

**Appointed Board Member Training in Georgetown, Texas:
A Case Study on Creating a Practical Ideal Type Program**

By:

Rachel Elizabeth Saucier Healy



An Applied Research Project
Political Science 5397
Submitted to the Department of Political Science
Texas State University – San Marcos
In Partial Fulfillment of the Requirement for the Degree of
Master of Public Administration
Spring 2014

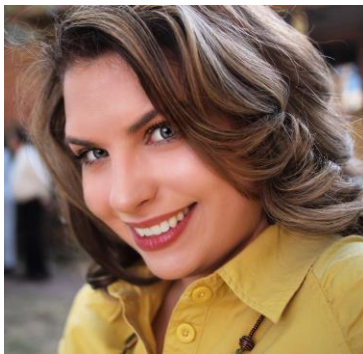
Thomas Longoria, PhD

Nandhini Rangarajan, PhD

Jacquelin Levario, MPA

About the Author

Rachel Elizabeth Saucier Healy is a Texas native. She was born in Houston and grew up in Little Rock, Arkansas. Rachel returned to Texas and graduated from Spring High School in 1999. She decided to attend The University of Texas at Austin and earned a Bachelor of Arts degree in Government with a minor in Philosophy in 2005. Rachel interned with Waggener Edstrom Communications in Austin before returning to government at the Texas House of Representatives. Rachel worked as a Legislative Aide for Representative William Callegari during the 80th legislative session and for Representative Patricia Harless during the 81st legislative session. After session ended, Rachel joined the City of Georgetown, Texas as the Assistant City Secretary. One of Rachel's responsibilities was managing the appointed board member program. Since then, Rachel has accepted a new role as the City's Legal Assistant. She will have earned a Master of Public Administration degree at Texas State University in 2014. Rachel lovingly married Benjamin Healy in November 2013, and they have two happy yellow Labrador Retrievers and two cats. Rachel's career goal for the future is to enjoy a dynamic career in public policy. Rachel can be reached at Rachel.E.Saucier@gmail.com.



Acknowledgements

With heartfelt love and gratitude, I thank my mother Lori and stepfather Kent for their enduring confidence in me throughout my academic career and in my life. Your encouragement has taught me that I can accomplish anything. To Ben my husband, my family, and my urban family of dearest friends, I want you to know that I appreciate you and look forward to seeing you soon. I sincerely thank Dr. Thomas Longoria for his excellent guidance and knowledge from the beginning ideas through the conclusion of this applied research project. To the faculty, and staff in the Political Science Department at Texas State University, I would like to thank you for an enlightening and rigorous academic experience that will translate well into practice. I also thank my classmates at Texas State University for your friendship, knowledge, and insight into being grad students. To the City of Georgetown, Texas, my bosses, and my colleagues, I thank you for the opportunity to be a part of your team.

Abstract

Purpose: The purpose of this applied research project is to develop a practical ideal type framework for municipal appointed board member training and to gauge the City of Georgetown, Texas against this practical ideal type framework. A practical ideal type training has three elements: 1) governing documents, 2) leadership skills training, and 3) compliance requirements.

Methodology: A case study of the City of Georgetown, Texas was conducted. A practical ideal type training program was identified through the literature review and constructed in the conceptual framework. Information about the City's training program was collected by document analysis. The information was then evaluated by using a scoring system set forth in the operationalization of the conceptual framework.

Findings: The study finds that the City of Georgetown board training program generally met the standards in the three elements; however, there is room for improvement on a few elements. Out of a total of 31 identified elements of the practical ideal type board training, the City of Georgetown earned a score of 24. These findings are used to make recommendations for improvement to the board member training program in Georgetown. Board and staff team training, mentor board members, and enhancing training techniques will help augment the board member training process.

Table of Contents

Table of Contents	5
Chapter 1 Introduction	7
Challenges of Training Advisory Boards.....	7
The Scope of Board Training.....	7
Growing Needs of Board Training.....	8
Responding to the Problems of Board Training.....	9
Indications of an Ineffective Board.....	9
Identifying the Practical Ideal Type Board Training	10
Examples of Board Training Gone Wrong	12
Solving the Problems of Board Training	13
Texas Cities in need of Board Training Programs	14
Cautionary Tales	14
Training Solutions to Help the Boards.....	14
Research Purpose Statement	15
Chapter 2 Review of Literature.....	16
Summary of Conceptual Framework	16
Table 2.1 Conceptual Framework Table of Board Training Connecting the Practical Ideal Type Categories to the Supporting Literature	18
Table 2.2 Conceptual Framework Table of Board Training Connecting the Practical Ideal Type Categories to the Supporting Literature	19
Governing Documents	19
The City Charter	19
Advisory Role	23
The Code of Ordinances	24
The Board Bylaws.....	26
Leadership Skill Training.....	28
Communication.....	28
Organization.....	30
Teamwork	31
Compliance Requirements	33
Ethics.....	33
The Texas Public Information Act.....	39
The Texas Open Meetings Act.....	41
Chapter 3 Methodology	44

Chapter Purpose	44
Case Study	44
Operationalization of the Practical Ideal Type Training.....	44
Table 3.1 Operationalization of the Conceptual Framework	46
Table 3.2 Operationalization of the Conceptual Framework	47
Table 3.3 Operationalization of the Conceptual Framework	48
Table 3.4 Operationalization of the Conceptual Framework	49
Table 3.5 Operationalization of the Conceptual Framework	50
Table 3.6 Operationalization of the Conceptual Framework	51
Table 3.7 Operationalization of the Conceptual Framework	52
Table 3.8 Operationalization of the Conceptual Framework	53
Table 3.9 Operationalization of the Conceptual Framework	55
Document Analysis	56
Case Study	56
Chapter 4 Research Results	57
Chapter Purpose	57
Results.....	57
Table 4.1 Results.....	58
Table 4.2 Results.....	59
Table 4.3 Results.....	60
Table 4.6 Results.....	63
Table 4.7 Results.....	64
Table 4.8 Results.....	65
Table 4.9 Results.....	66
Findings Justification	67
Chapter 5 Recommendations and Conclusion	68
Chapter Purpose	68
Team Training.....	68
Mentor Members.....	69
Rounding Out Training Techniques.....	70
References.....	71
Appendix A: IRB Exemption.....	75

Chapter 1 Introduction

Challenges of Training Advisory Boards

Texas citizens are invited to participate with their city government in a variety of ways. Formal ways for citizen participation in local governance include voting, campaigning for elected office, and serving as an appointed board member. These formal ways differ from the informal ways of citizen participation such as writing constituent correspondence, making campaign contributions, and serving on public advisory boards and commissions. Varying factors influence a citizen's decision to participate, and to what extent, with their city government. Barriers can limit participation for simple reasons such as the citizen does not have a contact in the government (Morse 2004, 32). However, statutory fail-safes are in place to ensure citizen input through open, public meetings (Heikkila and Roussin Isett 2007, 239). Formal settings for citizen participation such as advisory board meeting create certain challenges for government staff. Adhering to legal and ethical standards is necessary for all advisory board members. Growing citizen participation requires resources and planning to train and maintain knowledgeable and effective advisory boards.

