of Likert items (Boone & Boone, 2012; Carifio & Perla, 2008). Boone and Boone (2012) require a minimum of four Likert

items for an interval scale. Parametric statistical tests such as a *t*-test may be used with interval scale data (Boone & Boone, 2012; Carifio & Perla, 2008). Jamieson (2004) further supports the use of Likert scales as interval measurement stating the researcher determines the level of measurement based on study justification according to sample size and whether the distribution is normal.

A characteristic that can be measured and has different values is a variable. Independent variables are what the researcher manipulates and are used to explain a response; dependent variables presumably are affected by the independent variable (Fink, 2003a; Trochim, 2001). In this study, the LWDB members were the independent variables, the operational indicators and behavioral characteristics are the dependent variables, and the survey is the constant.

### *Statistical Analysis*

The current study used descriptive and inferential statistical analysis. Features of descriptive statistics describe features of the statistical study and provide data summaries for the sample and variables by presenting large amounts of quantitative data in a manageable way (Trochim, 2001). Further, descriptive statistics are used to define data in measures of central tendency, describing the point at the center of distribution (Fink, 2003a, 2003e). Inferential statistical analysis was used by the researcher to make conclusions that extend beyond the immediate data (Trochim, 2001). Inferential statistics is used to make data inferences to general conditions and descriptive statistics is used to describe the data (Trochim, 2001).

Frequency distribution is used to describe a variable and may be the values of one variable or a category of values (Trochim, 2001). The current study used frequency

distribution to measure the occurrences of demographic responses and the list of all applicable responses for operational indicator administration statements 2.11 and 2.12. Dispersion is the spread of values around the central tendency and standard deviation is one measure of dispersion (Trochim, 2001). As a measure of variability, standard deviation indicates the distance scores are from the mean in a distribution (Sprinthall, 2007). The study tested for standard deviation to determine the relation that operational indicators and behavioral characteristics have to the mean of the sample.

The *t*-test was applied to determine if the means of the two groups were statistically different (Trochim, 2001). The statistical significance is the primary outcome from a *t*-Test. An independent *t*-test was used to evaluate the means of two groups, private and public sector LWDB members, and their perceptions of the operational indicator variables and behavioral characteristics variables, to provide information to access if the mean between the two groups is statistically different (Trochim, 2001). Levene's test was applied to test for homogeneity of variance among dependent variables. Homogeneity is assumed if the significance level is greater than .05. If the significance level is .05 or less and the sample sizes are equal, the *t* or *F* ratio may provide erroneous impressions (Sprinthall, 2007). Levene's test was conducted for each operational indicator and behavioral characteristic analysis to determine if public and private sector members differed in their perceptions of activity performance frequency. Cohen's *d* was used to compute an effect size for each of the operational indicators and behavioral characteristics. The larger the effect size, the more likely of detecting population differences from the use of inferential statistical analysis (Sprinthall, 2007).

Cronbach's  $\alpha$  was used to assess reliability of survey items and to measure the strength of survey item consistency (Trochim, 2001). Cronbach's  $\alpha$  is a measure of scale reliability and can assess which survey items are contributing or not contributing to reliability (Sprinthall, 2007). In measuring the reliability of a survey, Cronbach's  $\alpha$  indicates that a value of  $\geq 0.9$  is excellent,  $\geq 0.8$  is good, and  $\geq 0.7$  is minimally adequate (Field, 2009; George & Mallery, 2003). Table 4 provides the Data Analysis Plan and includes the research objectives, survey items, level of measurement, and statistical analysis method. Data analysis and study results are reported in Chapter IV.

Table 4

*Data Analysis Plan*

Research Objective	Survey Items	Level of Measurement	Data Analysis
RO1	1.1, 1.2	Nominal	Frequency Distribution
	1.3	Ordinal	Frequency Distribution
	7.1, 7.3, 7.4	Nominal	Frequency Distribution
	7.2, 7.5	Ordinal	Frequency Distribution
RO2	2.1 – 2.10	Interval	Frequency Distribution Mean and Standard Deviation
	2.11, 2.12	Nominal	Frequency Distribution
	3.1 – 3.23	Interval	Frequency Distribution Mean and Standard Deviation
	4.1 – 4.15	Interval	Frequency Distribution Mean and Standard Deviation
	5.1 – 5.20	Interval	Frequency Distribution Mean and Standard Deviation

Table 4 (continued).

RO3	1.1	Nominal	Frequency Distribution
	2.1 – 2.10	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	3.1 – 3.23	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	4.1 – 4.15	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
RO4	5.1 – 5.20	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.1 – 6.5	Interval	Frequency Distribution
			Mean and Standard Deviation
	6.6 – 6.12	Interval	Frequency Distribution
			Mean and Standard Deviation
	6.13 – 6.17	Interval	Frequency Distribution
			Mean and Standard Deviation
	6.18 – 6.20	Interval	Frequency Distribution
			Mean and Standard Deviation
	6.21 – 6.25	Interval	Frequency Distribution
			Mean and Standard Deviation
	6.26 – 6.29	Interval	Frequency Distribution
			Mean and Standard Deviation

Table 4 (continued).

RO5	1.1	Nominal	Frequency Distribution
	6.1 – 6.5	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.6 – 6.12	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.13 – 6.17	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.18 – 6.20	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.21 – 6.25	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>
	6.26 – 6.29	Interval	Independent <i>t</i> -test
			Levene's Test
			Cohen's <i>d</i>

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#### *Research Objective One (RO1)*

Research Objective One (RO1) described the demographic characteristics of the LWDB members as survey participants. A descriptive statistics, frequency distribution analysis was used to measure LWDB member demographic characteristics relative to service sector, LWDB service region, years of LWDB service, gender, age, race, ethnicity, and education level. The attributes of LWDB member sector, service region, gender, race, and ethnicity required nominal measurement; and LWDB member years of

service, age, and education level required ordinal measurement. The researcher collected demographic data to better describe the sample and provide insight regarding the demographic characteristics of LWDB membership.

#### *Research Objective Two (RO2)*

Research Objective Two (RO2) determined LWDB member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management. Interval measurement was applied for administration section attributes (*statements 2.1 – 2.10*) and for all attributes associated with strategic work, resource development, and board management sections. LWDB members rated their perception of operational indicator activity statements for administration, strategic work, resource development, and board management according to frequency of the activity based on a 5-point Likert scale (1 = never, 2 = rarely, 3 = sometimes, 4 = frequently, 5 = always). Descriptive statistics, frequency distribution analysis were used to measure LWDB member responses by operational indicator. The mean was used to interpret data providing a sense of central tendency toward operational indicator activity. Nominal measurement was applied for two administration section attributes (*statements 2.11 and 2.12*) to provide a frequency distribution of the values. These two statements in the administration section requested multiple responses with instructions for LWDB members to check all applicable responses; statements collected data regarding LWDB members' perceptions of their responsibilities for hiring and managing the executive director staff position and LWDB by-law items as defined by board leadership and members. Descriptive statistics analysis for the four operational indicators included



central tendency in the form of mean ( $M$ ) and variability in the form of standard deviation ( $SD$ ).

#### *Research Objective Three (RO3)*

Research Objective Three (RO3) compared private and public sector member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management. Descriptive statistics, frequency distribution analysis was used to measure private sector and public sector responses by operational indicator. Statistical analysis results of the LWDB alignment questionnaire yielded the mean for private and public sector for each of the four operational indicators. An independent  $t$ -test was used to assess if the mean of the two independent samples, private sector and public sector, were statistically different for each of the operational indicators. Levene's test was conducted to assess the equality of variances between the private and public sector groups and reported the  $F$  ratio and a  $p$  value for the private and public sector operational indicators. Cohen's  $d$  was used as a standardized measure to compute the magnitude of the effect size for each of the operational indicators.

#### *Research Objective Four (RO4)*

Research Objective Four determined LWDB member perceptions of the alignment of LWDB activities with the behavioral characteristics of effective nonprofit boards for the (1) contextual, (2) political, (3) strategic, (3) analytical, (5) educational, and (6) interpersonal dimensions. Interval measurement was applied for attribute data collected for the six behavioral characteristics. LWDB members rated their perception of behavioral characteristic activity statements for contextual, political, strategic, analytical,

educational, and interpersonal dimensions according to frequency of the activity based on a 5-point Likert scale (1 = never, 2 = rarely, 3 = sometimes, 4 = frequently, 5 = always). Descriptive statistics, frequency distribution analysis was used to measure LWDB member responses by behavioral characteristic. The mean was used to interpret data providing a sense of the central tendency toward behavioral characteristic activity tendency. Descriptive statistics analysis for the six behavioral characteristics included central tendency in the form of mean ( $M$ ) and variability in the form of standard deviation ( $SD$ ).

#### *Research Objective Five (RO5)*

Research Objective Five (RO5) compared private and public sector member perceptions of the alignment of LWDB activities with behavioral characteristics of nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions. Descriptive statistics, frequency distribution analysis was used to measure private sector and public sector responses by behavioral characteristic. Statistical analysis results of the LWDB alignment questionnaire yielded the mean for private and public sector for each of the six behavioral characteristics. Levene's test was conducted to assess the equality of variances between the private and public sector groups and reported the  $F$  ratio and  $p$  value for the private and public sector behavioral characteristics. An independent  $t$ -test was used to assess if the mean of the two independent samples, private sector and public sector, were statistically different for each of the behavioral characteristics. Cohen's  $d$  was used as a standardized measure to compute the magnitude of the effect size for each of the behavioral characteristics.

## Summary

Chapter III provided the research design and methodology for the LWDB alignment study. A non-experimental, descriptive, cross-sectional study investigated five research objectives to determine LWDB member perceptions of the alignment of LWDB activities with operational indicators of exemplary LWDBs and behavioral characteristics of effective nonprofit boards. A census study was conducted and included 13 LWDBs and 226 LWDB members in Virginia. The researcher developed and administered the survey over a four month data collection period. Data analysis included nominal, ordinal, and interval levels of measurement. The study was conducted using descriptive and inferential statistics and the analysis included frequency distribution, mean, standard deviation, and independent *t*-tests. Responses were entered into Statistical Package for the Social Sciences (SPSS) software for analysis. Chapter IV provides the results of the study's research.

## CHAPTER IV RESULTS

The passage of WIOA in 2014 reformed the public workforce system and increased the expectations of LWDB members as regional workforce leaders. The WIOA vision and purpose for LWDBs is to serve as strategic leaders and to act as conveners of regional workforce system partners, stakeholders, and businesses (Innovation and Opportunity Network, 2016). To realize the vision for WIOA, LWDB members are challenged with the increased strategic responsibilities to facilitate public-private partnerships, develop and implement regional sector strategies and career pathways, and to develop a market-responsive workforce ecosystem (Innovation and Opportunity Network, 2016).

The purpose of the study was to determine how frequently Virginia's LWDB members perform activities aligned with exemplary LWDB operational indicator activities and effective nonprofit board behavioral characteristic activities, as perceived by LWDB members. Five research objectives focused on board member demographics, perceptions of LWDB activities and alignment with operational indicators of exemplary LWDBs and behavioral characteristics of effective nonprofit boards, and a comparison of private and public sector LWDB member perceptions of activity alignment with operational indicators and behavioral characteristics. This chapter provides the results of the study.

### Limitations

Study limitations are factors that impact the study and are not within the control of the researcher (Roberts, 2010). Limitations of this study include the lack of survey instruments, lack of participation by Virginia LWDBs, lack of participation by LWDB

private and public sector members, the finite population of local board members, and reliance on the perceptions of board member participants. A survey instrument does not exist to measure effective LWDB operational indicators. A proprietary board self-assessment questionnaire exists to measure nonprofit board behavioral characteristics. To address this limitation, the researcher developed an instrument based on synthesized data from success factor research of exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics. Data collection was dependent upon agreement to participate by the local workforce development area (LWDA) board staff Executive Director and private sector Chairperson. The Executive Director is also responsible for coordinating the local area board meeting logistics and communicating directly with the LWDB members.

#### Data Results

The researcher conducted a census study of the 15 LWDBs in Virginia. Fifteen LWDBs were interested and agreed to participate, but 13 LWDBs participated in the study; two LWDBs were unable to participate because of scheduling conflicts. Virginia LWDB members were the study population and represented a finite population of 502 board members. The group administered survey from 13 locations yielded 229 paper surveys; three were removed due to non-responses for most survey sections, leaving 226 valid surveys. A minimum of 218 responses were required to reach the minimum size of respondents needed for a statistical sample defined by applying a 95% confidence level, 5% margin of error, and 50% response distribution (Raosoft®, 2004). The researcher designed survey included seven sections to collect demographic data, operational indicator and behavioral characteristic perceptions, and one optional descriptive open-

ended statement to allow for responder comments. The results of the pilot test, reliability analysis, and data analysis by research objective are presented below.

### *Pilot Test*

Before administering the survey, the researcher designed instrument and survey administration process were pilot tested with a group of twelve regional workforce development professionals. Results of the pilot test resulted in changes to the presentation layout of the 14 page document. The survey was expected to be formatted with a clear plastic cover, cardstock back cover, plastic spiral spine binding, and front and back printed pages. Instead of the bound document, the pilot group requested the survey be stapled in the top left corner with one-sided print for page turning ease and to allow the respondent to expeditiously move through the document at the respondents reading speed.

The pilot group requested wording changes for demographic data in Section One, to change “More than 10 years” to 10 years or more,” and in Section Seven, to change “Asian American” to “Asian,” “Multiracial American” to “Multiracial,” and “White American” to White.” No additional wording changes were recommended by the pilot group. Pilot group reaction indicated it was a long survey, taking eight to 20 minutes to complete. The group expressed anxiety in taking the survey and not knowing some of the answers, but supported the survey format and length as appropriate for appointed LWDB members. The survey administration process was not modified, but the survey demographic wording changes were made and the survey was administered in the changed presentation layout.

### *Instrument Validity and Reliability*

Instrument validity was determined for the researcher-developed survey statements measuring board member perceptions of activity alignment with exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics. Statements from the survey were derived from a review of the literature based on synthesized data from studies of exemplary LWDB operational indicators and effective nonprofit board behavioral characteristics. The survey is a comprehensive list of activities performed always by exemplary LWDBs and effective nonprofit boards and can be used as a training resource for LWDB members. Board members can review the list of survey activities and understand what activities should be performed and through board member discussions, they can gain an understanding of how activities are currently performed and what activities they need to start performing. Instrument construct validity was determined based on the definitionalist perspective of construct validity stating “that the way to assure construct validity is to define the construct so precisely that you can operationalize it in a straightforward manner” (Trochim, 2001, p.69). Therefore, based on the definitionalist perspective of construct validity, survey statements were determined to be valid.

As a reliability test for the survey, Cronbach’s  $\alpha$  was used to measure the strength of survey item consistency. The survey included 10 subscales; four subscales to measure the operational indicators of administration, strategic work, resource development, and board management, and six subscales to measure the behavioral characteristics of contextual, political, strategic, analytical, educational, and interpersonal. Separate reliability analyses were run for each of the 10 survey subscales. In measuring the

reliability of a questionnaire, Cronbach's  $\alpha$  indicates a value of  $\geq 0.9$  is excellent,  $\geq 0.8$  is good, and  $\geq 0.7$  is minimally adequate (Field, 2009; George & Mallery, 2003).

Reliability analyses for the questionnaire subscales indicated all 10 subscales had either excellent ( $\alpha \geq 0.9$ ) or good ( $\alpha \geq 0.8$ ) reliabilities. Using Cronbach's  $\alpha$  for the reliability analysis, operational indicator subscales had the highest reliabilities. Three of the four operational indicator subscales had excellent reliability and included: administration Cronbach's  $\alpha = .87$ ; strategic work Cronbach's  $\alpha = .97$ ; resource development Cronbach's  $\alpha = .93$ ; and board management Cronbach's  $\alpha = .93$ . All six of the behavioral characteristic subscales had good reliability and included: contextual Cronbach's  $\alpha = .88$ ; political Cronbach's  $\alpha = .85$ ; strategic Cronbach's  $\alpha = .89$ ; analytical Cronbach's  $\alpha = .80$ ; educational Cronbach's  $\alpha = .83$ ; and interpersonal Cronbach's  $\alpha = .82$ .

#### Research Objective (RO1)

Research Objective One (RO1) described LWDB member demographic characteristics by service sector, LWDB service region, years of LWDB service, gender, age, race, ethnicity, and education level. A descriptive statistics, frequency distribution analysis was used to measure LWDB member demographic characteristics. The researcher collected demographic data to better describe the sample and provide insight regarding demographic characteristics of the LWDBs.

#### *LWDB Member Service Sector*

Of the 226 respondents, over half ( $n = 122$ , 54%) identified as LWDB public sector representatives and 43% ( $n = 97$ ) identified as LWDB private sector members. Two LWDB members affiliated with both the public and private sectors and five members selected an "other" affiliation to the LWDB. All LWDBs surveyed have a



private sector majority membership, but 54% of the respondents were public sector members, indicating a higher participation rate for public sector members. Table 5 presents the results of member service sector representation on the LWDB.

Table 5

*LWDB Member Service Sector*

LWDB Member Sector	<i>n</i>	%
Private	97	42.9
Public	122	54.0
Both/Other	7	3.1
Total	226	100.0

*LWDB Member Service Region*

Additionally, respondents indicated the LWDB service region as the geographic area of Virginia they represent. Thirteen LWDBs participated in the study and are listed in Table 6. Among the total number of LWDB member respondents, the highest member responses came from three local boards: LWDB 16 Hampton Roads ( $n = 25$ , 11.1%); LWDB 4 Shenandoah Valley ( $n = 23$ , 10.2%); and LWDB 7 Region 2000 ( $n = 21$ , 9.3%). When considering total board membership and the percentage of LWDB member respondents, the highest number of respondents came from seven local regions with over 50% of total board membership present at the meeting and responding to the survey.

Based on the total number of board members by board and the number of LWDB member respondents at the meeting, LWDBs with the highest total board membership respondents included: LWDB 7 Region 2000 ( $n = 21$ , 62%); LWDB 13 Bay Consortium ( $n = 15$ , 60%), LWDB 2 New River/Mount Rogers ( $n = 17$ , 59%), LWDB 4 Shenandoah Valley ( $n = 23$ , 59%), LWDB 12 Alexandria/Arlington ( $n = 19$ , 59%), LWDB 8 South

Central (  $n = 17$ , 57%), and LWDB 9 Capital Region ( $n = 16$ , 55%). Two of the three local boards surveyed had both the highest number of members at the meeting and the most respondents, based on total LWDB membership. The local boards with the highest percentage of total board membership present at the meeting indicate a higher level of LWDB member participation and engagement. Table 6 presents LWDB member respondents and total LWDB membership by service region.

Table 6

*LWDB Service Region*

LWDB Region			LWDB Members	Membership Response
	<i>n</i>	%	<i>n</i>	%
LWDB 1 Southwest Virginia	16	7.5	33	48
LWDB 2 New River/ Mount Rogers	17	7.5	29	59
LWDB 4 Shenandoah Valley	23	10.2	39	59
LWDB 6 Piedmont Workforce Network	15	6.6	34	44
LWDB 7 Region 2000	21	9.3	34	62
LWDB 8 South Central	17	7.5	30	57
LWDB 9 Capital Region	16	7.1	29	55
LWDB 11 Northern Virginia	19	8.4	57	33
LWDB 12 Alexandria/Arlington	19	8.4	32	59
LWDB 13 Bay Consortium	15	6.6	25	60
LWDB 14 Greater Peninsula	13	5.8	36	36
LWDB 15 Crater	10	4.4	21	48
LWDB 16 Hampton Roads	25	11.1	51	49
Total	226	100.0	502	

*LWDB Member Years of Service, Age, and Educational Level*

The survey included additional demographic characteristics for years of LWDB service, age, and education level. Based on years of service, over half of the 226

respondents ( $n = 123$ , 54.4%) served on the LWDB for three years or less. Almost one-third ( $n = 67$ , 29.7%) served on the LWDB for seven years or more; and 44 of the 67 board members served on the LWDB for more than 10 years. Study results indicate most local board members are new appointees.

When considering age, the majority ( $n = 117$ , 81%) of LWDB members are 55 years or older, the middle age range is 34 to 54 ( $n = 94$ , 41.6%), with few ( $n = 11$ , 4.8%) LWDB members between the ages of 18 and 33. Most LWDB members identified as both older adults and new appointees, indicating the majority of new appointees are older adults.

From an education perspective, more than half ( $n = 116$ , 51.3%) LWDB member respondents earned a graduate degree. The majority ( $n = 197$ , 87.1%) of LWDB members earned a baccalaureate or graduate degree and the remaining LWDB members ( $n = 24$ , 12.7%) have a high school diploma or equivalent, some college, or an associate's degree. Table 7 presents LWDB member demographic data by years of service, age, and level of education.

Table 7

*LWDB Member Demographic Data (Ordinal)*

	<i>n</i>	%	Cumulative %
<b>LWDB Years of Service</b>			
Less than a year	40	17.7	17.7
1 – 3 years	83	36.7	54.4
4 – 6 years	36	15.9	70.3
7 – 9 years	23	10.2	80.5
10 years or more	44	19.5	100.00
Total	226	100.0	
<b>Age</b>			
18 – 33	11	4.9	4.9
34 – 44	28	12.4	17.3
45 – 54	66	29.2	46.5
55 – 65	86	38.1	84.6
66 or older	31	13.6	98.2
No Response	4	1.8	100.0
Total	226	100.0	
<b>Education</b>			
High School Diploma or Equivalent	2	.9	.9
Some College	14	6.2	7.1
Associates Degree	8	3.5	10.6
Bachelor's Degree	81	35.8	46.4
Graduate Degree	116	52.3	98.7
No Response	3	1.3	100.0
Total	226	100.0	

*LWDB Member Gender, Race, and Ethnicity*

Results of the remaining LWDB member demographic characteristics for gender, race, and ethnicity are provided in Table 8. Fifty-four percent ( $n = 122$ ) of LWDB member were male and 44.7% ( $n = 101$ ) were female. The majority ( $n = 178$ , 78.8%) of LWDB members were White, followed by Black or African American ( $n = 33$ , 14.6%), and the remaining were another race ( $n = 11$ , 4.8%). The majority ( $n = 197$ , 87.2%) of LWDB members were not Latino and a minority ( $n = 6$ , 2.7%) identified as Latino. In many cases, the race and ethnicity mix of LWDB members does not align with or represent the population or communities being served by the local boards. Table 8 presents additional demographic information pertaining to gender, race, and ethnicity.

Table 8

*LWDB Member Demographic Data (Nominal)*

	<i>n</i>	%
Gender		
Male	122	54.0
Female	101	44.7
No Response	3	1.3
Total	226	100.0
Race		
White	178	78.8
Black/African American	33	14.6
Asian	4	1.8
No Response	4	1.8
Member of Other Race	3	1.3
American Indian/Alaska Native	2	.9
Middle Eastern or North African	1	.4
Multiracial	1	.4
Total	226	100.0
Ethnicity		
Not Latino	197	87.2
No Response	23	10.2
Latino	6	2.7
Total	226	100.0

## Research Objective Two (RO2)

Research Objective Two (RO2) determined LWDB member perceptions of the alignment of LWDB activities with the operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management. Participants responded to survey statements regarding the frequency of

activities performed within each of the four operational indicators. To answer RO2, the researcher used descriptive statistics to determine the frequency distribution of participant responses to each of the operational indicator subscales. The first analysis presents the frequency distribution for the four subscales, followed by further analysis of subscale statements which deviate from subscale analysis findings. After frequency distribution subscale and statement analysis, tests for mean and standard deviation were conducted. Analysis of RO2 concludes with a presentation of LWDB member perceptions of executive director and by-law component responsibilities.

#### *Operational Indicator Subscale Analysis*

The four operational indicator subscales and 68 indicator statements were derived from the literature as activities performed by exemplary LWDBs; the four subscales include indicators grouped by activity. Responses of “frequently” or “always” indicated LWDB members perceived local boards performed activities on a regular basis as part of LWDB operations. Data analysis of operational indicator subscales indicated LWDB members perceived local boards “frequently” or “always” performed activities at the subscale level and further analysis indicated LWDBs performed 67 of the 68 operational indicator activities “frequently” or “always” at the indicator activity level.

Analysis of the first operational indicator, the administration subscale, revealed LWDB members selected “frequently” or “always” 90% of the time ( $n = 1,921$ ) and “never,” “rarely,” or “sometimes” 10% of the time ( $n = 213$ ). The strategic work subscale was second and analysis indicated LWDB members selected “frequently” or “always” 81% of the time ( $n = 3,978$ ) and “never,” “rarely,” or “sometimes” 19% of the time ( $n = 910$ ). The third analysis included the resource development subscale, which

revealed LWDB members selected “frequently” or “always” 76% of the time ( $n = 2,324$ ) and “never,” “rarely,” or “sometimes” 24% of the time ( $n = 723$ ). Analysis of the final operational indicator subscale, board management, revealed LWDB members selected “frequently” or “always” 78% of the time ( $n = 3,216$ ) and “never,” “rarely,” or “sometimes” 22% of the time ( $n = 899$ ). Within the board management subscale, LWDB members perceived they receive ongoing training “never,” “rarely,” or “sometimes” and is the only subscale activity that most LWDB members perceive is performed at a low level of frequency. In summary, with the exception of one activity, LWDB members perceived boards “frequently” or “always” performed operational indicator activities at the subscale level.

Table 9 presents results of LWDB member operational indicator perception responses as measured by activity frequency.



Table 9

*LWDB Member Operational Indicator Perceptions*

Operational Indicator	Never		Rarely		Sometimes		Frequently		Always	
	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)
Administration <i>Statements</i> 2.1 - 2.10	39	(1.8)	40	(1.9)	134	(6.3)	404	(18.9)	1,517	(71.1)
Strategic Work <i>Statements</i> 3.1 – 3.23	61	(1.2)	157	(3.2)	692	(14.2)	1,783	(36.4)	2,195	(45.0)
Resource Development <i>Statements</i> 4.1 – 4.15	64	(2.1)	175	(5.7)	484	(15.9)	969	(31.8)	1,355	(44.5)
Board Management <i>Statements</i> 5.1 – 5.20	75	(1.8)	202	(4.9)	622	(15.1)	1,319	(32.1)	1,897	(46.1)
Total	239	(1.7)	574	(4.0)	1,932	(13.6)	4,475	(31.5)	6,964	(49.2)

*Operational Indicator Mean and Standard Deviation Analysis*

Results of the descriptive statistics analysis for the four operational indicators include central tendency in the form of mean (*M*) and variability in the form of standard deviation (*SD*). The mean for an individual respondent was calculated based on the number of statements he or she answered and not by the total number of statements in the subscale. Participant non-responses were treated as missing values and not used when calculating the mean score.

The mean was used to interpret data, providing a sense of central tendency toward operational indicator subscale activity frequency. Based on prior research methods, participants responded to a scale where selection of “frequently” or “always” meant the activity was performed 61% to 100% of the time and a selection of “never,” “rarely,” or “sometimes” meant the activity was performed 0% to 60% of the time. To interpret the data, the mean of equal to or greater than four was used to denote a high level of activity frequency defined as “frequently” or “always” and less than four was used to denote a low level of activity frequency defined as “never,” “rarely,” or “sometimes”. The closer the operational indicator subscale mean was to four, the higher the perception of activity frequency and the closer the mean was to one, the lower the perception of activity frequency. The mean of the four operational indicator subscales was greater than four.

Activity performance score by subscale was measured to determine how frequently LWDB members perceived activities to be performed. Based on the literature, exemplary LWDBs perform all operational indicators (Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013). Virginia LWDB members perceive they perform administration activities 90.60% of the time, strategic work activities 83.80% of the time, board management activities 82.40% of the time, and resource development activities 81.80% of the time.

In summary, the perception of most LWDB members is that operational indicator activities are conducted “frequently” or “always”, indicating local boards perform activities of exemplary LWDBs “frequently” or “always”. Table 10 presents the results of mean and standard deviation, and the activity performance score by operational indicator.

Table 10

*LWDB Member Operational Indicator Mean Standard Deviation*

Operational Indicator	<i>n</i>	<i>M</i>	<i>SD</i>	Performance Score
Administration	222	4.53	.60	90.60%
Strategic Work	224	4.19	.68	83.80%
Board Management	223	4.12	.67	82.40%
Resource Development	222	4.09	.71	81.80%

*Executive Director and By-law Analysis*

The administration subscale included statements to collect additional data regarding LWDB member responsibilities for the executive director and for development of by-law components. Both statements requested multiple responses with instructions for LWDB members to check all responses that apply.

*LWDB Member Executive Director Responsibilities*

To measure perceptions about LWDB member responsibilities for the executive director's position, board members selected all applicable responses. Six of the seven responsibilities yielded responses equal to or greater than 50%, indicating 50% or more of the LWDB members perceive they are responsible for six activities associated with the executive director's position. One area of responsibility yielded responses of less than 50%: *provides for professional development and continuing education* ( $n = 106, 46.9\%$ ). A response less than 50% indicated fewer LWDB members perceive responsibility for the activity or do not know how executive director professional development is addressed

by the board. Table 11 presents results of LWDB members' perceptions of their responsibilities regarding the executive director position.

Table 11

*LWDB Responsibilities for Executive Director Perceptions*

Executive Director Responsibilities	<i>n</i>	%
Reports to LWDB or board committee	153	67.7%
Allows executive director operational autonomy	148	65.5%
Hires the executive director	145	64.2%
Develops job description to reflect mission and strategic responsibilities	132	58.4%
Evaluates executive director or provides input into the evaluation	127	56.2%
Establishes the compensation package	114	50.4%
Provides for professional development and continuing education	106	46.9%

*LWDB Member By-law Responsibilities*

Regarding the development of by-law components, LWDB members selected applicable responses from the six statements. Five of the six by-law component statements yielded responses equal to or greater than 50%, indicating LWDB members perceive they are responsible for the development of the LWDB by-law components. One by-law component yielded responses of less than 50%: *process for developing LWDB meeting agendas* ( $n = 111$ , 49.1%). A less than 50% response indicates fewer LWDB members perceive responsibility for meeting agenda development or do not know the process for developing board meeting agendas. Table 12 presents results of LWDB member's perceptions regarding the development of LWDB by-law components.

Table 12

*LWDB By-law Component Perceptions*

By-law Components	<i>n</i>	%
Attendance expectations for LWDB members	175	77.2%
Structure of LWDB committees and their authority	171	75.7%
Removal of LWDB member from the board	145	64.2%
Process for taking action between LWDB meetings	145	64.2%
Term limits for LWDB members	130	57.5%
Process for developing LWDB meeting agendas	111	49.1%

## Research Objective Three (RO3)

Research Objective Three (RO3) compared private and public sector member perceptions of the alignment of LWDB activities with operational indicators of exemplary LWDBs for (a) administration, (b) strategic work, (c) resource development, and (d) board management. Participants responded to survey statements regarding the frequency of activities performed within each of the four operational indicators. To analyze RO3, the researcher started the process using a frequency distribution to measure private and public sector responses by operational indicator subscale. The first analysis presents the frequency distribution for the four subscales by private and public sector responses. Further analysis of subscale statements is presented when there is deviation from subscale findings or to provide additional insight into LWDB member perceptions. To conclude the analysis for RO3, private and public sector operational indicators were compared. Levene's test was used to assess the equality of variances between the private and public sectors. The researcher then conducted an independent *t*-test to assess if there were significant differences between the private and public sectors. Finally, Cohen's *d* was used to calculate effect size.

### *Private and Public Sector Operational Indicator Subscale Analysis*

To answer RO3, the researcher began the process using a frequency distribution to measure private and public sector responses by operational indicator subscale. Of the 226 respondents, 43% ( $n = 97$ ) were private sector representatives and 54 % ( $n = 122$ ) were public sector representatives. Data analysis of operational indicator subscales revealed both private and public sector representatives perceived boards “frequently” or “always” performed the activities for 67 of the 68 statements. The administration subscale analysis revealed private and public sector member perceptions align regarding LWDB administration activity frequency. Private sector members selected “frequently” or “always” 91% of the time ( $n = 845$ ) and “never,” “rarely,” or “sometimes” 9% of the time ( $n = 84$ ) and public sector members selected “frequently” or “always” 90% of the time ( $n = 1,039$ ) and “never,” “rarely,” or “sometimes” 10% of the time ( $n = 115$ ).