The Scope of Board Training

In the second half of the 20th century there was a proliferation of opportunities for citizens to participate in administrative or policy implementation (Roberts 2004). Citizen participation opportunities currently range from Main Street to City Hall. The scope of board training must be as versatile as the boards it serves. Each established advisory board has both general and specific requirements for conducting public business, and each new citizen volunteer needs training on city government requirements. Board members must realize that their

community is served by the advisory boards, and if the boards are not trained effectively, they can hinder the delivery of service in the community. As governmental responsibilities at the local level increase, so does the need for advisory board training.

Citizens are the cornerstone of an effective democracy. A core of citizen participants help shape the discussion and decide what is in the public's interest (Morse 2004, 31). Advisory boards offer greater opportunities for public deliberation. Growing communities require the input on a number of topics ranging from historic district planning, economic development, and the public library board. Citizen participants who are unaware of the nature and seriousness of problems in their community can hinder greater civic involvement (Morse 2004, 32). The diversity of boards does not end there, nor is there a limit to the number of boards that could serve as advisors to the city council. Public deliberation enlivens democracy and engages the community (Morse 2004, 32). The growing needs of a community and city council will determine the number and type of advisory boards. Citizen board members require knowledge of the community, the law, and their purpose in order to serve the city effectively.

Growing Needs of Board Training

Becoming more involved in the local community is a way citizens to decide what kind of community they want (Morse 2004, 31). As the needs of a community change so will the boards develop and grow to meet the city's needs. The growing number of city responsibilities and goals create opportunities for citizen participation and challenges to organizing and training those new participants. The challenges to citizen participation include recruitment, training, and finally the retention of quality advisory board members. The opportunities provided by board service include greater participation in decision making, vetting ideas, and expanding public input. The growing number of citizen board members are fulfilling their "right to be engaged in

the decisions that touch their lives” (Roberts 2004, 316). By becoming volunteer board members, citizens learn about governmental actions and directly get involved. The ability for direct citizen participation is not hypothetical (Roberts 2004, 316). Government staff is faced with real challenges as the growing number of participants in the community get actively involved.

Responding to the Problems of Board Training

There is a “need to understand what has succeeded and what has not, and under what conditions” training information is most effective (Roberts 2004, 316). Three practical ideal type elements address the problems of board training. Training board members on the governing documents, leadership skills, and the compliance requirements are inclusive of the necessary information for effective board members. Government staff work closely with board members and they are able to respond to observations, questions, or concerns that arise while boards conduct business.

Indications of an Ineffective Board

Ineffective board members and meetings can cause significant disruptions ranging from stalling government business to reflecting upon a board member’s ability to function within the advisory board structure. While the focus of appointed advisory boards should be limited to assisting city council, it is possible that a transgression, either intentional or innocent, will occur. These problems manifest in different ways and call for different remedies. One indication that a board is ineffective is when the board exceeds its purpose, as defined in the Code of Ordinances and Bylaws. Boards are tasked with particular purposes and acting outside the defined purpose is ineffective. Being aware of the board’s business on the agenda is another way to evaluate their

effectiveness. Ineffective boards do not follow their agenda. Another indication of ineffective board member behavior is when email questions turn into email discussions. Ineffective board members risk violating open meetings statutes if they discuss public business in private email conversations. These examples of ineffective board activity also create opportunities for training board members on the right and wrong choices.

Identifying the Practical Ideal Type Board Training

The practical ideal type board training consists of three categories of training information. The first category includes governing documents which are those legal papers that authorize the city as a governmental entity, establish its purpose, and defines the rules and responsibilities specific to the city. The second category adds leadership skills training which includes communication, organization, and teamwork. The third category consists of the compliance requirements including the ethics laws, the Texas Public Information Act, and the Texas Open Meetings Act. These three categories establish the practical ideal type training.

The first category of governing documents, the city charter, is a legal document that founds a city. The details vary in city charters of Texas municipalities between general law and home rule charters. For the purposes of this paper, a home rule charter, as authorized by Article XI, Section 5 of the Texas Constitution, will be the focus of this research. The code of ordinances, the second category, is the collection of laws passed by a city's governing body. Some cities do not authorize advisory boards in the charter. Instead, the code of ordinances sets out the structure and purpose of boards. The last category of governing documents that is of great importance to an advisory board is the board's bylaws. This document outlines relevant details related to a particular board. For example, a board's bylaws may include meeting dates and times, officer information, and the board's purpose. Collectively, these three governing

documents provide board members with the details that authorize and govern the advisory board's purpose and actions.

Board members are also in need of certain leadership skills are defined, for the purpose of this study, as the ability to be organized, an effective communicator, and a team player. These leadership skills help citizen volunteers become effective advisory board members. The three leadership skills that most effectively benefit advisory board members include organizational skills, communication skills, and teamwork skills. This research shall examine the leadership skills that most distinctly affect a board member's ability to assist City Council in carrying out governmental responsibilities. Organizational skills are those abilities that may be present in appointed board members or they may need to be developed in order to facilitate organized meetings. These skills enable board members to effectively manage their time both on and off the board. Organizational skills also are integral to effective board planning. Communication skills that provide direct value to advisory board include using Roberts Rules of Order, verbal and nonverbal actions, and the hierarchy of contacts. Teamwork skills are defined as the abilities of appointed board members to be adaptable, creative, and productive contributors (Salas et al. 2005). These three leadership skills help board members fulfil their role.

The final main category of the practical ideal type board training is compliance requirements. For the purpose of this study, compliance requirements are defined as the legal requirements set forth by state statutes and local codes in order to encourage certain behavior and practices while public business is conducted. The three most important compliance requirements for appointed advisory board members in Texas include ethics training, the Texas Public Information Act (TPIA) and the Texas Open Meetings Act (TOMA). Ethics training in Texas includes a review of local and state ethical requirements for public service. The Texas Attorney General has created two training videos that cover the Texas Public Information Act and the

Texas Open Meetings Act, and these trainings are required for all elected and appointed government officials. Public information most importantly impacts board members through meeting agendas and minutes. Fortunately, advisory boards will have a government staff liaison to manage the permanent records. As far as the open meetings are concerned, the concept is a relatively new term. The Constitutional Convention in 1787 was actually conducted in total secrecy (Diehl 2011). Then in 1915, Alabama approved the first open meetings act (Diehl 2011). In the 1960s, the media and the public rallied that “the people have a right to know” (Diehl 2011). One modern political reason that public information and open meetings are emphasized is in part due to the Sharpstown Scandal of 1969, which only came to light in 1971, and led to the 1973 Act for government transparency (TPIA Handbook). Water Gate, 1972-1974, also caused an increase in open meetings act legislation (Diehl 2011). Texas Legislature passed Open Records Act in 1973 and remained essentially unchanged until 1995 (Wentworth 2000). Currently, over half of the state constitutions include an open government provision (Diehl 2011).

Examples of Board Training Gone Wrong

Open meetings laws have been instituted in order to guide how public meetings and public business are conducted. Board members can cause significant problems for themselves, their board, and the city if they do not know the statutory compliance requirements. One example is that if board members share the same social circles, they must not have any deliberations or discussions about public business outside of a legally posted meeting. Failure to separate social and public business conversations can cause liability for the board member and the government. Another example is the public meeting notice requirements for agenda posting.