Strategic work subscale analysis revealed private and public sector member perceptions align regarding LWDB strategic work activity frequency. Private sector members selected “frequently” or “always” 80% of the time ( $n = 1,693$ ) and “never,” “rarely,” or “sometimes” 20% of the time ( $n = 416$ ) and public sector members selected “frequently” or “always” 82% of the time ( $n = 2,188$ ) and “never,” “rarely,” or “sometimes” 18% of the time ( $n = 474$ ).

The resource development operational indicator subscale revealed that private and public sector member perceptions align regarding LWDB resource development activity frequency. Private sector members selected “frequently” or “always” 74% of the time ( $n = 965$ ) and “never,” “rarely,” or “sometimes” 26% of the time ( $n = 332$ ) and public sector

members selected “frequently” or “always” 77% of the time ( $n = 1,296$ ) and “never,” “rarely,” or “sometimes” 23% of the time ( $n = 378$ ).

Analysis of the board management subscale revealed private and public sector member perceptions align regarding activity frequency. Private sector members selected “frequently” or “always” 77% of the time ( $n = 1,361$ ) and “never,” “rarely,” or “sometimes” 23% of the time ( $n = 414$ ) and public sector members selected “frequently” or “always” 80% of the time ( $n = 1,776$ ) and “never,” “rarely,” or “sometimes” 20% of the time ( $n = 457$ ). However, one board management activity revealed both private and public sector members perceived LWDB members do not receive ongoing training. Private sector members selected “frequently” or “always” 38% of the time ( $n = 34$ ) and “never,” “rarely,” or “sometimes” 62% of the time ( $n = 55$ ). Likewise, public sector members selected “frequently” or “always” 43% of the time ( $n = 49$ ) and “never,” “rarely,” or “sometimes” 57% of the time ( $n = 64$ ). Private and public sector representatives were in agreement about not receiving ongoing training.

In summary, RO3 data analysis revealed private and public sector perceptions align for activities occurring on a “frequent” and “always” basis for 67 of the 68 activities within the subscales. A board management subscale indicator revealed private and public sector members agree that LWDB members receive training “never,” “rarely,” or “sometimes.” Table 13 presents results of private sector operational indicator perceptions and Table 14 presents results of public sector operational indicator perceptions.

Table 13

*Private Sector LWDB Member Operational Indicator Perceptions*

Operational Indicator	Never <i>n</i> (%)	Rarely <i>n</i> (%)	Sometimes <i>n</i> (%)	Frequently <i>n</i> (%)	Always <i>n</i> (%)
Administration	18 (1.94)	19 (2.04)	47 (5.06)	153 (16.47)	692 (74.49)
Strategic Work	40 (1.90)	68 (3.22)	308 (14.61)	773 (36.65)	920 (43.62)
Resource Development	34 (2.62)	78 (6.01)	220 (16.96)	388 (29.92)	577 (44.49)
Board Management	33 (1.86)	99 (5.58)	282 (15.89)	530 (29.86)	831 (46.81)
Total	125 (2.04)	264 (4.32)	857 (14.03)	1,844 (30.18)	3,020 (49.43)



Table 14

*Public Sector LWDB Member Operational Indicator Perceptions*

Operational Indicator	Never <i>n</i> (%)	Rarely <i>n</i> (%)	Sometimes <i>n</i> (%)	Frequently <i>n</i> (%)	Always <i>n</i> (%)
Administration	20 (1.73)	20 (1.73)	75 (6.51)	235 (20.36)	804 (69.67)
Strategic Work	21 (0.79)	84 (3.16)	369 (13.86)	948 (35.61)	1,240 (46.58)
Resource Development	30 (1.79)	91 (5.44)	257 (15.35)	543 (32.44)	753 (44.98)
Board Management	39 (1.75)	99 (4.43)	319 (14.29)	738 (33.05)	1,038 (46.48)
Total	110 1.42)	294 (3.81)	1,020 (13.21)	2,464 (31.90)	3,835 (49.66)

*Comparing Private and Public Sector Operational Indicators*

To conclude the analysis for RO3, mean, standard deviation, and the activity performance score were calculated. Levene's test was used to assess equality of variances, an independent *t*-test was conducted to determine statistical difference, and Cohen's *d* was used to calculate effect size.

The mean and standard deviation were calculated by operational indicator subscale for both private and public sectors. For this study, a mean interpretation of equal to or greater than four denotes a high level of indicator activity defined as "frequently" or "always." Based on the mean interpretation, private and public sector member perceptions of the operational indicator subscales are in alignment. The

performance score by subscale was calculated to determine how frequently LWDB members perceived activities are performed. Based on the literature, exemplary LWDBs perform all operational indicators 100% of the time. A comparison of private and public sector member performance scores are presented in Table 15.

The independent *t*-test was conducted to compare perceived differences of operational indicators between private and public sector members and to determine if perceived differences were significant. To test for homogeneity of variance, a Levene's test was conducted for each operational indicator analysis to determine if public and private sector members differed in their perceptions of how LWDBs operate. The results of Levene's tests were non-significant and homogeneity of variance was assumed for all independent *t*-tests.

The *t*-test results included: administration  $t(214) = .230, p = .466$ ; strategic work  $t(216) = -.706, p = .271$ ; resource development  $t(214) = -.462, p = .146$ ; board development  $t(215) = -.464, p = .101$ . No significant difference was found comparing private and public sector perceptions the four operational indicator subscales.

Cohen's *d* was used to compute an effect size for each of the operational indicators; administration ( $d = .03$ ), strategic work ( $d = .09$ ), resource development ( $d = .06$ ), and board management ( $d = .06$ ). The effect size for the four operational indicators was considered negligible ( $\geq -0.15$  and  $<.15$ ) (Thalheimer & Cook, 2003), demonstrating that the differences in perception between private and public sector members regarding board operations were not significant. Table 15 provides a comparison of private and public sector operational indicator perceptions based on an independent *t*-test statistical analysis.

Table 15

*Comparing Private and Public Sector Operational Indicator Perceptions*

Indicator	Private Sector				Public Sector				<i>t</i>	<i>df</i>	<i>p</i>	<i>d</i>
	<i>M</i>	<i>SD</i>	<i>n</i>	Perf Score	<i>M</i>	<i>SD</i>	<i>n</i>	Perf Score				
Admin.	4.55	.660	96	91.00%	4.53	.546	120	90.60%	.230	214	.466	.03
Strategic												
Work	4.16	.732	97	83.20%	4.22	.641	121	84.40%	-.706	216	.271	.09
Board												
Mgmt.	4.11	.733	96	82.20%	4.15	.606	121	83.00%	-.464	215	.101	.06
Resource												
Dev.	4.06	.767	95	81.20%	4.10	.689	121	82.00%	-.462	214	.146	.06

## Research Objective Four (RO4)

Research Objective Four (RO4) determined LWDB member perceptions of the alignment of LWDB activities with the behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions. Participants responded to survey statements regarding the frequency of activities performed within each of the six behavioral characteristic dimensions. To answer RO4, the researcher used descriptive statistics to determine the frequency distribution of LWDB member responses to each of the behavioral characteristic subscales. The first analysis presents the frequency distribution for the six subscales, followed by further analysis of subscale statements which deviate from subscale analysis findings. Analysis of RO4 concludes with tests for mean and standard deviation.

### *Behavioral Characteristic Subscale Analysis*

To answer RO4, the researcher conducted frequency distribution analysis of participant responses by each of the behavioral characteristic subscales. The six behavioral characteristic subscales and 29 characteristic statements were derived from the literature as activities performed by effective nonprofit boards; the six subscales include characteristics grouped by activity. LWDB member perceptions were measured by how often the activity is performed. Responses of “frequently” or “always” indicated LWDB members perceived local boards performed the activity on a regular basis as part of LWDB operations. Data analysis of behavioral characteristic subscales revealed LWDB members perceived boards “frequently” or “always” performed activities at the subscale level and further analysis indicated LWDBs performed 26 of the 29 activities “frequently” or “always” at the characteristic activity level.

Analysis of the first behavioral characteristic subscale, the contextual subscale, revealed LWDB members selected “frequently” or “always” 62% of the time ( $n = 656$ ) and “never,” “rarely,” or “sometimes” 38% of the time ( $n = 403$ ). The political subscale was second and analysis indicated LWDB members selected “frequently” or “always” 80% of the time ( $n = 1,177$ ) and “never,” “rarely,” or “sometimes” 20% of the time ( $n = 291$ ). Analysis of the third characteristic subscale, the strategic subscale, indicated LWDB members selected “frequently” or “always” 84% of the time ( $n = 887$ ) and “never,” “rarely,” or “sometimes” 16% of the time ( $n = 164$ ). The fourth analysis of the analytical subscale revealed LWDB members selected “frequently” or “always” 85% of the time ( $n = 542$ ) and “never,” “rarely,” or “sometimes” 15% of the time ( $n = 100$ ).

The educational subscale analysis was fifth and indicated LWDB members selected “frequently” or “always” 53% of the time ( $n = 531$ ) and “never,” “rarely,” or “sometimes” 47% of the time ( $n = 476$ ). Of the educational activities, LWDB members perceived a low activity level of “never,” “rarely,” or “sometimes” for board meeting training sessions or annual training and planning retreats.

Analysis of the final behavioral characteristic subscale, the interpersonal subscale, revealed LWDB members selected “frequently” or “always” 61% of the time ( $n = 498$ ) and “never,” “rarely,” or “sometimes” 39% of the time ( $n = 312$ ). Of the interpersonal activities, LWDB members perceived a low activity level of “never,” “rarely,” or “sometimes” for the continuation of training after LWDB orientation. In summary, with the exception of three activities, LWDB members perceived boards “frequently” or “always” performed behavioral characteristic activities at the subscale level.

Table 16 presents the results of LWDB members’ behavioral characteristic perception responses as measured by frequency.

Table 16

*LWDB Member Behavioral Characteristics Perceptions*

Behavioral Characteristic	Never <i>n</i> (%)	Rarely <i>n</i> (%)	Sometimes <i>n</i> (%)	Frequently <i>n</i> (%)	Always <i>n</i> (%)
Contextual <i>Statements</i> 6.1 – 6.5	36 (3.4)	106 (10.0)	261 (24.6)	289 (27.3)	367 (34.7)
Political <i>Statements</i> 6.6 – 6.12	27 (2.0)	80 (5.4)	184 (12.5)	464 (31.6)	713 (48.5)
Strategic <i>Statements</i> 6.13 – 6.17	12 (1.1)	31 (2.9)	121 (11.5)	373 (35.5)	514 (49.0)
Analytical <i>Statements</i> 6.18 – 6.20	9 (1.3)	25 (3.8)	66 (10.3)	235 (36.9)	307 (47.7)
Educational <i>Statements</i> 6.21 – 6.25	81 (8.0)	120 (12.0)	275 (27.3)	304 (30.2)	227 (22.5)
Interpersonal <i>Statements</i> 6.26 – 6.29	37 (4.6)	89 (11.0)	186 (23.0)	219 (27.0)	279 (34.4)
Total	202 (3.3)	451 (7.5)	1,093 (18.1)	1,884 (31.2)	2,407 (39.9)

*Behavioral Characteristic Mean and Standard Deviation Analysis*

Results of the descriptive statistics analysis for the six behavioral characteristics include central tendency in the form of mean (*M*) and variability in the form of standard deviation (*SD*). The mean for an individual respondent was calculated based on the

number of statements he or she answered and not by the total number of statements in the subscale. Participant non-responses were treated as missing values and not used when calculating the mean score.

The mean was used to interpret data providing a sense of the central tendency toward behavioral characteristic activity frequency. To interpret the data, the mean of equal to or greater than four was used to denote a high level of activity frequency defined as “frequently” or “always” and less than four was used to denote a low level of activity frequency defined as “never”, “rarely”, or “sometimes”. The closer the behavioral characteristic subscale mean was to four, the higher the perception of activity frequency and the closer the mean was to one, the lower the perception of activity frequency. Four of the behavioral characteristic subscale means were equal to or greater than four and included strategic ( $M = 4.28$ ,  $SD = .69$ ), analytical ( $M = 4.23$ ,  $SD = .75$ ) political ( $M = 4.19$ ,  $SD = .65$ ), interpersonal ( $M = 4.04$ ,  $SD = .90$ ). Therefore, the perception of most LWDB members is that activities associated with the political, strategic, analytical, and interpersonal subscales are conducted “frequently” or “always.” The mean for two behavioral characteristic subscales was less than four; contextual ( $M = 3.80$ ,  $SD = .92$ ) and educational ( $M = 3.48$ ,  $SD = .88$ ). Therefore, the perception of most LWDB members is that activities associated with contextual and educational dimension characteristics are conducted “never”, “rarely”, or “sometimes.”

An activity performance score by behavioral characteristic subscale was measured to determine how frequently LWDB members perceived activities to be performed. Based on the literature, there are specific behavioral characteristics that distinguish effective boards from less effective boards (BoardSource, 2016; Chait et al., 1991;

Holland et al., 1998). Highly effective nonprofit boards that perform behavioral characteristic activities more frequently are more effective boards (Chait et al., 1991). Virginia LWDB members perceive they perform strategic activities 85.60% of the time, analytical activities 84.60% of the time, political activities 83.80% of the time, interpersonal activities 80.80% of the time, contextual activities 75.80% of the time, and educational activities 69.60% of the time.

In summary, LWDB members perceive the activities associated with political, strategic, analytical, and interpersonal behavioral characteristics subscales are conducted with a high level of frequency and activities associated with the contextual and educational subscales are conducted with a lower level of frequency.

Table 17 presents the results of mean and standard deviation by behavioral characteristic subscale and indicates that LWDB members have differing perceptions of activity frequency associated with the six behavioral characteristic subscales.

Table 17

*LWDB Member Behavioral Characteristics Standard Deviation*

Behavioral Characteristic	<i>n</i>	<i>M</i>	<i>SD</i>	Performance Score
Strategic	216	4.28	.69	85.60%
Analytical	222	4.23	.75	84.60%
Political	220	4.19	.65	83.80%
Interpersonal	218	4.04	.90	80.80%
Contextual	219	3.80	.94	75.80%
Educational	220	3.48	.88	69.60%



### Research Objective Five (RO5)

Research Objective Five (RO5) compared private and public sector member perceptions of the alignment of LWDB activities with behavioral characteristics of effective nonprofit boards for the (a) contextual, (b) political, (c) strategic, (d) analytical, (e) educational, and (f) interpersonal dimensions. Participants responded to survey statements regarding the frequency of activities performed within each of the six behavioral characteristic dimensions. To analyze RO5, the researcher started the process using a frequency distribution to measure private and public sector responses by behavioral characteristic subscale. The first analysis presents the frequency distribution for the six subscales based on private and public sector responses. Further analysis of subscale statements is presented when there is deviation from subscale findings or to provide additional insight into LWDB member perceptions. To conclude the analysis for RO5, private and public sector behavioral characteristics were compared. Levene's test was used to assess the equality of variances between the private and public sectors. The researcher then conducted an independent *t*-test to assess statistical differences between the private and public sectors. Finally, Cohen's *d* was used to calculate effect size.

#### *Private and Public Sector Behavioral Characteristic Subscale Analysis*

To answer RO5, the researcher began the process using a frequency distribution to measure private and public sector responses by behavioral characteristic subscale. Of the 226 respondents, 43% ( $n = 97$ ) were private sector representatives and 54 % ( $n = 122$ ) were public sector representatives.

Data analysis of behavioral characteristic subscales revealed both private and public sector members perceived boards “frequently” or “always” performed the

activities for 25 of the 29 statements. Analysis of the contextual subscale revealed private and public sector member perceptions align regarding contextual activity frequency. Private sector members selected “frequently” or “always” 61% of the time ( $n = 275$ ) and “never,” “rarely,” or “sometimes” 39% of the time ( $n = 176$ ) and public sector members selected “frequently” or “always” 63% of the time ( $n = 361$ ) and “never,” “rarely,” or “sometimes” 37% of the time ( $n = 215$ ).

Political subscale analysis revealed private and public sector member perceptions align regarding political activity frequency. Private sector members selected “frequently” or “always” 78% of the time ( $n = 490$ ) and “never,” “rarely,” or “sometimes” 22% of the time ( $n = 141$ ) and public sector members selected “frequently” or “always” 82% of the time ( $n = 652$ ) and “never,” “rarely,” or “sometimes” 18% of the time ( $n = 56$ ).

Analysis of the strategic subscale revealed private and public sector member perceptions align regarding strategic activity frequency. Private sector members selected “frequently” or “always” 83% of the time ( $n = 375$ ) and “never,” “rarely,” or “sometimes” 17% of the time ( $n = 76$ ) and public sector members selected “frequently” or “always” 86% of the time ( $n = 484$ ) and “never,” “rarely,” or “sometimes” 14% of the time ( $n = 81$ ).

The analytical subscale analysis revealed private and public sector member perceptions align regarding frequency of analytical activities. Private sector members selected “frequently” or “always” 85% of the time ( $n = 233$ ) and “never,” “rarely,” or “sometimes” 15% of the time ( $n = 42$ ) and public sector members selected “frequently” or “always” 83% of the time ( $n = 290$ ) and “never,” “rarely,” or “sometimes” 17% of the time ( $n = 58$ ).

Educational subscale analysis revealed a overall misalignment between private and public sector member perceptions of educational activity frequency, indicating private sector members perceived there were fewer activities associated with learning about the board's roles, responsibilities, and performance. Private sector members selected "frequently" or "always" 49% of the time ( $n = 208$ ) and "never," "rarely," or "sometimes" 51% of the time ( $n = 220$ ) and public sector members selected "frequently" or "always" 55% of the time ( $n = 201$ ) and "never," "rarely," or "sometimes" 45% of the time ( $n = 249$ ). However, both private and public sector members perceive time is not scheduled for learning at board meetings and there is not an annual retreat for training and planning.

Analysis of the final subscale, interpersonal characteristics, revealed private and public sector member perceptions align regarding interpersonal activity frequency. Private sector members selected "frequently" or "always" 57% of the time ( $n = 194$ ) and "never," "rarely," or "sometimes" 43% of the time ( $n = 146$ ) and public sector members selected "frequently" or "always" 64% of the time ( $n = 286$ ) and "never," "rarely," or "sometimes" 36% of the time ( $n = 160$ ). However, both private and public sector representatives perceive LWDB member training does not continue after orientation.

The RO5 data analysis section presented results by behavioral characteristic subscale. Results revealed alignment in the comparison of private and public sector perceptions for activities occurring on a "frequent" and "always" basis for 25 of the 29 characteristics within the subscales. Analysis of educational characteristics revealed private and public sector members agree time is not scheduled at board meetings for learning and they do not have annual retreats for training and planning. Results of private

sector behavioral characteristic perceptions are presented in Table 18 and results of public sector behavioral characteristic perceptions are presented in Table 19.

Table 18

*Private Sector LWDB Member Behavioral Characteristics Perceptions*

Behavioral Characteristic	Never		Rarely		Sometimes		Frequently		Always	
	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)	<i>n</i>	(%)
Contextual	9	(2.0)	51	(11.31)	116	(25.72)	116	(25.72)	159	(35.25)
Political	17	(2.69)	33	(5.23)	91	(14.42)	192	(30.43)	298	(47.23)
Strategic	6	(1.33)	18	(4.0)	52	(11.53)	159	(35.25)	216	(47.89)
Analytical	4	(1.45)	10	(3.64)	28	(10.18)	98	(35.64)	135	(49.09)
Educational	50	(11.68)	57	(13.32)	113	(26.40)	120	(28.04)	88	(20.56)
Interpersonal	23	(6.77)	42	(12.35)	81	(23.82)	80	(23.53)	114	(33.53)
Total	109	(4.23)	211	(8.19)	481	(18.67)	765	(29.76)	1,020	(39.21)

Table 19 *Public Sector**LWDB Member Behavioral Characteristics Perceptions*

Behavioral Characteristic	Never <i>n</i> (%)	Rarely <i>n</i> (%)	Sometimes <i>n</i> (%)	Frequently <i>n</i> (%)	Always <i>n</i> (%)
Contextual	26 (4.51)	51 (8.86)	138 (23.96)	161 (27.95)	200 (34.72)
Political	9 (1.13)	46 (5.76)	91 (11.40)	254 (31.83)	398 (49.88)
Strategic	1 (0.18)	13 (2.30)	67 (11.86)	199 (35.22)	285 (50.44)
Analytical	5 (1.44)	15 (4.31)	38 (10.92)	127 (36.49)	163 (46.84)
Educational	31 (5.64)	61 (11.09)	157 (28.54)	168 (30.55)	133 (24.18)
Interpersonal	14 (3.14)	45 (10.09)	101 (22.64)	127 (28.48)	159 (35.65)
Total	86 (2.62)	231 (7.04)	592 (18.03)	1,036 (31.56)	1,338 (40.75)

*Comparing Private and Public Sector Behavioral Characteristics*

To conclude the analysis for RO5, mean, standard deviation, and the activity performance score were calculated. Levene's test was used to assess equality of variances, an independent *t*-test was conducted to determine statistical difference, and Cohen's *d* was used to calculate effect size.

The mean and standard deviation were calculated for the private and public sectors for each of the six behavioral characteristic subscales. For this study, a mean interpretation of equal to or greater than four denotes a high frequency of LWDB characteristic activity defined as "frequently" or "always." Private and public sector

member perceptions align because the mean is as greater than four for the political, strategic, and analytical subscales. A mean interpretation of less than four denotes a lower frequency of LWDB characteristic activity defined as “sometimes”, “rarely”, or “never.” Private and public sector member perceptions align because the mean is less than four for the contextual and educational subscales. Private and public sector perceptions do not align for the interpersonal subscale, indicating private sector members perceive less frequent activities ( $n = 93$ ,  $M = 3.94$ ) and public sector members perceive a higher frequency of activities ( $n = 118$ ,  $M = 4.12$ ). The performance score by subscale was calculated to determine how frequently LWDB members perceived activities are performed. Based on the literature, there are specific behavioral characteristics that distinguish effective boards from less effective boards (BoardSource, 2016; Chait et al., 1991; Holland et al., 1998). Highly effective nonprofit boards that perform behavioral characteristic activities more frequently are more effective boards (Chait et al., 1991). A comparison of private and public sector member performance scores are presented in Table 20.

An independent  $t$ -test was conducted to compare perceived differences of behavioral characteristics between private and public sector LWDB members and to determine if perceived differences were significant. To test for homogeneity of variance, a Levene’s test was conducted for each behavioral characteristic subscale analysis to determine if public and private sector members differed in their perceptions of how LWDBs operate. The results of the Levene’s tests were non-significant and homogeneity of variance was assumed for all independent  $t$ -tests.

The *t*-test results included: contextual  $t(210) = .170, p = .939$ ; political  $t(212) = -1.016, p = .245$ ; strategic  $t(208) = -.823, p = .152$ ; analytical  $t(213) = .787, p = .597$ ; educational  $t(211) = -1.779, p = .414$ ; and interpersonal  $t(209) = -1.439, p = .267$ . No significant difference was found comparing private and public sector perceptions across the six behavioral characteristics.

Cohen's *d* was used to compute an effect size for each of the behavioral characteristics; contextual ( $d = .02$ ), political ( $d = .14$ ), strategic ( $d = .11$ ), analytical ( $d = .11$ ), educational ( $d = .25$ ), and interpersonal ( $d = .20$ ). The effect size for contextual, political, strategic, and analytical are considered negligible ( $\geq -.015$  and  $< .15$ ) (Thalheimer & Cook, 2003), demonstrating that the differences in perception between private and public sector members regarding board operations are not significant. The effect size for educational and interpersonal are considered a small effect ( $\geq .15$  and  $< .40$ ) (Thalheimer & Cook, 2003), indicating there is some evidence the differences between private and public sector members are practically significant.

Table 20 provides a comparison of private and public sector behavioral characteristic perceptions based on an independent *t*-test statistical analysis.

Table 20

*Comparing Private and Public Sector Behavioral Characteristic Perceptions*

Behavior Character	<u>Private Sector</u>				<u>Public Sector</u>				<i>t</i>	<i>df</i>	<i>p</i>	<i>d</i>
	<i>M</i>	<i>SD</i>	<i>n</i>	Perf Score	<i>M</i>	<i>SD</i>	<i>n</i>	Perf Score				
Strategic	4.24	.77	93	84.80%	4.32	.62	117	86.40%	-.823	208	.152	.11
Analytic	4.27	.74	95	85.40%	4.18	.78	120	83.60%	.787	213	.597	.11
Political	4.14	.69	95	82.80%	4.23	.62	119	84.60%	-1.016	212	.245	.14
Inter Personal	3.94	.97	93	78.80%	4.12	.85	118	82.40%	-1.439	209	.267	.20
Context	3.82	.91	93	76.40%	3.80	.97	119	76.00%	.170	210	.939	.02
Educate	3.34	.95	93	66.80%	3.56	.83	120	71.20%	-1.779	211	.414	.25

*LWDB Member Comments*

Section 7 of the survey had one final statement, 7.6: *Please add any comments you would like to share regarding the effectiveness of your LWDB.* The final survey statement was an optional response statement, allowing the respondent an opportunity to provide free-form comments. After taking a lengthy structured survey with single option selections from Likert scale statements, the free-form prompt was an optional opportunity for LWDB members to express their feelings regarding LWDB member effectiveness. Most local board members were complementary of their board effectiveness, leadership,



innovation, and growth. Limited comments expressed concerns about local board bureaucracy. Local board member comments are included in Appendix J.

### Summary

The purpose of the study was to determine how the activities performed by LWDBs are perceived by LWDB members to align with operational indicators of exemplary LWDBs and behavioral characteristics of effective nonprofit boards. Participants responded to survey statements regarding the frequency of activities performed within each of the four operational indicators and each of the six behavioral characteristic dimensions. Private and public sector member perceptions of exemplary operational indicators and effective nonprofit board behavioral characteristics were also compared. To meet additional WIOA responsibilities, LWDBs are evolving from compliance based, operational LWDBs to strategically focused, impactful LWDBs that deliver services more effectively to businesses and job seekers, and support economic growth through regional workforce development.

Results of the study indicate LWDB members perceive boards “frequently” or “always” perform most of the activities associated with exemplary operational indicators and effective behavioral characteristics. In addition, LWDB members agree local boards should provide more training, ongoing training after orientation, and an annual retreat for training and planning. When comparing private and public sector LWDB member responses, results conclude that differences in perceptions of operational indicators and behavioral characteristics are not statistically significant between the public and private sector. Chapter V will discuss the results of the data analysis, present findings,

conclusions, and recommendations, implications of study limitations, and offer recommendations for future research.

## CHAPTER V – FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The enactment of WIOA in 2014 changed the landscape for LWDBs with increased expectations of LWDB members as regional workforce leaders. Previous chapters discussed the need for LWDB evolution from compliance based, operational boards to strategic focused, impactful boards. A review of the literature revealed limited research pertaining to high impact LWDBs; however, considerable research relevant to effective nonprofit boards exists. The research methodology was developed and presented in Chapter III and Chapter IV presented the results.

Chapter V provides a summary of the study findings, conclusions, and recommendations drawn from the data analyzed and presented in Chapter IV. The study investigated five research objectives pertaining to Virginia LWDB member perceptions of operational indicators and behavioral characteristics that align with exemplary local boards. In addition to LWDB members' perceptions, private and public sector board member perceptions were compared to determine if there were significant differences between responses for the the two groups.

The study employed a non-experimental, descriptive, cross-sectional methodology, using descriptive and inferential statistical analysis. A census design approach attempted to survey 15 LWDBs in Virginia, with 13 LWDBs participating in the study. The researcher developed and administered a survey to each LWDB over a four month period. Data analysis was conducted using descriptive statistics including frequency distribution, mean, standard deviation, and independent *t*-test. Data were collected using a group administered survey and responses were entered and analyzed using SPSS.

## Findings, Conclusions, and Recommendations

Chapter V presents a summary of the findings based on the statistical analysis as documented in Chapter IV. Study findings provide insight and build awareness regarding LWDB members' perceptions of their work on local workforce boards and compare perspectives of private and public sector LWDB members. In addition to the findings, conclusions and recommendations for future research are presented.

### LWDB Member Demographics

The study population was a finite population that included 226 of 502 LWDB members representing 13 of 15 local workforce boards in Virginia. LWDB members met study inclusion criteria for WIOA board member appointments by local elected officials. Local workforce development areas were designated by the Governor of Virginia with the authority to perform local board functions as required by WIOA. LWDB members represented either the private or public sector with a required 51% minimum private sector representation on the local board.

### *Findings*

Based on LWDB member demographic data collected, a greater number of public sector representatives were in attendance at the meeting and participated in the study. The majority of LWDB members are new appointees, 55 years or older, have earned a baccalaureate or graduate degree, and are white males.

### *Conclusions*

From an age perspective, 52% of LWDB member respondents are over the age of 55 and five percent are under the age of 33. Every LWDB is required to administer programs for youth between the ages of 18 to 24 (Workforce Innovation and Opportunity

Act, 2014), yet there is minimal representation on the local board of members under the age of 33. Likewise, older worker programs are typically not programs administered by LWDBs, but are programs LWDB members would likely most closely relate (Workforce Innovation and Opportunity Act, 2014). From an educational perspective, 87% of LWDB members have earned a baccalaureate or graduate degree, yet most of the programs administered by local boards result in high school diplomas or the equivalent, associate degrees, credentials, registered apprenticeships, or work-based learning (Biden, 2014; Reed et al., 2012). The educational experience familiar to most LWDB members is different from the job seeker population being served by LWDB adult and dislocated worker programs, and different from the business customer seeking qualified workers to fill middle skills jobs (Gray & Herr, 2006; Holzer & Walker, 2003; Virginia Community College System, 2015). From a race and ethnicity perspective, 79% of LWDB members are White American, followed by 15% Black or African American. In many cases, the ethnic mix of LWDB members does not represent the population or communities being served. Research Objective One revealed there are opportunities for LWDBs to better align board member composition with the service region population and strategic development of workforce initiatives (Copus et al., 2014; Workforce Innovation and Opportunity Act, 2014).

### *Recommendations*

Supported by the literature and consistent with study results, recommendations are presented based on demographic findings. The first group of recommendations addresses findings based on board member years of service. Because the majority of LWDB members are recent appointees, there is an opportunity to change current LWDB

and member activities. Recommendations associated with change include implementation of new LWDB activities such as different meeting formats, scheduled trainings, retreats, member feedback processes, and a member mentorship program to connect newly appointed LWDB members with more experienced board members.

The second group of recommendations addresses findings based on board member age. Because most LWDB members are 55 years or older; recommendations include the development and implementation of a leadership succession plan and implementation of a formalized rationale and process for strategic nominations and intentional appointments of LWDB members.

The third recommendation addresses remaining demographic results and includes a gap analysis of the current LWDB membership to determine gaps in representation by geographic area, business sector, expertise, age, education, and ethnicity. Results from a gap analysis may guide strategic LWDB member nominations and appointments.

The final recommendation is the addition of non-board members to serve on LWDB committees or task forces to provide specialized expertise and input as part of strategic planning, special project development and implementation, and workforce initiative needs analysis and development. Recommendations associated with LWDB member demographic study results may strengthen the overall board membership and therefore, the functioning of the LWDB as they work to lead, implement, and administer regional workforce initiatives.

#### LWDB Operational Indicators

LWDB member operational indicator activity frequency perceptions were collected to determine alignment of local board indicator activities with operational

indicator activities of exemplary LWDBs as defined in the literature. The four operational indicators included administration, strategic work, resource development, and board management (Babich, 2006; Corporation for a Skilled Workforce, 2011; Social Policy Research Associates, 2013). Private and public sector operational indicator perceptions were compared to determine differences between the two groups.