In 2012, the Travis County District Attorney's office investigated allegations of violating the Texas Open Meetings Act against the City Council of the City of Austin. The allegations indicated that council members were having private deliberations prior to public meetings. The Austin American Statesman reported in June 2012 that the City of Austin paid three private law firms about \$344,000 out of contracts worth \$444,000 to provide legal counsel to staff and city council on the Texas Open Meetings Act and to assist with the investigation. Furthermore, the criminal charges for disregarding the Act include a misdemeanor fine of \$100 to \$500 fines and up to six months in jail. In October 2012, the Austin American Statesman reported that the Travis County Attorney found city council did have discussions behind closed doors and there was probable cause to believe that the Act was violated. The investigation concluded that the council members did not have malicious intent to benefit themselves, a friend, or a contributor. The County Attorney and city council agreed to sign individual compliance agreements, to adhere to the Act in the future, and to take courses in open government to avoid fines or criminal charges. This example provides insight into the problems of boards training. While most information is straightforward, it is necessary to reexamine and update one's understanding of the laws. Staff, elected, and appointed officials benefit from renewed training on open meetings compliance requirements.

Solving the Problems of Board Training

Keeping all board members knowledgeable about their role and responsibilities is the way to solve the problems of board training. Advisory boards can be effective if they have the correct information to advise city council and influence public policy (Dougherty and Easton 2010, 523). In order to get board members the correct information they need, they must be

trained properly. Providing adequate training to board members helps them fulfil their role more effectively as advisors and community volunteers.

Texas Cities in need of Board Training Programs

The Texas Municipal League noted that there were 1,196 Texas cities in 2002, according to Federal Census figures, and the number of cities was growing by 10 each year (TML 2013). As these cities grow so will the need grow for advisory board participation. According to Dougherty and Easton (2010, 522) many of the local governments might not have the ability to manage boards efficiently.

Cautionary Tales

Local governments flourish with citizenship participation because it is the cornerstone of democracy (Roberts 2004, 315). If citizens are not effectively trained to participate on advisory boards, they can disrupt and distract from the government's objectives as well as being dissatisfied with their experience. Citizens can get involved in community discussions by connecting with city government to help out (Morse 2004, 32). If community members do not get involved, government responsibilities grow while democracy declines. Recruiting and retaining board members is encouraged through informative board member training and open dialogue with government staff.

Training Solutions to Help the Boards

Providing the ideal training information facilitates the accountability and effectiveness of advisory boards (Heikkila and Roussin Isett 2007, 238). Knowledgeable board members are better able to conduct government business in transparent and productive manner. The skills that

citizen volunteers bring to the meeting room are useful in conjunction with the practical ideal type board training. Involved citizens are a great benefit to society by helping improve community issues (Morse 2004, 32). The involvement of appointed advisory board members is very valuable for a balanced and democratic community.

Research Purpose Statement

The purpose of this applied research project is to develop a practical ideal type framework of municipal appointed board member training and to gauge the City of Georgetown, Texas against this practical ideal type model. The practical ideal type provides a benchmark that can communicate better practices (Shields and Tajalli 2006, 325). The practical ideal type is intended to gauge the performance of the municipal appointed board member training in this project. The review of a wide-range of literature regarding board member training aided in the concept development of a practical ideal type. The literature review helps develop a standard for the process (Shields and Tajalli 2006, 319). Reviewing the literature enabled a focused development of the practical ideal type. The “citizen as partner” model [of] government is an essential foundation for a collaborative democracy (Dougherty and Easton 2010). Board member training not only benefits the city by having effective members, but the training also empowers citizens to take part in the governance process.

Chapter 2

Review of Literature

Summary of Conceptual Framework

The practical ideal type is presented through the literature in the conceptual framework. Table 1 provides a summary of the categories and the literature connected with each category. The literature review is drawn from a variety of fields including local and state government, public service, healthcare, nonprofit, and public sectors. The three categories reviewed in the literature include governing documents, leadership skill training, and compliance requirements. These training categories are important because they assist board members in effectively and lawfully conducting public business. Local governments have a vested interest in to maintaining and promoting effective public participation through citizen board member training programs (Lachapelle and Shanahan 2010, 403). The training required for effective advisory board meetings is outlined in this conceptual framework.

The practical ideal type governing documents are the city charter, the code of ordinances and the board's bylaws. These governing documents contain information outlining the standards for effective board member participation including the board member's role, responsibilities, and the rules of participation. Gauging the effectiveness of the board training includes the review of the city charter, the code of ordinances, and the board's bylaws.

The practical ideal type leadership training category covers communication, organization, and teamwork. Leadership skills training develops board member's professional role within the organization. These leadership skills training encourage appointed board members to become effective participants. Gauging board member training on leadership skills training includes a discussion of communication, organization, and teamwork.

The practical ideal type compliance requirement reviews ethics, the Texas Public Information Act (TPIA), and the Texas Open Meetings Act (TOMA). The compliance requirements inform board members about basic compliance with state and local laws while conducting public business. These compliance requirements set the standard for board member behavior and responsibilities as a government official. Ethics, the TPIA, and TOMA compliance requirements are developed from the literature review and will be used as a gauge of board training.

Table 2.1 Conceptual Framework Table of Board Training Connecting the Practical Ideal Type Categories to the Supporting Literature	
Conceptual Framework	
Practical Ideal Type Categories	Literature Review Support
Governing Documents	Dougherty and Easton (2010); Lachapelle and Shanahan (2010); Shields and Tajalli (2006);
The City Charter	Baker (1994); Carver (2004); Choi et al. (2013); Dougherty and Easton (2010); Dailey; Frederickson and Johnson (2001); Frederickson et al. (2001); Grimes (1947); Hansell (2001); Hassett (2011); Hinton (1995); Keller (2002); Kovner (2001); Lachapelle and Shanahan (2010); MacDonald (2008); Mitchell (1997); Okubo (2005); Schwarz (2013); Svara and Watson (2010)
The Code of Ordinances	Dougherty and Easton (2010); Kovner (2001); Lachapelle and Shanahan (2010); Schwarz (2013);
Board Bylaws	Dougherty and Easton (2010); Gabris and Nelson (2013);
Leadership Skill Training	
Communication	Anoop and Sudhakar (2012); Carver (2004); Demediuk (2010); Dougherty and Easton (2010); Hinton (1995); Keyton et al. (2013); Lachapelle and Shanahan (2010);
Organization	Anoop and Sudhakar (2012); Dougherty and Easton (2010); Herman (2009); Keyton et al. 2013); Lachapelle and Shanahan (2010);
Teamwork	Bayside Council (2009); Crotty and Brett (2012); Dougherty and Easton (2010); Gabris and Nelson (2013); Herman (2009); Mendelsohn (1998); Salas (et al. 2005); Zimmerman (1982);

Table 2.2 Conceptual Framework Table of Board Training Connecting the Practical Ideal Type Categories to the Supporting Literature	
Conceptual Framework	
Practical Ideal Type Categories	Literature Review Support
Compliance Requirements	Beeri et al. (2012); Choi et al. (2013); Cohan (2002); Escaleras et al. (2010); Helfmeyer (2010); Frederickson et al. (2001); Lachapelle and Shanahan (2010); Liegel et al. (2012); Miller (2012); Ostrower (2007); Paine (2012); Perry (1980); Schumaker and Kelly (2012); Skelcher and Snape (2001); Roberts and Doss (1992); Stark (1997);
Ethics	
The Texas Public Information Act	Escaleras et al. (2010); Relyea (1979); Sherman (2011); Thananithichot and Satidporn (2011); Wentworth (2000); Texas Public Information Act Handbook
The Texas Open Meetings Act	Diehl (2011); Helfmeyer (2010); Skelcher and Snape (2001); Texas Open Meetings Act Handbook

Governing Documents

Three documents are the foundation of board member service. Respectively, the city charter, the code of ordinances, and the board’s bylaws authorize appointed board members, identify the mission of the board, and provide instructions to the board. Effective board members need training about these governing documents so they know their role within the organization.