### *Findings*

LWDB members perceived their local boards performed all but one of the same operational indicator activities as performed by exemplary LWDBs and that these activities are performed on a regular basis as part of LWDB operations. As part of board management, LWDB members perceive they do not receive enough training nor do they plan for professional development and continuing education for their executive director. Administratively, LWDB members are less certain about the process for developing the agenda for local board meetings and by-law components associated with board meeting agenda development.

### *Conclusions*

LWDBs provide vision, strategic planning, and resources for the development of a talent pipeline and existing workforce to meet regional business needs and support economic development (Blakely & Leigh, 2010; Copus et al., 2014; Good & Strong, 2015; U.S. Department of Labor, Employment and Training Administration, n.d.d.). LWDB members understand the importance of training and development as it pertains to job seekers and meeting employer needs (Copus et al., 2014; Workforce Innovation and Opportunity Act, 2014). Yet, study results indicate LWDB members do not plan or

budget for training and development for themselves or the organization's executive director (Babich, 2006; Corporation for a Skilled Workforce, 2011).

Because of LWDB member uncertainty surrounding their role in board meeting agenda preparation, board members are missing an opportunity to develop and set the agenda based on LWDB member strategic priorities and interests (Babich, 2006; Corporation for a Skilled Workforce, 2011). If they were active in establishing the agenda, LWDB member training could be part of the meeting agenda (Babich, 2006; Corporation for a Skilled Workforce, 2011).

### *Recommendations*

Based on results of the LWDB member perceptions of operational indicator activity, three recommendations are suggested. The first recommendation addresses training for LWDB members. Working with their local boards, executive directors can organize through the Virginia Association of Workforce Directors (VAWD) to determine and prioritize board member development and training needs. Once needs are agreed upon and established, the VAWD can work with the Virginia Board of Workforce Development and the Virginia Title I Administrator to determine next steps for organizing and delivering training. The responsibility and funding for technical assistance for LWDBs, is through the Title I Administrator. LWDB member and executive director development and training should be added as part of the technical assistance plan and funded through the administrator.

The second recommendation is for LWDB leadership to work with the local board Executive Director to formalize a professional development and continuing education plan for the Executive Director, other staff leadership, and front line staff. Professional



development needs for the Executive Director and staff should be identified and prioritized. Professional development budgeting can align with the annual budget development, review, and approval process. Executive Director professional development planning may align with and support the strategic goals of the organization and be included as part of the annual Executive Director performance review and included in the compensation package.

The third recommendation addresses LWDB meetings and increased board member engagement during meetings. LWDB members were not confident about the development of board meeting agendas, indicating they may not be involved in the meeting development process. The recommendation is to involve board members in the development of meeting agendas. Perhaps with more involvement in meeting preparation, there will be a higher degree of board meeting ownership. In consultation with the executive director, LWDB members can determine board meeting topics, presenters, and discussion items as part of their strategic leadership role.

#### LWDB Behavioral Characteristics

LWDB member perceptions were collected to determine alignment of local board behavioral characteristic activities with effective, nonprofit board behavioral characteristics including contextual, political, strategic, analytical, educational, and interpersonal (BoardSource, 2016; Chait et al., 1991; Holland et al., 1989). Private and public sector responses were compared to determine perception differences of behavioral characteristic activity frequency between the two groups.

#### *Findings*

Study findings reveal LWDB members perceived local boards performed the same behavioral characteristic activities performed by highly effective nonprofit boards and that these activities are performed on a regular basis as part of LWDB operations. Study results at the characteristic activity subscale indicate there are fewer activities pertaining to educational and interpersonal characteristics, which means LWDB members do not receive training as part of board meetings nor after orientation, and they do not have annual retreats to support group training and planning.

### *Conclusions*

LWDBs are the local workforce leadership responsible for working with partners to create a common strategic workforce vision (Copus et al., 2014; Workforce Innovation and Opportunity Act, 2014). LWDBs are tasked with meeting the workforce needs of job seekers and businesses; thereby, supporting regional economic growth (Copus et al., 2014; Good & Strong, 2015; Workforce Innovation and Opportunity Act, 2014). LWDBs provide workforce solutions and work with partners to meet job seeker and business training and development needs; yet, training and development for themselves or the board Executive Director is not planned (BoardSource, 2016; Chait et al., 1991; Chait et al., 2005; Holland et al., 1989). Public and private sector members consistently agree they do not receive training during LWDB meetings and do not regularly receive training after new board member orientation. LWDB members also do not frequently have an annual retreat for continued training and strategic planning. LWDB members need training and professional development to grow in their role as board members for a regional workforce ecosystem (BoardSource, 2016; Chait et al., 1991; Chait et al., 2005;

Copus et al., 2014; Holland et al., 1989; Workforce Innovation and Opportunity Act, 2014).

### *Recommendations*

To support comprehensive LWDB member training and development, the recommendation is to increase board member understanding of their LWDB role and responsibilities and prompt discussion among board members to increase responsibility awareness. The Local Workforce Development Board Alignment survey can be used as a training resource for LWDB members. The survey is a list of activities performed by exemplary LWDBs and effective nonprofits boards. Using the survey as a training resource is an opportunity for board members to review the list of activities, learn about the activities that should be performed, and gain an understanding of how they are currently performed by their LWDB. The survey activity review should not only prompt discussion among LWDB members, but should be improvement focused to prompt review and consideration about how activities are performed.

### *Study Limitations*

To develop a deeper understanding of LWDB member perceptions of alignment with operational indicators and behavioral characteristics, future research should expand beyond the limits of the current study and address limitations associated with the survey. Six study limitations are presented based on survey instrument limits and LWDB member survey administration reactions. The first limitation was survey length and time needed for administration. The survey appeared lengthy; it was 14 pages including the front and back covers plus introduction and thank you pages and contained 105 statements. Total time to administer the survey was approximately 30 minutes. Two-hundred twenty-nine

people responded to the survey, exceeding the 218 minimum as defined by a sample size calculator and applying a 95% confidence level, 5% margin of error, and 50% response distribution. Three LWDB members completed only the survey demographic statements. In consideration of this limitation, the survey may be shortened by collecting only operational indicator data or only behavioral characteristic data or removing many of the operational indicator statements.

The second survey limitation was the absence of a Likert scale response for “do not know.” As a default for this option, LWDB members wrote on the survey statement “do not know” or left the statement blank and explained to the researcher after completing the survey. Some respondents asked questions about what to do if they did not know an answer. To address the limitation, an additional response of “Unknown” could be added to the Likert response scale. Adding an “Unknown” response, may provide a better understanding of LWDB member uncertainty regarding the operational indicator and behavioral characteristic activity.

The third limitation is associated with LWDB member reaction during survey administration. LWDB members informally expressed concerns and joked about the stress related similarities between completing a survey as compared to taking a test. Survey administration reactions could have been addressed through additional discussion during the survey introduction, early communication with LWDB members to appropriately set survey administration expectations, and researcher knowledge of strategies to minimize adult test-taking stress.

The fourth limitation was related to the presence or absence of LWDB members at the board meeting. LWDB members present at meetings may be more engaged and

active on the board and therefore have positive responses. Likewise, LWDB members not present may be less engaged and have negative responses. The study design did not allow for emailed surveys to absent LWDB members. The survey was designed for in-person administration and not administered online.

As a final limitation, the study addressed the current LWDB activities performed and their frequency, not desired or future activities and frequency. The survey design was intended to capture LWDB members' perceptions of operational indicator and behavioral characteristic current activities as performed by their local board and not what the LWDB member wants the activity to be or the preferred activity frequency. Survey statements were developed after an extensive review of relevant literature based on activities performed by exemplary LWDBs and effective nonprofit boards. Considering LWDB member perceptions of expected future activities or changes to current activities would provide additional insight for LWDB member development and engagement.

#### Recommendations for Future Research

Approximately 550 local workforce boards with thousands of LWDB members are responsible for directing and managing millions of dollars of federal funds from the U.S. Department of Labor for workforce development at the regional level. Yet, limited research pertains to effective or high performing local workforce boards or the development of LWDB members. Below are recommendations for future research focused specifically on local workforce boards and LWDBs members.

First, develop a deeper understanding of LWDB members' perceptions of exemplary operational indicator and effective behavioral characteristic alignment by connecting alignment to LWDB effectiveness. By investigating the connection between

alignment and effectiveness, a determination may be made that if LWDBs perform the activities of exemplary LWDBs, then the result may be higher organizational effectiveness. To ascertain LWDB effectiveness, consider required federal, state and local performance metrics, percentage of nonformula funds acquired, and number of customers served including job seekers and businesses. Taking the study to the next level will determine if local board alignment with operational indicators and behavioral characteristics is connected to LWDB effectiveness.

Second, expand this study to a mixed-methods study to collect both quantitative and qualitative data at the local level to gain a better understanding of the true extent and background of operational indicator and behavioral characteristic alignment. A limitation of the current study did not allow for “unknown” responses by LWDB members. Expanding data collection methods to include focus groups and interviews will allow LWDB members to address unknown responses through dialogue by providing alignment and misalignment details and examples. A deeper understanding of alignment and misalignment specifics will allow for the collection, production, and dissemination of proven and promising practice materials, as well as information about lessons learned.

Third, repeat this study in other states, which may operate within different state workforce infrastructures and support systems. Research findings indicate LWDB members perceive they need additional training and board development, results from an expanded study may provide insight into the different levels, types, and frequency of technical assistance provided to train and support LWDB members and board staff. An expanded study may provide insight to determine if different state structures positively or

negatively affect local area alignment with operational indicators and behavioral characteristics.

Fourth, research findings indicate a need for the development of LWDB leadership succession plans, strategic and intentional board member appointments to address current gaps in membership, and training and development of board members. Future research is needed pertaining to LWDB membership composition based on a board capital structure to include intellectual, reputational, political, and social capital expertise and skills. Research would need to be conducted following WIOA board member composition requirements, but the proposed research may provide insight into formalized development and use of LWDB member capital.

Fifth, study the role of the local workforce board and LWDB members pertaining to resource development and diversification. For resource development, focus on funding expansion and creation of a development plan for acquiring additional funds aligning with the LWDB mission and strategic plan. For resource diversification, consider regional and partner resources; examples of resources include, but are not limited to, infrastructure, technology, money, staff, expertise, leadership, board capital, and partnerships. Consider the local workforce board structure, governance model, leadership, and LWDB members needed for resource development and diversification.

Sixth, investigate the relationship between LWDB leadership and local board staff leadership. According to the literature and study findings, local boards are evolving from operational boards to strategic boards. As LWDB members and their boards strategically evolve, staff to the board must evolve to support new strategic board roles and responsibilities. The executive director and staff requirements for experience, education,

and skills may change based on leadership expectations from an evolved strategic local board. Consider the relationship between the local workforce board chairperson and the staff executive director and executive director role and responsibility alignment with the culture, vision, and expectations of a strategic LWDB.

### Summary

The ability of a region to remain competitively viable is dependent upon attracting new business and retaining existing businesses (Good & Strong, 2015). In many instances, regional growth depends on the workforce and the region's ability to develop a talent pipeline of existing or accessible workers (Blakely & Leigh, 2010). Local workforce leadership that addresses workforce development challenges is related to a region's economic growth.

The passage of WIOA reforms the public workforce system and increases the expectations of local workforce leadership. The WIOA vision and purpose for LWDBs is to serve as strategic leaders and act as conveners of regional workforce system partners, stakeholders, and businesses (Innovation and Opportunity Network, 2016). WIOA establishes a new framework for improving the effectiveness of LWDBs, developing structures for working with regional economies, and engaging stakeholders to jointly lead the regional workforce system (Copus et al., 2014). To realize the vision for WIOA, increased LWDB responsibilities include the facilitation of public-private partnerships, development and implementation of regional sector strategies and career pathways, and the development of a market-responsive workforce ecosystem (Innovation and Opportunity Network, 2016).



This study examined LWDB member perceptions of local board activity alignment with operational activities of exemplary LWDBs and behavioral activities of effective nonprofit boards. Study findings reveal LWDB members perceive that local boards perform the majority of operational and behavioral activities as highly functioning LWDBs and nonprofit boards. LWDB members perceive they have open discussions, consider different perspectives as part of the discussion, work with partners to create a common workforce vision for the region, and jointly develop a strategic workforce plan.

LWDB members perceive they do not receive training as part of board meetings nor after orientation, do not have annual retreats to support group training and planning, and do not plan for executive director professional development and continuing education. Private sector members perceive there are few opportunities to meet with and learn from LWDB leaders from other workforce areas. LWDB members are uncertain about the processes for budget approval involving the role of local elected officials, meeting agenda preparation, and LWDB leadership succession planning.

The challenge for LWDB members and executive directors is to consciously and continuously work to develop local board members so their strategic performance meets or exceeds that of exemplary LWDB practices. Strategic, high functioning LWDBs bring together partners and resources to grow the regional economy through investments in human capital. The strategically focused LWDB supports regional workforce innovation and a shared local vision, links workforce initiatives to economic development, facilitates cross sector partner collaboration, develops public-private partnerships, and develops and acquires resources for talent development. Strategic LWDB leadership supports regional economic growth through alignment of economic development, business needs,

education opportunities, workforce development, and community resources. Through strategic LWDB leadership, job seekers find employment and businesses find talent, resulting in regional economic growth for the 21st century.

## APPENDIX A – LWDA Operational Indicators Summary

Standard	Criteria	Operational Indicator	Role	Function
Administration	Foundational Board Requirements	<ul style="list-style-type: none"> <li>Board reviews full findings from independent audit</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>Board addresses fiscal audit findings</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>Written local policies exist for procurement, contracting, fiscal processes, cost allocation, and travel reimbursement</li> </ul>	Grant Steward	Govern the Board Manage WIA Grants
		<ul style="list-style-type: none"> <li>Written local policies exist for program operations</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>Processes are in place to maintain ethical conduct standards</li> </ul>	Grant Steward	Govern the Board
		<ul style="list-style-type: none"> <li>Compliance is maintained with federal, state, and local regulations and policies</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>Oversight processes exist for service provider contract(s) management</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>Board member nominations include a rationale for member appointment (geography, business sector, connection to strategic plan, etc.)</li> </ul>		
		<ul style="list-style-type: none"> <li>Committee Chairs make reports to the Board</li> </ul>		
		<ul style="list-style-type: none"> <li>Board members provide input to the agenda</li> </ul>		
		<ul style="list-style-type: none"> <li>Chair or Executive Committee approve agenda before going to the Board</li> </ul>		
		<ul style="list-style-type: none"> <li>Meeting materials are distributed at least one week prior to Board meetings</li> </ul>		
		<ul style="list-style-type: none"> <li>By-laws exist and include:                             <ul style="list-style-type: none"> <li>Attendance expectations</li> <li>Removal of Board members</li> <li>Process for developing agenda</li> <li>Committee authority</li> </ul> </li> </ul>	Grant Steward	Govern the Board

Administration (Continued)	Foundational Board Requirements (continued)	<ul style="list-style-type: none"> <li>○ Process for taking action between meetings</li> </ul>		
		<ul style="list-style-type: none"> <li>• Executive Director (ED) reports to the Board:               <ul style="list-style-type: none"> <li>○ Board responsible for hiring ED</li> <li>○ Board invests in high quality ED through compensation and development</li> <li>○ Job description reflects mission and strategic responsibility</li> <li>○ ED allowed operational autonomy</li> <li>○ Evaluation process based on meeting strategic plan</li> <li>○ Board members have input into ED evaluation</li> <li>○ Organization Chart shows ED reports to the Board</li> </ul> </li> </ul>	Grant Steward	Govern the Board
Strategic Work	Strategic Plan is Goal Oriented beyond WIOA Activities	• Board guides common vision and strategy and defines goals beyond WIOA required activities	System Builder Regional Backbone	Regional System Approach Community Impact
		• Board develops an action plan in support of strategic plan goals	System Builder	Regional System Approach
		• Board defines outcome metrics based on strategic goals and actions	System Builder	Collaborative Design Regional System Approach
	Strategic Plan Developed using an Inclusive Process	• Labor market data and analysis drives strategic plan development	System Builder	Regional System Approach
		• Plan input is received from private and public sector, regional and state partners, and non-Board members	System Builder	Strategic Partnerships
		• Planning process and strategic plan supports coordination and planning for	System Builder	Strategic Partnerships