The City Charter

A city government’s organization can occur in a variety of forms. The city’s charter outlines the city government’s fundamental organization through three dimensions: the assignment of administrative authority, the size of the governing body, and how representatives

are elected (MacDonald 2008, 458). Charters determine the governance components of the municipality, and it impacts the quality of life for most citizens (Keller 2002, 55). Advisory board members need knowledge of the organizational structure. City government structures reflect citizen preferences and values, and because citizen values and preferences change, it should not be surprising that city structures also change (Frederickson and Johnson 2001, 876). Formal governmental institutions appear to be malleable and inclined to adapt as institutions age (Frederickson and Johnson 2001, 876). Board creation authorized by the charter is an important directive for the community volunteers. The city charter is a document that provides structure and process to the decision making in government (Schwarz 2013). Board members that participate need the knowledge of the organization for effective decision making. The council-manager government structure has replaced the mayor-council government in modern Texas cities to a great deal (Okobu 2005, 3). The performance and credibility of local government is enhanced when a council-manager form of government is present, particularly in communities with a population of five thousand or more (Hansell 2001, 41). Professional leadership of a city enables the appropriate delegation of government responsibilities. However, any authority or responsibility assigned to the manager by the council or by the citizens through a local charter can be removed at the city council's will (Hansell 2001, 43). Another allocation of authority is from city council to the appointed board members. Boards are responsible for meeting (Carver 2004, 1). Appointed board member meetings are an essential way that the board assists city council in carrying out governmental responsibilities. Boards have become an important element of governance (Mitchell 1997, 160). Knowing their role in the organization establishes a solid foundation for board activities to flourish.

Three specific elements of the city charter need to be explained to the appointed board so they understand the city government organization of which they are now members. These

elements include the form of government, the flexibility of the charter, and the board's role as advisors to the city council. Appointed members may not be thoroughly knowledgeable about city government when they are first appointed a board, so training can give structure to a member's understanding of their role (Kovner 2001, 53). The charter authorizes the board member's role in city government. Knowledgeable board members understand the organizational structure set forth in the statute that established the city (Mitchell 1997, 161). The public interest is generally most important to all kinds of government board and commission members (Mitchell 1997, 160). The charter is the establishment of the local government's public interest. Training board members on these three elements of the city charter enhance their effectiveness in their role. The charter establishes the standard for effective board members and contains the historical background of each board and its purpose. Board members, as advisors to the city council, are expected to democratically perform public business.

In 2013, the Texas Municipal League identified 284 Texas cities with a charter authorizing the Council-Manager form of city government. According to the International City/County Management Association, in 2007, more than 3,500 (49 percent) of the 7,171 U.S. cities and towns with populations of 2,500 residents or more operated under the council-manager form. The Council-Manager form of government incorporates professional management of public business (Hansell 2001, 84). The concept of Council-Manager government was first adopted by Dayton, Ohio, the first city of notable size, in 1913 (Choi et. al, 2013, 278). The National Civic League, an advocate for community democracy, has endorsed the Council-Manager form of government since 1915 (Dailey, ICMA). The Council-Manager charter resembles a corporation with an executive to whom all departments report (Frederickson et al. 2001, 4). This difference is important because how a board member conducts him or herself in a business entity is distinct from other kinds of voluntary service. Cities with professional

administrators are able to use the available resources to manage advisory boards (Dougherty and Easton, 2010, 527). Citizen volunteers are empowered by training and coordination (Dougherty and Easton 2010, 522). The board's activities affect management decisions (Dougherty and Easton 2010, 523). The partnership between the city's executive team, city council, and advisory boards is connected during board member training.

In the case of a council-manager form of government, board members become more knowledgeable about the city's organizational structure when introduced to the form of government established in the charter. Well-informed board members will be more effective decision-makers. Another way board members serve as advisors in a council-manager form of government is by drawing upon their professional experiences. Board volunteers are found in occupational categories such as government, retired, professional, business, self-employed (Hinton 1995, 533). Cities that employ professional managers are likely to draw upon boards as a policy resource especially those with professional expertise (Dougherty and Easton, 2010, 531). Changes in the government frequently occurred "to alter structures in ways to promote the preferences of specific groups or interests in the community" during the early twentieth century (Choi et al., 2013, 728).

Board members need to understand the city's organizational structure to which they have volunteered. Lachapelle and Shanahan report that misinterpretations or missing knowledge about the power and obligations advisory boards could create contention, negative news reports, possible litigation, and in due course may limit the government's abilities. Board members knowledge of the variety of forms of government is important because misunderstandings or a lack of knowledge regarding the authority, responsibility, and jurisdiction of boards can lead to conflict, bad press, potential for litigation, and ultimately can decrease overall government function and legitimacy (Lachapelle and Shanahan 2010, 403). Citizen demand for learning

opportunities appears to exist (Lachapelle and Shanahan 2010, 404). Board members need to understand “that a municipal corporation possesses and can exercise only those powers expressly granted to it,” by the charter which emphasizes that public policymaking has rules (Grimes 1947). Understanding the hierarchy of authority will enable board members to be more effective.

Good decision making comes from board members who are knowledgeable about the municipality’s governing documents. The charter is a “blueprint for effective participation and just governance” (Keller 2002). Without knowledge of the charter, board members cannot be effective members. The statutory and legitimate foundation of a local government, including the organizational structure, is the form of government (Svara and Watson 2010).

In order for board members understand their role in the context of the form of local government and the city charter through effective training programs that can ensure the boards will function properly, members will be well informed, and public participation will be enhanced (Lachapelle and Shanahan 2010, 403). Board members who are proficient in their understanding of the governing documents, such as the charter, encourage better meetings in both governmental productivity and reputation. Orientation is a prime opportunity to engage board members regarding the up-to-date language of the governing documents. The interactive discussion of governing documents is a practical ideal type. Effective meeting technique training may include information on the adoption and use of bylaws, exercises demonstrating Robert’s Rules of Order, and other training apply during public meetings (Lachapelle and Shanahan 2010, 408).

Advisory Role

The board’s advisory role may be outlined in the charter. The authorization of city council to recruit citizen advisors establishes a partnership with citizens (Dougherty and Easton

2010, 522). Dougherty and Easton suggest that municipal board creation is driven by elected officials (2010, 527). The city charter outlines the allocation of power in local governance (Schwarz 2013). One of these powers authorizes the city council to appoint advisory boards to assist in fulfilling the government's responsibilities.

Appointed board members also offer a greater "diversity of perspectives" (Mitchell 1997, 162). Greater opportunities are opened up for local input because of board positions which enable the government to meet the community's expectations of democratic governance. Two significant challenges in achieving democracy include training citizen volunteers and inspiring public participation in government processes (Lachapelle and Shanahan 2010). Democracy cannot simply be achieved in providing government operations, but it is instead realized by engaging and including citizens (Lachapelle and Shanahan 2010). Local boards and commissions are critical to the smooth operation of city governments (Baker 1994, 119). When cities include appointed board members in making public policy, governmental authority is democratically justified by including citizen input. Training appointed citizen board members is a way to ensure their familiarity with the authority, responsibility, and jurisdiction of city governance (Lachapelle and Shanahan 2010).