Strategic Work (Continued)		WIOA required partners		
		• Efforts are made to align strategic plan with other area partner plans	System Builder	Strategic Partnerships
		• Strategic planning process includes local elected officials engagement	Grant Steward	Govern the Board Manage WIA Grants
		• Board champions change by building public will to support initiatives with community impact	Regional Backbone	Community Impact
		• Board advances formal and informal policy and advocates for removal of policy barriers to collectively respond to community workforce issues	Regional Backbone	Community Impact
	Strategic Plan is Living Document and Part of Continuous Development Process	• Strategic plan updating process is established and includes timeframes and mechanisms for updating the plan		
		• Input from non-Board member stakeholders is part of the continuous development process	System Builder	Strategic Partnerships
		• Strategic plan is tracked, adjustments are made, and changes are communicated to stakeholders and partners		
		• Strategic plan updates are based on Board, staff, stakeholder and partner input, economic conditions, opportunities, and challenges	System Builder	Strategic Partnerships
	Sector Strategy Approach is Part of the Strategic Plan	• Sector strategy development is based on regional labor market data (LMI)	System Builder	Strategic Partnerships
		• Targeted sectors are identified and reflected in strategic plan goals and action plan	System Builder	Strategic Partnerships
		• Businesses are driving sector strategy initiatives	System Builder	Strategic Partnerships

Strategic Work (Continued)		<ul style="list-style-type: none"> <li>• Board provides direction to workforce center and operator regarding targeted industry sectors, expectations, metrics, targeted services and training to address industry sector needs</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
		<ul style="list-style-type: none"> <li>• Career pathway development aligns with skill needs identified in the development of sector strategies</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
		<ul style="list-style-type: none"> <li>• Career pathway development is coordinated with education, human services partners, economic development, and business partners</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
		<ul style="list-style-type: none"> <li>• Regional business services process and expectations have been developed for working with businesses</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
		<ul style="list-style-type: none"> <li>• Approach is established to respond to the immediate needs of business</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
		<ul style="list-style-type: none"> <li>• Linkages exist with businesses to use the workforce center</li> </ul>	System Builder	Strategic Partnerships Collaborative Design
Resource Development	Budget Review and Approval and Alignment with Strategic Goals	<ul style="list-style-type: none"> <li>• Board involvement and direction in establishment of budget priorities</li> </ul>	Grant Steward	Govern the Board Manage WIA Grants
		<ul style="list-style-type: none"> <li>• Budget direction and priorities are in consultation with local elected official(s)</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>• Budget reviewed and approved by Board and local elected official(s)</li> </ul>	Grant Steward	Manage WIA Grants
		<ul style="list-style-type: none"> <li>• Board discusses budget and strategic goals in alignment and modifications to strategic plan reflect budget adjustments</li> </ul>		
		<ul style="list-style-type: none"> <li>• Audience friendly and understandable financial reports are provided to board and local elected official(s) on an agreed upon schedule</li> </ul>		

Resource Development (Continued)		<ul style="list-style-type: none"> <li>• Board budgets for research and development opportunities (pilot initiatives)</li> </ul>		
	Resources and Assets Coordinated and Leveraged	<ul style="list-style-type: none"> <li>• Completed community audit or asset mapping to identify existing revenue and infrastructure other than WIOA</li> </ul>		
		<ul style="list-style-type: none"> <li>• Board recommends use of assets and resources</li> </ul>	Grant Steward	Govern the Board
		<ul style="list-style-type: none"> <li>• Board uses partnerships for asset leveraging to expand strategic agenda and capitalize on funding opportunities</li> </ul>	System Builder Regional Backbone	Strategic Partnerships Collaborative Design Community Impact
		<ul style="list-style-type: none"> <li>• Revenue diversification and development plan aligns with strategic plan</li> </ul>		
	Technology Coordination and Management for Effective Program Delivery	<ul style="list-style-type: none"> <li>• Board supports technology strategies for service delivery access in remote service areas</li> </ul>		
		<ul style="list-style-type: none"> <li>• Board considers the use of technology to expand traditional service delivery, to increase access to services and to improve service delivery efficiency</li> </ul>		
		<ul style="list-style-type: none"> <li>• Board leverages technology resources within the workforce system to increase services for individuals with barriers to employment</li> </ul>	System Builder	Strategic Partnerships
Board Management	Board is Diverse, Connected to Community, and Business Driven	<ul style="list-style-type: none"> <li>• Board membership is individuals with policy making or hiring authority</li> </ul>		
		<ul style="list-style-type: none"> <li>• Board membership is representative of business target sectors and community leaders</li> </ul>		
		<ul style="list-style-type: none"> <li>• Board member orientation addresses roles, responsibilities, and strategic goals training to include expanded WIOA Board</li> </ul>		

Board Management (Continued)		functions		
		• Board members receive ongoing training on a regular basis		
		• Board by-laws and/or procedures ensure private sector engagement: <ul style="list-style-type: none"> <li>○ Quorum of private sector members</li> <li>○ Committee chairs are private sector</li> <li>○ Majority private sector Executive Committee</li> </ul>		
		• Non-Board members participating in strategic activities are invited to participate in Board meetings	System Builder	Strategic Partnerships Collaborative Design Regional System Approach
		• Board has defined a committee structure aligned with the strategic plan and activities		
	Measures Board and Local Workforce System Success	• Board tracks required WIOA performance metrics	Grant Steward	Manage WIA Grants Measure Outcomes
		• Board has identified local metrics to track progress of strategic workforce initiatives aligned with strategic local plan goals	System Builder	Collaborative Design
		• Board tracks Return on Investment (ROI) of workforce initiatives	Grant Steward System Builder	Measure Outcomes Collaborative Design
		• Board tracks job seeker and business customer satisfaction	Grant Steward System Builder	Measure Outcomes Collaborative Design
		• Board ensures customer choice through training provider and program review, approval, and tracking	Grant Steward	Manage WIA Grants Measure Outcomes
		• Board assesses relevance to Board members		



Board Management (Continued)		<ul style="list-style-type: none"> <li>Board assesses relevance to key community groups</li> </ul>		
	Board Practices Performance and Continuous Improvement	<ul style="list-style-type: none"> <li>Board evaluates workforce center performance based on strategic plan, goals, and metrics</li> </ul>	Grant Steward	Manage WIA Grants Measure Outcomes
		<ul style="list-style-type: none"> <li>Workforce center Operator communicates strategic goal progress to the Board</li> </ul>	Grant Steward	Manage WIA Grants Measure Outcomes
		<ul style="list-style-type: none"> <li>Board takes action to address workforce center poor performance or weaknesses</li> </ul>	Grant Steward	Manage WIA Grants Measure Outcomes
		<ul style="list-style-type: none"> <li>Board seeks promising practices to share with workforce system community and to improve performance</li> </ul>	System Builder	Strategic Partnerships

*Note.* Adapted from *Benchmarking workforce investment boards: Critical success factors*, by N. Babich, 2006., Jefferson City, MO: Missouri Division of Workforce Development. Adapted from *Kentucky high impact workforce investment boards initiative*, by Corporation for a Skilled Workforce, 2011., Retrieved from <http://kwib.ky.gov/ImplementationStatus/highperformboards/documents/HIWCriteria.pdf>. Adapted from *Workforce board leadership: Creating highly effective boards*, by Social Policy Research Associates, 2013., Retrieved from <https://www.workforceboards.workforcegps.org/resources/2014/10/07/31/creating-highly-effective-boards-training-curriculum>.

## APPENDIX B – LWDB Roles and Functions Summary

Role	Function	Operational Indicators
Grant Steward	Govern the Board	<ul style="list-style-type: none"> <li>• Allocation and deployment of resources</li> <li>• Maintain policy making and contracting</li> <li>• Develop board governance and program operation procedures</li> <li>• Maintain ethical conduct standards</li> <li>• Develop Board and staff</li> </ul>
	Manage WIA Grants	<ul style="list-style-type: none"> <li>• Approval of annual budgets</li> <li>• Review fiscal controls</li> <li>• Monitor service providers</li> <li>• Audit of WIA</li> <li>• Compliance with federal, state, local, regulations and policies</li> </ul>
	Measure Outcomes	<ul style="list-style-type: none"> <li>• Assess program management and effectiveness</li> <li>• Manage contracts</li> <li>• Maintain operational transparency</li> <li>• Improve practices and procedures</li> </ul>
System Builder	Strategic Partnerships	<ul style="list-style-type: none"> <li>• Engage regional and state partners</li> <li>• Convene stakeholders to develop comprehensive workforce system</li> <li>• Develop sector strategies</li> <li>• Build supporting business partnerships</li> <li>• Build capacity to connect with partners outside traditional workforce system</li> </ul>
	Collaborative Design	<ul style="list-style-type: none"> <li>• Leverage program and partner services</li> <li>• Focus on customer centered design</li> <li>• Align local performance metrics to promote accountability</li> </ul>

	Regional System Approach	<ul style="list-style-type: none"> <li>• Advance common vision and goals</li> <li>• Connect and align state and local goals, policies, and strategies</li> <li>• Connect and align workforce, education, and economic development</li> </ul>
Regional Backbone	Community Impact	<ul style="list-style-type: none"> <li>• Guide regional vision and strategy</li> <li>• Support alignment of workforce activities</li> <li>• Establish shared partner measurements</li> <li>• Build public will</li> <li>• Advance workforce policies</li> <li>• Mobilize funding for workforce initiatives</li> </ul>

*Note.* Adapted from *Workforce board leadership: Creating highly effective boards*, by Social Policy Research Associates, 2013., Retrieved from

<https://www.workforceboards.workforcegps.org/resources/2014/10/07/31/creating-highly-effective-boards-training-curriculum>.

## APPENDIX C – Non Profit Board Behavioral Characteristics Summary

Board Dimensions	Behavioral Characteristics	Activities
Contextual	<ul style="list-style-type: none"> <li>• Appreciate and adapt to characteristics of the organization</li> <li>• Decisions are guided by organizational mission and history</li> <li>• Behaviors are consistent with operational values and culture</li> <li>• Actions reinforce organizational values</li> </ul>	<ul style="list-style-type: none"> <li>• Board member orientation introduces mission, vision and values</li> <li>• Invite individuals to convey organization history and traditions</li> <li>• Relay organization's unique characteristics that differentiate it from other similar organizations</li> <li>• Discuss the organization's governance, decision making, and culture</li> </ul>
Political	<ul style="list-style-type: none"> <li>• Build capacity to connect with partners outside traditional workforce system</li> <li>• Search for optimal solutions and consider numerous options</li> <li>• Avoid win/lose situations with other constituencies</li> <li>• Respect the roles and responsibilities of other constituencies</li> <li>• Consider opinions and input from other constituencies</li> </ul>	<ul style="list-style-type: none"> <li>• Seek to broaden communication</li> <li>• Widely distribute board member profiles and annual report</li> <li>• Invite non-board members to serve on committees</li> <li>• Invite outside leaders and guests to address the board</li> <li>• Board members visit with board staff</li> <li>• Monitor the morale of the organization</li> <li>• Be open minded to options</li> <li>• Be sensitive to roles of partners and stakeholders</li> </ul>

Strategic	<ul style="list-style-type: none"> <li>• Focus on priorities of significant importance to the organization</li> <li>• Ability to find and interpret meaning from data and repetitive patterns</li> <li>• Ability to anticipate problems and take action before a concern becomes critical</li> <li>• Willingness to take sensible risks</li> <li>• Ability to assume responsibility for board actions</li> </ul>	<ul style="list-style-type: none"> <li>• Establish board priorities based on organizational strategic planning priorities</li> <li>• Provide thoughtful questions based on board priorities prior to board meetings with the board meeting materials packet</li> <li>• Develop appropriate documents in user friendly format as part of a board information system</li> </ul>
Analytical	<ul style="list-style-type: none"> <li>• Perceives itself as part of a bigger community and system</li> <li>• Understands interdependencies between issues, actions, and decisions</li> <li>• Considers both specifics and generalities for a broader perspective in decision making</li> <li>• Pursues concrete information to address ambiguous matters</li> </ul>	<ul style="list-style-type: none"> <li>• Analyzes issues by considering numerous potential outcomes and points of view</li> <li>• Explore the negative outcome of recommendations</li> <li>• Seek contradictory information for ambiguous situations</li> <li>• Develop contingency plans</li> <li>• Brainstorm alternative views to consider different perspectives</li> <li>• Contact outsiders for different perspectives</li> </ul>

Educational	<ul style="list-style-type: none"> <li>• Focus on situational learning from setbacks and successes</li> <li>• Seeks feedback and input on board performance</li> <li>• Diagnoses board strengths and weaknesses</li> <li>• Encourages board members to raise questions and concerns about board performance and member roles</li> </ul>	<ul style="list-style-type: none"> <li>• At each meeting schedule time for learning</li> <li>• Conduct board retreats for training, planning, and analyzing board performance and mistakes</li> <li>• Meet with board leaders from similar organizations</li> <li>• Rotate committee assignments</li> <li>• Establish internal board member feedback mechanisms</li> <li>• Conduct annual board member surveys on board performance</li> <li>• Assess the relevance of the board to board members</li> <li>• Assess the relevance of the board to key constituents in the community.</li> </ul>
Interpersonal	<ul style="list-style-type: none"> <li>• Open communication among board members and board staff, especially chief executive</li> <li>• Communication of board member norms and standards</li> <li>• Schedule informal interactions among board members in different settings and roles</li> <li>• Establish board goals and recognize accomplishments</li> <li>• Develop a succession plan for board leadership</li> </ul>	<ul style="list-style-type: none"> <li>• Create a board environment of inclusiveness</li> <li>• Plan events for board members to become better acquainted</li> <li>• Build networking time within the formal board meeting</li> <li>• Implement an open communication plan</li> <li>• Develop a mentor program to pair new board members with veteran board members</li> <li>• Provide formal training and development for board leadership</li> </ul>

*Note.* Adapted from *Improving the performance of governing boards*, by R. P. Chait, T. P. Holland, and B. E. Taylor, 1996., Phoenix, AZ: Oryx Press. Adapted from *The effective board of trustees*, by R. P. Chait, T. P. Holland, and B. E. Taylor, 1991., New York, NY: Macmillan Publishing Company.

## APPENDIX D – IRB Notice of Committee Action



THE UNIVERSITY OF  
SOUTHERN MISSISSIPPI

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### INSTITUTIONAL REVIEW BOARD

118 College Drive #5147 | Hattiesburg, MS 39406-0001

Phone: 601.266.5997 | Fax: 601.266.4377 | [www.usm.edu/research/institutional.review.board](http://www.usm.edu/research/institutional.review.board)

### NOTICE OF COMMITTEE ACTION

The project has been reviewed by The University of Southern Mississippi Institutional Review Board in accordance with Federal Drug Administration regulations (21 CFR 26, 111), Department of Health and Human Services (45 CFR Part 46), and university guidelines to ensure adherence to the following criteria:

- The risks to subjects are minimized.
- The risks to subjects are reasonable in relation to the anticipated benefits.
- The selection of subjects is equitable.
- Informed consent is adequate and appropriately documented.
- Where appropriate, the research plan makes adequate provisions for monitoring the data collected to ensure the safety of the subjects.
- Where appropriate, there are adequate provisions to protect the privacy of subjects and to maintain the confidentiality of all data.
- Appropriate additional safeguards have been included to protect vulnerable subjects.
- Any unanticipated, serious, or continuing problems encountered regarding risks to subjects must be reported immediately, but not later than 10 days following the event. This should be reported to the IRB Office via the "Adverse Effect Report Form".
- If approved, the maximum period of approval is limited to twelve months.  
Projects that exceed this period must submit an application for renewal or continuation.

PROTOCOL NUMBER: 16113001

PROJECT TITLE: Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics

PROJECT TYPE: NewProject

RESEARCHER(S): Sharon H. Johnson

COLLEGE/DIVISION: College of Science and Technology

DEPARTMENT: Human Capital Development

FUNDING AGENCY/SPONSOR: N/A

IRB COMMITTEE ACTION: Exempt Review Approval

PERIOD OF APPROVAL: 12/01/2016 to 11/30/2017

**Lawrence A. Hosman, Ph.D.**  
**Institutional Review Board**

## APPENDIX E – Consent to Participate Form

### The University of Southern Mississippi Authorization to Participate in Research Project

Note: Consent to Participate Form to be used with oral presentation of survey introduction and study information summary.

Participant's Name: \_\_\_\_\_

The participant is hereby giving consent to be included in this research project entitled:  
*Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics.*

All procedures and/or investigations to be followed and their purpose, including any experimental procedures, were explained. Information was given about all benefits, risks, inconveniences, or discomforts that might be expected. Participation in this study poses no known risks or hazards.

The survey will be administered at each of the Local Workforce Development Boards in Virginia at a regularly scheduled Board meeting in December 2016 or January, February 2017. The opportunity to ask questions regarding the research and procedures was given. Participation in the project is completely voluntary, and participants may withdraw at any time without penalty, prejudice, or loss of benefits. All personal information is strictly confidential and no names will be disclosed. All paper survey responses will be stored in a locked file cabinet and electronic responses will be password protected.

Questions concerning the research, at any time during or after the project, should be directed to the Principal Investigator, Sharon Johnson at 540-649-4322. This project and consent form have been reviewed by the Institutional Review Board, which ensures that research projects involving human subjects follow federal regulations. Any questions or concerns about rights as a research participant should be directed to the Chair of the Institutional Review Board, The University of Southern Mississippi, 118 College Drive #5147, Hattiesburg, MS 39406-0001, (601) 266-6820.

\_\_\_\_\_  
Participant Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Person Explaining the Study Signature

\_\_\_\_\_  
Date



## APPENDIX F – Executive Director Email Communication

Confirmation to Participate - Local Workforce Development ... - Sharon Johnson

Page 1 of 1

### Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 10:20 AM

Inbox

To: aspicer@wiaone.com <aspicer@wiaone.com>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Dear Aleta,

Thank you and the Board for LWDA I for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:25 AM

To: Marty.Holliday@nrmrwib.org <Marty.Holliday@nrmrwib.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Marty,

Thank you and the Board for LWDA II for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:47 AM

To: Jake.Gilmer@westernvaworkforce.com <Jake.Gilmer@westernvaworkforce.com>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Jake,

Thank you and the Board for LWDA III for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:36 AM

Inbox

To: jeff@shickel.com <jeff@shickel.com>; jhollen@valleyworkforce.com <jhollen@valleyworkforce.com>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Jeff and Joan,

Thank you and the Board for LWDA IV for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:31 AM

To: mromeo@centralvirginia.org <mromeo@centralvirginia.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Morgan,

Thank you and the Board for LWDA VI for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016



## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:33 AM

To: bbowman@region2000.org <bbowman@region2000.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Ben,

Thank you and the Board for LWDA VII for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:38 AM

To: dcrowder@pure.net <dcrowder@pure.net>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Debra,

Thank you and the Board for LWDA VIII for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:22 AM

To: Brian.Davis@henrico.us <Brian.Davis@henrico.us>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Brian,

Thank you and the Board for LWDA IX for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016



## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:15 AM

To: David.Hunn@myskillssource.org <David.Hunn@myskillssource.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

David,

Thank you and your Board for LWDA XI for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:40 AM

To: dremick@arlingtonva.us <dremick@arlingtonva.us>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Dave,

Thank you and the Board for LWDA XII for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:44 AM

To: mjenkins@baywib.org <mjenkins@baywib.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Mike,

Thank you and the Board for LWDA XIII for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:54 AM

Inbox

To: WMann@pcfwd.org <WMann@pcfwd.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Bill,

Thank you and the Board for LWDA XIV for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:42 AM

To: LC@learntoearn.org <LC@learntoearn.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Dear LC,

Thank you and the Board for LWDA XV for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016



## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:28 AM

To: SAvery@oihr.org <SAvery@oihr.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Shawn,

Thank you and the Board for LWDA XVI for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

## Confirmation to Participate - Local Workforce Development Board Study

Sharon Johnson

Mon 11/28/2016 9:56 AM

Inbox

To: lfultz@wpwib.org <lfultz@wpwib.org>;

Cc: Sharon Johnson <Sharon.H.Johnson@usm.edu>;

Lisa,

Thank you and the Board for LWDA XVII for agreeing to participate in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***. I'll be attending one of your Board meetings in December, January, or February to administer a survey to your Board members as part of the project.

As we discussed, during the regularly scheduled Board meeting, I'll provide a study introduction and instructions and administer the survey, taking approximately 30 minutes. The survey is anonymous; Board member identity is not requested. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

As a reminder, I'm conducting the research to be submitted to the Graduate School and the Department of Human Capital Development as partial fulfillment of the requirements for the Degree of Doctor of Philosophy at The University of Southern Mississippi (USM). After Institutional Review Board approval through USM, I'll follow up with additional details, answer questions, and finalize Board meeting logistics.

Thank you again for agreeing to participate.

Sincerely,  
Sharon

Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu

<https://outlook.office.com/owa/?viewmodel=ReadMessageItem&ItemID=AAMkAGE2Z...> 11/28/2016

### **Thank You Email**

Subject: Thank You – Local Workforce Development Board Study

Dear *Executive Director Name*,

Thank you and the *name of LWDB* for participating in the research project entitled ***Local Workforce Development Boards: Alignment with Operational Indicators and Behavioral Characteristics***.

If your Board is interested in obtaining study results, I'll return to a future Board meeting and present the study results, explain the background supporting the research, and provide implementation activity examples supporting LWDB effectiveness.

If you have questions about the research or results, please contact me.

Thank you for your participation and for your work to make the Virginia Workforce System more efficient and effective.

Sincerely,  
Sharon Johnson  
Doctoral Candidate, University of Southern Mississippi  
540-649-4322  
Sharon.H.Johnson@usm.edu



## APPENDIX G – Study Information Summary

### Local Workforce Development Board:

#### Alignment with Operational Indicators and Behavioral Characteristics

The Workforce Innovation and Opportunity Act legislation requires and effective Local Workforce Development Board (LWDB) studies indicate, the need for LWDBs to evolve from operational or compliance based Boards to more strategic Boards. The purpose of this study is to determine how Virginia's LWDBs align with exemplary LWDB operational indicators and effective nonprofit Board behavioral characteristics. The study is conducted by Sharon Johnson, a doctoral candidate at The University of Southern Mississippi in partial fulfillment of a PhD in Human Capital Development.

A non-experimental, descriptive, cross-sectional research design is employed to investigate five research objectives associated with LWDB alignment. The study is based on a review of the literature which includes exemplary LWDB studies and Board leadership development initiatives (2006 – 2016) and characteristics of effective nonprofit Boards (1989 – 2016).

A paper survey will be administered to the Local Workforce Board members at each of the local Boards in Virginia. Total time for introduction and survey completion is approximately 30 minutes. Surveys are being administered at regularly scheduled Board meetings in December 2016 and January, February, and March 2017. The researcher will be present to answer questions and remain until all Board members have completed the survey. Responses will be entered into statistical software for computation and data will be analyzed and results documented by the researcher. Upon request, the researcher will return to a future Board meeting and present study results, explain the background

supporting the research, and provide implementation examples supporting LWDB alignment, based on relevant studies and initiatives.

The survey is anonymous; Board member identity is not requested and study results will be presented in an aggregate format. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time. Contact Information: If there are questions for the researcher, please contact Sharon Johnson at Sharon.H.Johnson@ usm.edu or 540-649-4322.

## APPENDIX H – Survey Introduction and Instructions

### Survey Introduction and Instructions

#### **Purpose**

The purpose of this study is to determine how Virginia's Local Workforce Development Boards (LWDB) align with exemplary LWDB operational indicators and effective nonprofit Board behavioral characteristics. Board member input is critical to understanding operational and behavioral perceptions. Hopefully this study will provide local Board insight regarding the evolving strategic Board and inform future Local Workforce Development Board research. The study is conducted by Sharon Johnson, a doctoral candidate at The University of Southern Mississippi in partial fulfillment of a PhD in Human Capital Development

#### **Study Description**

A paper survey will be administered to the Local Workforce Board members at each of the LWDBs in Virginia. Total time for introduction and survey completion is approximately 30 minutes. Surveys are being administered at regularly scheduled Board meetings in December 2016 and January, February, and March 2017. The researcher will be present to answer questions and remain until all Board members have completed the survey. Responses will be entered into statistical software for computation, data will be analyzed, and results will be documented by the researcher.

#### **Benefits**

WIOA legislation requires and effective LWDB studies indicate the need for local Boards to evolve from operational or compliance based Boards to more strategic Boards. Upon request, the researcher will return to a future Board meeting and present study results, explain the background supporting the research, and provide implementation examples supporting LWDB effectiveness, based on relevant studies and initiatives.

#### **Participation**

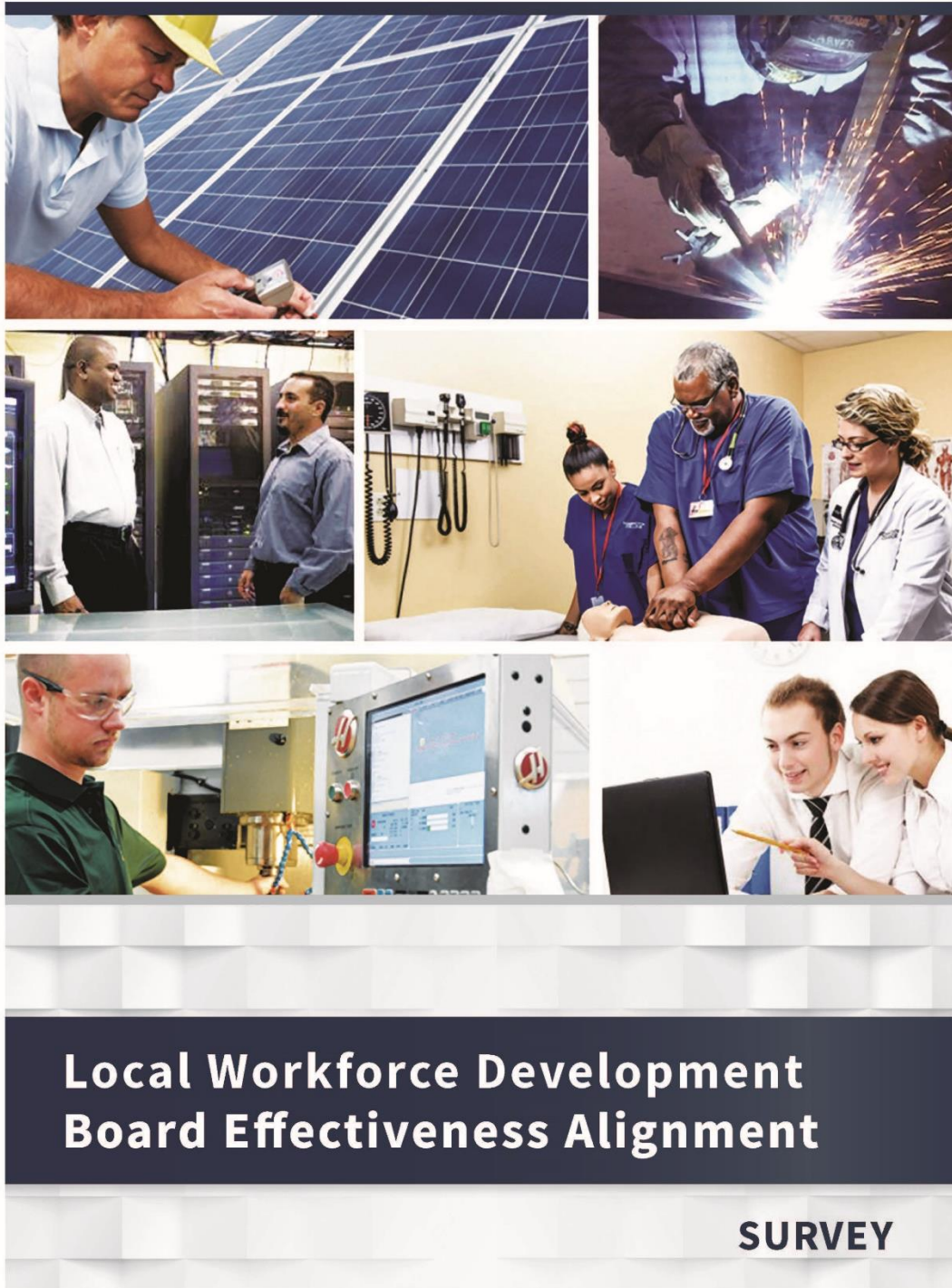
Prior to the survey, consent to participate forms will be distributed to Board members for review and signature. The researcher will be present to answer questions and remain until Board members have completed the survey. The survey is anonymous; Board member identity is not requested and study results will be presented in an aggregate format. Demographic data collected will remain confidential. Participation in the project is voluntary, allowing a participant to withdraw from the study at any time. This research project has been reviewed and approved by the Office of Research Integrity, Institutional Review Board, The University of Southern Mississippi.

**Researcher Contact:** If there are questions for the researcher, please contact Sharon Johnson at Sharon.H.Johnson@usm.edu or 540-649-4322.

**Instructions:**

- Instructions are provided at the beginning of each section.
- Most survey statements require you to mark one circle that best represents your response.
- There are no right or wrong answers.
- Statements are connected to a level of frequency;
  - Never = 0-10% of the time
  - Rarely = 11-39% of the time
  - Sometimes = 40-60% of the time
  - Frequently = 61-89% of the time
  - Always = 90-100% of the time
- Two statements in Section Two allow for checking all responses that apply.
- Section Seven has an optional statement allowing a free form response, requesting your input.
- Please begin the survey.

## APPENDIX I – Local Workforce Development Board Alignment Survey



## LOCAL WORKFORCE DEVELOPMENT BOARD EFFECTIVENESS ALIGNMENT

Thank you, in advance, for completing this questionnaire. With the implementation of WIOA and the normal evolution of local workforce development boards (LWDB), many LWDBs seek direction on how to move from operational functions to more of a strategic focus. The purpose of this study is to determine how Virginia's Local Workforce Development Boards align with exemplary LWDB operational indicators and effective nonprofit Board behavioral characteristics. Board member input is critical to understanding operational and behavioral perceptions of Local Workforce Development Boards.

Participation in this study is completely voluntary, and participants may withdraw at any time without penalty, prejudice, or loss of benefits. All personal information is strictly confidential, and no names will be collected or disclosed. No personally identifiable information will be associated with your responses when reporting the data. Questions concerning the research, at any time during or after the project, should be directed to the Principal Investigator, Sharon Johnson at 540-649-4322 or [Sharon.H.Johnson@usm.edu](mailto:Sharon.H.Johnson@usm.edu).

This project, including the survey and participant consent form, has been reviewed by the Institutional Review Board, which ensures that research projects involving human subjects follow federal guidelines. Any questions or concerns about rights as a research participant should be directed to the Chair of the Institutional Review Board, The University of Southern Mississippi, 118 College Drive #5147, Hattiesburg, MS 39406-0001, (601) 266-6820.

# SECTION ONE

The questions listed below collect demographic information about Local Workforce Development Board (LWDB) members. Please select one response for each question.

## 1.1 What sector do you represent on your LWDB?

- ☐ Private Sector  
(Includes businesses, for-profit organizations, business or industry associations, chambers of commerce, economic development, and labor organizations)
- ☐ Public Sector  
(Includes state agencies, education, elected officials, and nonprofit, community based, faith based, human services, public housing, and public transportation organizations)
- ☐ Other

## 1.2 What Local Workforce Development Board (LWDB) do you represent?

- ☐ LWDB 1 Southwest Virginia
- ☐ LWDB 2 New River/ Mount Rogers
- ☐ LWDB 3 Western Virginia
- ☐ LWDB 4 Shenandoah Valley
- ☐ LWDB 6 Piedmont Workforce Network
- ☐ LWDB 7 Region 2000
- ☐ LWDB 8 South Central
- ☐ LWDB 9 Capital Region
- ☐ LWDB 11 Northern Virginia
- ☐ LWDB 12 Alexandria/Arlington
- ☐ LWDB 13 Bay Consortium
- ☐ LWDB 14 Greater Peninsula
- ☐ LWDB 15 Crater
- ☐ LWDB 16 Hampton Roads
- ☐ LWDB 17 West Piedmont

## 1.3 How long have you served on the local workforce development board?

- ☐ Less than a year
- ☐ 1 – 3 years
- ☐ 4 – 6 years
- ☐ 7 – 9 years
- ☐ 10 years or more



# SECTION TWO

Statements below are about local workforce development board administrative operations. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>2.1:</b> My LWDB reviews the Board's complete audit report from the independent audit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.2:</b> My LWDB approves LWDB fiscal policies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.3:</b> My LWDB approves LWDB program operations policies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.4:</b> My LWDB maintains ethical conduct standards.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.5:</b> My LWDB maintains compliance with regulations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.6:</b> My LWDB member nominations include a rationale for member appointment (geography, business sector, connection to strategic plan, etc).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.7:</b> My LWDB Committee Chairs make reports to the LWDB.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.8:</b> My LWDB members have an opportunity to provide input to the Board meeting agenda.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.9:</b> The LWDB Chair or Executive Committee approves the agenda before it is distributed to Board members.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>2.10:</b> Our LWDB materials are distributed at least one week before Board meetings.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**2.11:** Our LWDB or a Board Committee has the following responsibilities for the Executive Director.