The Code of Ordinances

A city's code of ordinances identifies the rules and responsibilities for each board created by the city. The definition of the code of ordinances is a collection of local government legislative documents approved by city council that are enacted in the maintenance of good government. Characteristics of codes of ordinances may include a board's creation and membership and the purpose as determined by the governing body. The elements of the practical ideal type standard code of ordinance training for appointed board members includes the

discussion of membership and purpose. Good characteristics of codes of ordinances training, for the purpose of appointed boards, includes discussions on membership eligibility, purpose, duties and powers, and any unique rules and regulations. Both substantive and procedural characteristics are found in the code of ordinances (Schwarz 2013). The code identifies the important information for board organization and performance.

Introducing and training board members to the code of ordinances will provide them the direction they need to be effective contributors (Lachapelle and Shanahan 2010, 403). The section of the code regarding a board's creation and membership sets the parameters for citizen involvement on the boards. This practical ideal type standard identifies the requisite skills, as determined by city council to guide the board's membership.

Another practical ideal type standard for board member training is the board's purpose statement. The purpose is what directs board member activities. In order for the board to excel with knowledgeable members, it is indispensable for staff to engage an interactive discussion of the relevant board member code. Providing training programs for citizen boards is vital to sustaining and supporting effective public participation in city government (Lachapelle and Shanahan 2010).

The code of ordinances regarding board creation and membership is what puts the board into action. Board members who are familiar with the code of ordinances regarding the board's creation and membership will have a better understanding of the organization. This practical ideal type standard of discussing the board's creation and membership, if ignored, would negatively impact new board member's understanding of their role as part of a board. Failure to communicate these essential elements of the code of ordinances leaves members unaware to their responsibilities.

The purpose statement for the board, created by ordinance, lays out the reason for being called into existence. The purpose directs the board's activities and decision making. Policy effectiveness is aided if "board members know the role they are to play" within the organization (Dougherty and Easton 2010). Local government officials on appointed "boards must get information that is targeted and shaped to better fit board functions" in order to be effective (Kovner 2001). The code of ordinances is a governing document that assists board members by explaining their function. This practical ideal type standard is used to gauge the effectiveness of board member training. If board members do not receive information regarding their board's purpose, they will not be able to participate as effective members of the organization.

Members need the ability to hit the ground running as effective participants at their first meeting. In order to achieve this goal, board members should receive a copy of the relevant sections of the code to review between orientation and their first meeting. Providing members a copy of the code related to their board service is a practical ideal type.

The Board Bylaws

The board bylaws expand on some details found in the code of ordinances and they also present new information to assist board members in their role. Bylaws typically contain details including the selection of officers, meeting rules, reports to city council, and subcommittee designations. Reviewing the bylaws with board members is an element of the practical ideal type standard for effective training. Training is the way to "add to board effectiveness by providing members with information about board mission and procedures" (Dougherty and Easton 2010). Board members operate according to their board's bylaws, and knowledge of these bylaws encourages effective board meetings. Board members need access to the governing documents, especially the bylaws, so they can review the basics of board service.

Board members participate more effectively during a meeting if they are familiar with the bylaws. After the annual board member appointment process, new officers are selected to assist in running the board meetings. Reviewing officer responsibilities with board members is a practical ideal type standard for effective training. Board members need to understand their role on the board so they act accordingly with their membership role on the board

Meeting rules are found in detail in the bylaws for each board. Training board members on meeting rules is a practical ideal type standard. Board members who understand meeting rules participate more effectively and public business is conducted in an efficient and professional manner. When meeting rules are not discussed with board members, incorrect motions and confused business will be the predominate them of board meetings.

The board's basic purpose is to assist council, so board member knowledge of reporting to council needs to be explained at training. When board members are unfamiliar with the procedures "if [a] board behaves ineffectively, the overall system performance of the municipality will be suboptimal" (Gabris and Nelson 2013). The best interests of a city are met when board members understand the procedures to effectively complete their job as advisors.

Board subcommittees are comprised of a smaller group of the overall board membership, and their purpose is to provide assistance to the entire board by engaging in designated tasks. The bylaws allow for a subcommittee to be formed from within the ranks of the council appointed board. Explaining subcommittee provisions with board members during training is an element of the practical ideal type.

Training board members on the bylaws is an element of the practical ideal type. If board members are not trained on the bylaws, they will not have the tools necessary to be effective in their role. A lack of training or information can interrupt the decision making process on the

board (Dougherty and Easton 2010). The bylaws explain the necessary details for participation on the board, and without which the board would be unable to function correctly.

Leadership Skill Training

The second major component to board member preparation is leadership skills training that include the discussion of communication skills, organization skills, and teamwork skills. These three elements of the practical ideal type leadership skills training are integral to effective board member conduct. Communication is a skill that can initiate actions that result in progress or regress (Keyton et al. 2013). The importance of effective communication with board members is integral to the overall organizational success. Organization skills are valuable for board members in many ways such as being prepared for meetings and showing up on time. Teamwork is another leadership skill that benefits board members. Board's main role is to meet (Carver 2004). Public meetings require teamwork skills among the board members, government staff, and elected officials. Teamwork achieved by "public volunteer boards may be an effective way to improve the connections between governments and citizens" (Dougherty and Easton 2010). Board members play an important role in the governing process, and the better leadership skills board members have, the more successful in practice and reputation they will become.

Communication

Communication between local government administrators, appointed board members, citizens, and other stakeholders must be direct, informative, and realistic. Appointed boards enable "local governments [to] have higher levels of legitimacy as the public becomes more integrated in policy discussions and decisions" (Lachapelle and Shanahan 2010). Three components of the practical ideal type communication skills include using Roberts Rules of Order, communication styles, and learning the hierarchy of contacts. An element of the practical

ideal type training includes the leadership skill of communication. Meeting procedures are the elemental tools for board members. Board and commission members are more successful with the knowledge of “the basic procedures that govern board actions” (Dougherty and Easton 2010). Without knowledge of meeting procedures, board members would not be able to effectively participate at a public meeting. Community leadership involves not only visualizing the future, and finding and studying governmental matters, but they also need to employ a variety of communication skills (Hinton 1995, 531).

Communication, for the purposes of this project, is defined as verbal dialogue. Members of the advisory board should be able share ideas, manage differences of opinion, and hear the public’s comments in a professional manner during public meeting deliberations. “There is a global trend of governments becoming interested and active in better connecting with their citizens” (Demediuk 2010, 37). Effective communication skills enable more positive discussions. When government stakeholders and citizens participate in governance, the public’s voice is recognized (Dougherty and Easton 2010). The board member’s ability to communicate with city council, administrative staff, and citizens is integral to their efficacy as public servants. Communication skills should be made a priority (Anoop and Sudhakar 2012, 437). When board members are aware that their communication is linked to the board’s effectiveness, they will be more consciences about their communication style. Quality communication encourages valuable interactive practices (Anoop and Sudhakar 2012, 437). When board members have valuable interactions, they are accomplishing their role more effectively. In fact, communication behaviors can be observed, measured, and used to develop valuable skill-oriented training (Keyton et al. 2013). Board member’s introduction to valuable communication skills will enable them to become more effective in their role as an advisory entity. In order for boards and commissions to perform as quality advisors, the “importance of board development” cannot be

overlooked (Dougherty and Easton 2010). Board training emphasizes the skills needed by board members to aid city council in effective management of government business.

Board members need a variety of leadership skills to serve on a public board. The next step of leadership, after communication, is organization. Organization is a valuable leadership skill that enables board members to make the most out of their volunteer service.

Organization

Organization skills are part of the leadership qualities that make board members effective participants in making public policy. Two primary skills, planning and time management, achieve the practical ideal type board training organization. Members who can timely coordinate their responsibilities will serve the board more effectively than a disorganized individual. Part of the practical ideal type standard for board member training includes tips on organization. Simple tasks, such as arriving at meetings on time to more time-consuming responsibilities of reviewing board materials prior to a meeting, are related to a board member's ability to be organized. Being organized, for the purpose of this study, is the manner of diligent. Board members who are not well-ordered in their preparations for and interactions on the board will have difficulty being successful participants. Board members have the duty of care and loyalty (Herman 2009). The responsibility board members include organization skills that demonstrate care and loyalty to accomplishing public business. A variety of dimensions of representation exist including substantive, symbolic, formal, descriptive, and participatory (Dougherty and Easton 2010, 524). Board member's responsibilities fall in varying degrees into each of these dimensions, and member's ability to respond in an organized manner is key to successfully

The practical ideal type board training helps board members connect beyond the process of board service to the responsibility of participating as members of representative democracy.

Teamwork

Teamwork is the ability to work well with others and is an integral skill for board members. Three practical ideal components of teamwork training include adaptability, creativity, and productivity (Salas et al. 2005). During board training, discussing how to perform board duties with creativity is a way for members to think through different scenarios. “Fusion teamwork, like fusion cuisine should facilitate the production of creative outcomes by encouraging team members to combine cultural differences in unique ways that reflect their underlying cultural values and perspectives” (Crotty and Brett 2012, 2011). Social ills are argued to arise because of declining quality and productivity in our communities (Mendelsohn 1998, 22).

For many board members, their service on a board may be the first type of group organization activity. A variety of individual personalities, including public administrators, elected officials, and members of the public, participate in board meetings. In the workforce, productivity is defined as how much an individual can accomplish (Mendelsohn 1998, 22). Board members may have differing views that require teamwork to find a solution. Teamwork among board members and staff is ever changing. The board’s success depends on cooperation with public administrators (Zimmerman 1982, 19). Government staff starts and board members work together as a team to accomplish public business. Appointed board members’ affinity toward teamwork creates the most effective public policy environment. Term limits, resignations, and other factors create a revolving door of volunteers. Collaboration in this type of environment can be stressful and cause delays as new members are brought up to speed on current projects.

Board members are a unique asset to the community because “public participation is essential to a functioning democracy” (Dougherty and Easton 2010). Training board members includes a multifaceted approach to prepare these volunteers for public input and government demands. Part of the practical ideal type training for board members identifies the idea that the board and government officials share the “responsibility for formulating and implementing service outcomes in the best interests of the total municipal system” (Gabris and Nelson 2013). Appointed board members and government officials work for the same team to deliver services to the public. Effective board members know that “conflict can be the opportunity for community members to learn the skills necessary for collaboration” (Dougherty and Easton 2010). When conflict is managed within the framework of a team, positive results will be accomplished.

Governments and citizens both benefit from community engagement because it connects both groups to make better decisions for the community as a whole (Bayside Council 2009; Department of Communities and Local Government 2006, 2). Board members must work together as a team to solve problems and efficiently accomplish the tasks needed to respond to the public’s business. The standard for teamwork training examines the variety of “effective work group design” as a component to “governing board effectiveness” (Gabris and Nelson 2013). Board members may be assigned to a subcommittee, and in order to work as a team member.

Disagreements occur among individuals and among colleagues. Board member training that identifies the inevitability of conflict and methods for “regenerative interpersonal relations” are means of balancing the team on a board (Gabris and Nelson 2013). Learning how to regenerate relationships with other participants in the public process is part of the practical ideal type training. Conflicts can damage the effectiveness of the board when members are not trained

about teamwork techniques. A breakdown in the team can mean that “intragroup conflict can have negative consequences for board effectiveness” (Gabris and Nelson 2013). Board members benefit from learning how to overcome disagreements.

Compliance Requirements

Compliance requirements introduced at board training enables members to understand their legal obligations and perform effectively because in theory, by allowing for public involvement, open meetings result in a more informed populace better able to make more-educated decisions at the polls, which should result in a more representative government. (Helfmeyer 2010, 223 and Lachapelle and Shanahan 2010, 403). Compliance requirements provide direction and structure to give me a general idea of what and why compliance is and why it is important. The primary elements of a training that increase awareness of compliance requirements include ethics training, training on the Public Information Act, and the Open Meetings Act. Discussing these state laws with board members establishes the legal operation of public business.

Ethics

Ethical behavior is expected from all public officials. Unethical conduct is one of the most hazardous problems identified in government, with the ability to thwart the public trust in government and weaken democracy (Beeri et al. 2012). Teaching board members about the state and local ethics laws provides the members with the framework for what actions and activities are allowed and which are prohibited. An ethics program is founded with a code of ethics that must be communicated effectively (Beeri et al. 2012). Ethics training in government is the process of teaching compliance with increasingly complex codes of conduct backed up by civil

and criminal sanctions (Roberts and Doss 1992, 260). Introducing the components of ethical expectations provides members with an ethical perspective that enables them to choose between right and wrong in the eyes of the ethics laws (Skelcher and Snape 2001). This perspective is aimed at enabling board members to make wiser choices when faced with conflicts of interest, gifts, and conduct as an appointed official (Beerli et al. 2012, 64). Suspension of the government's administrative responsibilities is embedded in American culture (Frederickson and Frederickson 1995). Government officials' service on a public board is profoundly unlike other leadership roles in one respect: the business done by government is, ultimately, the public's business (Paine 2012, 219). One idea found in urban political theory considers the capacity of city officials to endorse and carry out policies, consistent with their independent political judgments, regardless of hindrances to their good judgment (Schumaker and Kelly 2012, 231). A variety of ethical judgments will be made by government officials during their course of public service, and newly appointed board members need to understand the basic protocol for ethical governance.

The first conference on "good city government" sought to remedy the patronage and political spoils (Frederickson et al. 2001). Standards of conduct for government officials are intended to hinder corruption. Training government officials on ethics laws includes subjects such as conflict of interest disclosure requirements, the gift policy, and the difference between private and public conduct (Texas Attorney General's Ethics, Gift and Honorarium Laws Made Easy). Organizations seeking to limit deviations from ethical principles implement and follow ethics programs (Beerli et al. 2012, 59).

Training board members is the first opportunity to identify ambiguities between private and public conduct in the context of ethical standards. The goal of discussing private and public standards of conduct is to create informed board members that know the difference between

proper private and satisfactory public conduct because of the power vested in public officials (Paine 2012). Board members' actions affect public perception of government, so it is necessary that members are effectively trained on ethical conduct. Seemingly simple relationships, such as a friendship, might be viewed disapprovingly (Ostrower 2007). One example of this is found in when government officials provide quid pro quo favors for business leaders. The goal of having informed government officials is for them to adhere to the proper conduct in the public sphere and "to guide and regulate the behaviour of politicians" (Skelcher and Snape 2001, 73). Local ethics policies were designed to separate public business from private profits (Skelcher and Snape 2001). Manipulating public policies to advance private gain is an example of unethical conduct. Explaining the conflict of interest provision to the board is a statement to members that manipulative private gain based on public business is unacceptable. Skelcher and Snape reported that government officials should conduct themselves properly in their decision-making, their interactions with constituents, colleagues and outside interests (2001, 73).