Check all responses that apply.

- ☐ Hires the Executive Director
- ☐ Establishes the compensation package
- ☐ Provides for professional development and continuing education
- ☐ Develops the job description to reflect mission and strategic responsibilities
- ☐ Evaluates the Executive Director or providing input into the evaluation
- ☐ Reports to the LWDB or Board Committee
- ☐ Allows the Executive Director operational autonomy

**2.12:** Our LWDB by-laws include how each of the items listed below will be addressed by Board leadership and members. Check all responses that apply.

- ☐ Attendance expectations for LWDB members
- ☐ Removal of LWDB members from the Board
- ☐ Term limits for LWDB members
- ☐ Process for developing LWDB meeting agendas
- ☐ Structure of LWDB committees and the authority of the committees
- ☐ Process for taking action between LWDB meetings



# SECTION THREE

Statements below are about local workforce development board strategic planning and implementation processes. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>3.1:</b> My LWDB works with partners to create a common strategic workforce vision.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.2:</b> My LWDB works with partners to develop a strategic workforce plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.3:</b> My LWDB defines strategic goals beyond WIOA required activities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.4:</b> My LWDB develops an action plan to support the strategic goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.5:</b> My LWDB defines outcome metrics based on the strategic goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.6:</b> Labor market data drives LWDB strategic plan development.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.7:</b> Input to our LWDB strategic plan is received from non-board member representatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.8:</b> Efforts are made to align our LWDB strategic plan with other partner plans.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.9:</b> My LWDB strategic planning process includes local elected official engagement.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.10:</b> My LWDB champions change by building public support for workforce related initiatives that will impact our community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.11:</b> My LWDB has an established process for updating the strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.12:</b> My LWDB seeks input from non-board member stakeholders as part of the process to update the strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.13:</b> When changes are made to my LWDB strategic plan, the changes are communicated to partners.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.14:</b> Sector strategies are part of my LWDB strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.15:</b> Sector strategies developed for my LWDB are based on regional labor market data.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.16:</b> My LWDB identifies industry sectors to be included in the strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.17:</b> Businesses drive LWDB sector strategy workforce initiatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

# SECTION THREE

Statements below are about local workforce development board strategic planning and implementation processes. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>3.18:</b> My LWDB provides direction to the local Workforce Center(s) about how to work with targeted industries.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.19:</b> My LWDB aligns career pathway development with skill needs identified in the development of sector strategies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.20:</b> My LWDB coordinates the development of career pathways with education and business partners.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.21:</b> My LWDB has a process to address regional business needs.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.22:</b> My LWDB has an established approach to respond to the immediate needs of regional businesses.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>3.23:</b> My LWDB has established links to connect businesses with the local workforce center(s).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

# SECTION FOUR

Statements below are about local workforce development board resource management. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>4.1:</b> My LWDB provides direction in establishing budget priorities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.2:</b> My LWDB budget direction is defined in consultation with our local elected officials.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.3:</b> My LWDB budget is approved by the Board.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.4:</b> My LWDB budget is approved by our local elected officials.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.5:</b> My LWDB aligns budget priorities with strategic goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.6:</b> Modifications to the LWDB strategic plan leads to LWDB budget review with possible budget modifications.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.7:</b> My LWDB receives understandable financial reports on an agreed upon schedule.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.8:</b> My LWDB budget funds development of pilot workforce initiatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.9:</b> My LWDB completes an asset mapping type effort to identify existing resources other than WIOA.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.10:</b> My LWDB recommends the use of regional resources to meet LWDB strategic plan goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.11:</b> My LWDB uses partnerships for asset leveraging to capitalize on funding opportunities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.12:</b> My LWDB has created a resource development plan, which aligns with the LWDB strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.13:</b> My LWDB is supporting technology strategies for service delivery access in remote service areas.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.14:</b> My LWDB uses technology to expand customer service delivery beyond traditional service delivery methods.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>4.15:</b> My LWDB is leveraging technology resources within the workforce system to increase services for individuals with barriers to employment.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

# SECTION FIVE

Statements below are about local workforce development board management. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>5.1:</b> Our LWDB members are individuals with policy making and/or hiring authority within their own organizations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.2:</b> Our LWDB private sector membership is representative of our business target sectors as defined in the LWDB strategic plan.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.3:</b> Our LWDB membership represents diverse geographic areas within the local workforce board service area.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.4:</b> Our LWDB members receive an orientation that addresses member roles and responsibilities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.5:</b> Our LWDB members receive ongoing training.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.6:</b> My LWDB requires a quorum of private sector members to vote on business at Board meetings.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.7:</b> A majority of our LWDB Executive Committee members are private sector business representatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.8:</b> Our LWDB has the appropriate committee structure to address the needs of the Board.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.9:</b> Our LWDB committee structure aligns with the LWDB strategic plan and activities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.10:</b> Our LWDB reviews WIOA performance metrics.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.11:</b> Our LWDB uses local metrics to track progress of strategic workforce initiatives aligned with LWDB strategic plan goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.12:</b> My LWDB tracks return on investment (ROI) of workforce initiatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.13:</b> My LWDB tracks job seeker customer satisfaction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.14:</b> My LWDB tracks business customer satisfaction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.15:</b> My LWDB ensures customer choice through training provider and program approval.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.16:</b> My LWDB evaluates Workforce Center performance based on LWDB strategic plan metrics.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## SECTION FIVE

Statements below are about local workforce development board management. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
<b>5.17:</b> The Workforce Center Operator communicates strategic goal progress to the LWDB.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.18:</b> My LWDB takes action to address Workforce Center poor performance.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.19:</b> My LWDB seeks promising practices to share with workforce system partners.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>5.20:</b> My LWDB assesses the relevance of Board work to key community groups.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



# SECTION SIX

Statements below are about local workforce development board characteristics. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
6.1: Our LWDB orientation introduces members to the organization's mission, vision, and values.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.2: Our LWDB educates its membership about the organization's history.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.3: Our LWDB members can articulate the unique characteristics of our LWDB that differentiate it from other similar organizations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.4: LWDB members discuss the Board's governance structure.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.5: LWDB members discuss the Board's decision making process.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.6: My LWDB looks for opportunities to broaden communication with external entities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.7: My LWDB produces an annual report.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.8: Non-board members are invited to serve on LWDB committees.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.9: Outside speakers are invited to present and exchange information with my LWDB.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.10: Our LWDB members openly discuss different perspectives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.11: Our LWDB members are sensitive to the roles and responsibilities of other workforce partners.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.12: Our LWDB members are sensitive to the needs of workforce center customers.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.13: Our LWDB policies are established based on LWDB strategic plan priorities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.14: Our LWDB members receive data in a way that they can interpret to make decisions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.15: My LWDB works to take action before a concern becomes a critical situation.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.16: My LWDB is willing to take sensible risks.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.17: My LWDB is willing to take responsibility for LWDB actions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.18: My LWDB perceives its work to be part of a bigger system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.19: My LWDB seeks to understand interdependencies between partner systems when making decisions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

# SECTION SIX

Statements below are about local workforce development board characteristics. Clearly mark one circle that best represents the frequency with which your board performs the activity. **Never** = 0-10% of the time, **Rarely** = 11-39% of the time, **Sometimes** = 40-60% of the time, **Frequently** = 61-89% of the time, and **Always** = 90-100% of the time.

STATEMENT	Never	Rarely	Sometimes	Frequently	Always
6.20: When making decisions, my LWDB discusses alternative views to consider different perspectives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.21: At each LWDB meeting there is time scheduled for learning.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.22: My LWDB has an annual retreat for training and planning.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.23: Our LWDB leaders meet with leaders from other LWDBs.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.24: My LWDB provides a process for members' internal feedback.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.25: My LWDB assesses the relevance of the LWDB to Board members.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.26: My LWDB provides an environment of inclusiveness for all members.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.27: My LWDB builds networking time within the formal LWDB meeting schedule.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.28: Our LWDB member training continues after LWDB orientation.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.29: Our LWDB has a succession plan for LWDB leadership.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

# SECTION SEVEN

The questions listed below collect demographic information about Local Workforce Development Board (LWDB) members. Please select one response for each question.

## 7.1 What is your gender?

- ☐ Male
- ☐ Female
- ☐ Transgender
- ☐ Do not identify with either gender

## 7.2 What is your age?

- ☐ 18 – 24
- ☐ 25 – 33
- ☐ 34 – 44
- ☐ 45 – 54
- ☐ 55 – 65
- ☐ 66 or older

## 7.3 What is your race?

- ☐ Asian
- ☐ American Indian/Alaska Native
- ☐ Black/African American
- ☐ Middle Eastern or North African
- ☐ Multiracial
- ☐ Native Hawaiian/Other Pacific Islander
- ☐ White
- ☐ Member of Other Race

## 7.4 What is your ethnicity?

- ☐ Hispanic/Latino
- ☐ Not Hispanic/Latino



# SECTION SEVEN

The questions listed below collect demographic information about Local Workforce Development Board (LWDB) members. Please select one response for each question.

**7.5** What is the highest level of education you have completed?

- ☐ High School Diploma or Equivalent
- ☐ Some College
- ☐ Associate's Degree
- ☐ Bachelor's Degree
- ☐ Graduate Degree

**7.6** Please add any other comments you would like to share regarding the effectiveness of your LWDB.



## **Thank you for taking this survey.**

**Thank you for your service working to  
improve the Virginia Workforce System.**

Sharon H. Johnson  
Doctoral Candidate,  
The University of Southern Mississippi  
Sharon.H.Johnson@usm.edu  
540-649-4322

## APPENDIX J – LWDB Member Comments

1. Board Director is doing an excellent job keeping Board members up-to-date and in compliance with directives.
2. I feel we have a good, sound, educated leadership. We are always seeking to improve and solve problems before they become problems.
3. I think there should be an option like "unknown" as some of these questions I was not knowledgeable to answer.
4. In assessing my answers, I realize my perception is the organization/office of local workforce board is excellent but mechanics and governance performance with /of the board could use improvement.
5. LWDB is the most innovative LWDB that I have observed in Virginia. Very focused on many successful programs to bring maximum impact to those we serve.
6. Some responses I didn't know the answer to so made best guess.
7. This LWDB is evolving as we speak, including the fact that any and all operational deficiencies from past years have been appropriately addressed.
8. Our LWDB is the most effective in the Commonwealth and argueably, in the nation. We have been successful combining alternate forms of funding with WIOA resources to create an effective regional strategy. Partners feel engaged and the work is effective.
9. Very strong and effective staff and board leadership.
10. Great Board. Keeps us well informed. Innovator.
11. To date, experiences (though somewhat limited vs. other local boards) have been positive and engaging. Enough so that I enjoy coming to each meeting.

12. Cannot say enough good things about board member. He is competent, capable, willing and able. We are fortunate to have his service.
13. Leader in the state!
14. I am new to this (first meeting) and don't know the answers to most of these questions. I think this will be the case with many here today and will skew your results very badly.
15. We're getting there!
16. Very effective as a regional convener. Strong representatives who understand the importance of the workforce development board.
17. WAY TOO BUREAUCRATIC!!! Nothing gets done much around here except endless meetings. This is a jobs program for bureaucrats.
18. The Board tends to focus on WIOA only vs partner programs. Our data is not reported. Partners are not included as part of new board member training which makes it fairly impossible for us to analyze and address their needs and ways we can solve their workforce problems.
19. I have attended a handful of meetings but it seems to be a group of dedicated individuals attempting to make a positive impact for our workforce.
20. The LWDB has improved over the 12 years I have been associated with it, by improving relationships between the partners and between the partners and the private sector. Ways to improve: 1) more knowledge/awareness of the "big picture" at the state, regional and national levels. 2) Break down barriers between the partners to share resources. 3) Better understanding of measures.

21. Charter member of Board. Have worked from the "early day" to "current day" processes. Board now mostly policy and oversight as opposed to early days (early 2000s) of minutiae discussions. Now much done by committees (great). Board working in right direction.
22. There is not a deep level of engagement with the Board. We often simply receive information provided by staff, without much question, analysis or interaction.
23. It is a work in progress.
24. Board materials are excellent and help the LWDB to accomplish many of the previous questions.
25. I serve on several LWDB throughout the Commonwealth. I find this current LWDB has processes in place for successful outcomes for the citizens it serves.
26. I think this group does good work to further the development of the workforce in the local area.
27. I am a 6-month member so I don't have history to assess some items. I did not receive an orientation or any training to date.
28. One of the best.
29. I've been on the board for a long time and I can rightfully say that our board exemplifies operational excellence in every facet of the WDB's mission. Executive director's leadership style can be described as highly ethical, caring, with an amazing attention to detail.
30. Proactive. Takes part in initiatives that support the workforce system and the needs of the local area. Inclusive as to input from board members on issues affecting the

- local workforce area. Forward thinking as to solutions impacting local workforce area.
31. More local businesses on board.
  32. The One-Stop partner performance, as measured against agreed upon metrics, has been consistently very good. Very, very little requirement to address performance issues. They have not come up. This is my first time through the strategic planning cycle, so I may not have seen all the relevant interaction.
  33. I serve on many boards. This one is very effective.
  34. Do a great job!
  35. Many resource management issues are affected by the fact that WOA funds are tiny share of overall workforce operations in the local workforce area.
  36. Increase the number of sub-contractors. Has promise to be more effective in strategic planning.
  37. Local area LWDB is very supportive of public education, and it continues to seek out opportunities for communication and collaboration to support public education.
  38. Executive director does a great job!
  39. One of the most effective boards I've ever served on.
  40. Mutual respect for each other and the customers we serve.
  41. My LWDB offers a diverse representation of various workforce related roles and responsibilities. The large geographic service area presents unique challenges to interfacing with all reps and constituents. Technology offers the potential to bridge this gap.

42. It would be nice to have the opportunity for the board to meet interactively/via internet. Travel schedules sometimes make attendance to meetings difficult.
43. Help needed.
44. This part can be and will be a great board in the future.
45. Too long to ask to complete on spot.
46. Our Board needs to build trust through better communications.
47. In spite of the fact that I have served on City Council for over 10 years, am a past Mayor and Vice-Mayor and serve on the Regional Economic Development Board and Regional Planning Commission, I do not feel that I have enough information to properly complete this survey - the communication between this board and other regional boards, as well as local governing bodies is minimal at best.
48. Just learning of my role.
49. Strong leadership, strong membership.
50. It is a pleasure and honor to make a difference in our community. We work well together.
51. Proud to be part of the leading LWDB in the Commonwealth!
52. Proud to serve on a board that is effective and makes a difference.
53. Our LWDB continues to be effective and works in the best interest of those citizens looking to improve their quality of life.
54. Being with the Board for less than a year, there were a lot of questions where I simply did not know the answer. I believe that this reflects my own shortcomings, not that of the board or staff. Thanks and good luck.

55. Honestly, I did not like the survey design--most questions were really yes/no, the answer choices focused on "percentage of time"/frequency rather than effectiveness; and gave no type of "I don't know" option. The design will detract from the meaningfulness/usefulness of your data and its conclusions.
56. The committee based questions don't quite apply because we are in the process of reviewing our committee structure. Currently, we only have one standing committee--Finance and Strategic Planning.



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