Conflicts of interest occur when a person is in a position, or perceived to be in a position, to provide benefits for themselves or a family member or other with which they are associated as a result of their role within the organization (Liegel et al. 2012, 206). Board members become insiders, and it is those insiders who can influence an organization as well as access privileged information (Liegel et al. 2012, 206). One way a conflict of interest occurs in practice is when an elected official makes decisions that influence a company or organization that said official is a member or stakeholder and can receive special benefits (Skelcher and Snape 2001, 73). Training board members on recognizing conflicts can help reduce their liability and reputation. If a conflict of interest is not managed appropriately even the perception of wrongdoing can be harmful to a group's reputation (Liegel et al. 2012, 206). Board members, as part of a larger

organization, must recognize their responsibility to self-regulate against conflicts of interest for the well-being of the government as a whole.

In 2012, Steve Miller reported in the Texas Watch Dog that the City Council of the City of North Richland Hills experienced a conflict involving negotiations of a lease on city property while an offer was made to construct a community center. The deal was damaged as the offer caused a conflict of interest of the negotiations.

Another area includes gifting which is the provision of tangible gifts, favors, perks, or any other special benefit uniquely offered as promotional efforts (Perry 1980, 12). Codes of conduct can include how to deal with gifts from doing business or other benefits such as having an interest in a company (Skelcher and Snape 2001, 73). Board members, as government officials, need to understand the gift policy so they do not engage in unethical gift exchanges. Gifts, such as food, are not typically tied to an official's integrity; however, gifts with the expectation of quid pro quo should be identified and avoided (Perry 1980). Importantly, board members must be aware that any gifting, either tangible or intangible gifts, may be misinterpreted or may be outright prohibited under the expected standards of conduct.

Gifting has been connecting the government with individuals and organizations throughout history. Government officials and private interests have interacted in hope of making a positive deal for both sides. Opportunities arose within those interactions for gifts or special benefits to be presented. Gifting problems, such as bribery and office-buying, often result when a government official's perspective is impaired and they are indebted to someone because of a previously bestowed gift or favor (Stark 1997). In some cases, both government officials and private advocates overstepped the boundary and afforded special treatment at the expense of democratic governmental principles.

One example of gifting causing a problem is when an advocate or business entity offers a government official an all-expense paid trip while at the same time advocating for a change in the law. While the trip may be a legitimate business-related event, the perception of gifting a trip may be negative.

Another example of improper gifting may result when an advocate intends to influence a government official's decision by hosting dinner prior to a meeting where the official is set to make a determination. Gifting with the intent of influencing government officials is unethical and can result in fines or sanctions in addition to negative publicity for all those involved.

Introducing the gift policy during training is a way to explain appropriate standards of conduct. Board members need to understand the rules on gifting ethics because ethical conduct is what establishes governmental legitimacy (Cohen 2002). If an introduction of the gift policy is missing from the training, board members will not know how to conduct themselves in the context of giving or receiving a gift. Due to the many situations of unethical gifting, new laws and policies have been adapted to the changing circumstances. Ethical standards of conduct have become increasingly more detailed in recent history, and the policies on gifting have changed to manage exchanges between the private and public realms (Roberts and Doss 1992). Ethical gifting policies are even aimed at the appearance of favoritism. Discussing gift policy laws and policies with board members is a way for the members to evaluate their conduct through the public's lens.

In addition to setting out the guidelines for gifts, board training should include a discussion of Ethics Commission. The Ethics Commission is a body empowered to evaluate and reprimand, if necessary, government officials that have violated the ethics code (Escaleras et al. 2010). The Ethics Commission is the venue for claims of misconduct are heard, and orientation is the opportune time to inform board members about the Commission. The Commission serves

as an ethical court for review of questionable standards of conduct (Skelcher and Snape 2001). Responsibilities of the Ethics Commission include serving as the oversight of governmental officials, and board members must know who will hold them accountable. This oversight has been thought to reduce corruption within public business (Escaleras et al. 2010). Discussing the role of the Ethics Commission with board members will illuminate the standard of conduct for their ethical accountability.

The Ethics Commission is empowered to levy punishment such as authorizing letters of notification, admonition, reprimand, or censure for ethical transgressions by government officials within the Commission's jurisdiction (City of Georgetown Code of Ordinances, Section 2.20.090).

Board members need a thorough understanding of the ethical requirements in order to effectively participate at the public meetings. Teaching board members the essential tenets of ethical public service includes information about standard of conduct and the Ethics Commission. Ethical standards of conduct include conflicts of interest, gift policy, and discussion of appropriate private and public conduct. Each of these standards of conduct must be present to achieve the practical ideal type board training on standards of conduct. Second, the Ethics Commission must be discussed with new board members at orientation. In order to achieve the practical ideal type board ethical training, it is necessary to discuss the Ethics Commission's responsibilities and the sanctions or violations used to address ethical transgressions. In order to achieve the practical ideal type ethical training during board orientation, the standards of conduct and the Ethics Commission must be presented to board members. This is valuable because board members will be aware of ethics required for public service.

The Texas Public Information Act

Board members are effective if they know their responsibilities under the Public Information Act. Knowledge of the Act is an important part of the member's role within the organization. Quality training elements of the Act include viewing the Attorney General Public Information Act Training Video, learning about meeting provisions, quorum, closed session, and minutes. Teaching board members to understand their role in context of the Public Information Act is a practical ideal type. Teaching board members about the Act enables them to act in more democratic manner. This legislation is intended to open access to governmental bodies and their actions (Escaleras et al. 2010). When board members are taught about the basic tenets they enhance democratic government operations. Orientation discussions also need to include a review the penalty provisions. When board members are aware of the penalties associated with FOI, they are less likely to be implicated in a misdeed (Escaleras et al. 2010). The discussion of legal penalties and remedies associated with FOI is a practical ideal type.

The Texas Attorney General created a video for training government officials on the elements of the Public Information Act. This video is a requirement for effective board members, and a certificate of completion is required to be on file for government officials.

Public information rules enable board members to better manage their resources. Local public officials have started using social networking in order to connect with their constituents, creating a three-way information flow: from official to constituent; from constituent to official; and among constituents, but in the context of the public officials network (Sherman 2011, 96).

A favored argument of public information supports is that the public's right to know is both essential and important to the health of our governmental environment (Relyea 1979). Board member compliance to public information regulations aids in governmental legitimacy.

Deliberation is “a standard for the accomplishment of democracy” that board members will be assisting city councils in policy making (Thananithichot 2011). Deliberative democracy is the keystone to developing communities that reflect the public’s expectations.

Effective board members are knowledgeable about public information statutes. The right to know what government officials are doing is the foundation of representative democracy (Wentworth 2000). Government documents are subject to a retention schedule set forth by the Texas State Library and Archives. This retention schedule determines how documents must be preserved and for how long. Technological advances in communications have altered the way government business is conducted, and board members need to understand how to manage their public business documents. The board will not be effective if there is a misunderstanding regarding public information laws.

The Texas Public Information Act is defined, for the purpose of this paper, to be the Texas Government Code Chapter 552. This Act ensures the public as a right to request access to government information pursuant to specified procedures, rights, and responsibilities according to the Texas Attorney General’s Public Information Act Handbook.

Good characteristics of this Act include a discussion of the Act’s basic principles, public requests for information, and exceptions to the Act.

Bad characteristics of the Act include potential for negative public perception regarding processing of requests, the release of privileged information, and the penalties and remedies of violating the Act.

The elements of the practical ideal type Texas Public Information Act training include a discussion of Act’s basic principles, public requests for information, and exceptions to the Act. People whose lives are organized around constituent contact are adopting new tools that let them reach large numbers of people at little cost (Sherman 2011, 96).

The Texas Open Meetings Act

The Texas Open Meetings Act (TOMA) lays the foundation for public officials to conduct certain types of business. Effective board orientations include information regarding the Texas Open Meetings Act. Open government rules make the governmental decision-making process transparent and available to the public (Skelcher and Snape 2001). Open meeting requirements are straightforward and mandatory, and board member's service is subject to these requirements. The basic tenets of the Open Meetings Act include notice provisions, quorum requirements, closed session allowances, and minute keeping. These tenets, when communicated at orientation, are the practical ideal type open meetings training for board members.

Appointed board members understand their role thoroughly when they receive training on open meetings rules. In Texas, education about the Texas Open Meetings Act is essential and required once in a government official's service. Board members need to know the rules within TOMA so their actions are legitimate and validated, both legally and through public opinion. The board's role, according to the Texas Open Meetings Act is to achieve the mandates set forth in the law.

Board members who are knowledgeable about open meetings requirements are effective in their job. If members are not instructed about open meeting laws, any action they perform in violation of the law may wield civil or criminal penalties. Public servants, including board members, are expected to meet the letter of the law and uphold democratic government operations. Board members will accomplish these standards upon being informed of the Texas Open Meetings Act.

The Texas Open Meetings Act is defined as containing the following provisions for the purposes of board member training: meeting information, quorum, closed session, and minutes.

These provisions were designed in 1967 to make the governing process accessible to the public (Helfmeyer 2010).

A government meeting, defined by TOMA, is when a deliberation occurs between a quorum of a governmental body in which jurisdictional public business or policy is discussed, considered, or decided (Helfmeyer 2010).

Good characteristics of the Texas Open Meeting act include meeting provisions. Board members must know what constitutes a meeting in order to lawfully conduct public business.

Bad characteristics of the open meetings requirements have been discussed in response to proliferating government transparency requirements. One call for concern is the limitation on discussion among those public entities subject to the law (Diehl 2011). Decision makers may need alternative ways to interact with colleagues than open meetings allows. This negative characteristic should be communicated to board members so they understand the limitations on their discussions.

A second bad characteristic of open meetings requirements is the reliance on expertise outside of the decision-making body. Public official may individually carry out their duties relying simply on staff and excluding other members (Diehl 2011). This exclusion unintentionally circumvents the intent of open meetings laws, yet it is necessary to accomplish public business in an efficient and cost effective manner.

An additional good characteristic of the Texas Open Meetings Act regulates quorum. If board members do not have an adequate number of members available to convene the meeting, they must not meet. Training board members on quorum requirements provides legitimacy to the board's actions. Quorum requirements prohibit government bodies from conducting public business in private (Helfmeyer 2010). This prohibition on quorum ensures a representative group is assembled and business is conducted for all to witness.

Closed session requirements are additional good characteristics of the Texas Open Meetings Act. Closed session statutes enable government officials to act in specified occasions without the decision-making processing made public. If board members are found to make unauthorized public policy decisions in closed session, their actions will be voidable.

Taking and maintaining the minutes of government meetings is another good characteristic of the Texas Open Meetings Act. This process of recording public meetings is a mechanism for transparency in policy making.

The elements of the practical ideally type board member training on the Texas Open Meetings Act includes a discussion of meeting requirements, quorum, closed session, and minutes. The public's right to access government decision making enhances the democratic order of public policy (Diehl 2011). Board members must be apprised of the meaning of open meetings so business is conducted legally.

The Texas Open Meetings Act provides essential access between the public and government officials. Open meetings are an opportunity for the public to communicate with the government as well as contribute to local decision-making (Helfmeyer 2010, 223). This access aids in legal policy activities and ensures that board members understand the purpose of the Act.

Chapter 3 Methodology

Chapter Purpose

The purpose of this chapter is to describe the methodology used to assess the City of Georgetown's board training program. This chapter explains the data collection methods of the research design and the benefits and disadvantages of the methodology. The data is collected by using the practical ideal type board training elements discussed in Chapter 2. This methodology provides for a comparison of how the City of Georgetown's board training program and the practical ideal type standard.

Case Study

The research design used for this project is a case study. According to Earl Babbie, a case study can call attention to a single social phenomenon, and in the instance of this research, attention on city government advisory board training (2010, 309). The case study approach is commonly used in political science because it allows for comprehensive insight into complex issues by investigating an existing example (Yin 2009). The City of Georgetown provides an existing example of board training in the case study for this applied research project. Using the City of Georgetown as the case study helps identify the complexities of board training.

Operationalization of the Practical Ideal Type Training

The tables in Chapter 3 connect the conceptual framework from Table 2.1, the research methods, and the data sources by explaining the operational relationship between the stated practical ideal type element and the methodology used to gauge that element. The index scores will aid in identifying the practical ideal type board training which concludes by the total

index score. Governing document training is evaluated through three practical ideal type categories.

The scoring categories for the City Charter in Table 3.1 include 0 = No training is provided, 1 = Yes, one mandatory training on the City Charter, 2 = Yes, mandatory training on the City Charter and handouts are provided to board members, 3 = Yes, mandatory training on the City Charter and handouts are provided to board members and question and answer session offered, and 4 = Yes, mandatory training on the City Charter Section 2.14 and handouts are provided to board members, question and answer session offered, and Article 5 of the Charter is introduced.

Table 3.1 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Governing Documents			
City Charter	Document Analysis / City of Georgetown Charter Section 2.14	Georgetown Home Rule Charter Article II Section 2.14 Boards, Commissions and Committees	0 = No training is provided 1 = Yes, one mandatory training on the City Charter 2 = Yes, mandatory training on the City Charter Section 2.14 and handouts are provided to board members 3 = Yes, mandatory training on the City Charter Section 2.14 and handouts are provided to board members and question and answer session offered 4 = Yes, mandatory training on the City Charter Section 2.14 and handouts are provided to board members, question and answer session offered, and Article 5 of the Charter is introduced
	Document Analysis / City of Georgetown Charter Section 5	Georgetown Home Rule Charter Article 5. Administrative Organization	
	Document Analysis / Georgetown Board Member Guide	Georgetown Board Member Guide Website	
		2014 Board and Commission Ethics Training	

The scoring categories for the Code of Ordinances in Table 3.2 include 0 = No training is provided, 1 = Yes, one mandatory training on the Code of Ordinances Section 2.36, 2 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, 3 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, and handouts are

provided, and 4 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, and handouts are provided, and a question and answer session is offered.

Table 3.2 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Governing Documents			
Code of Ordinances	Document Analysis / City of Georgetown Code of Ordinances Section 2.36	Georgetown Code of Ordinances Section 2.36	0 = No training is provided 1 = Yes, one mandatory training on the Code of Ordinances Section 2.36 2 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24 3 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, and handouts are provided 4 = Yes, mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, and handouts are provided, and a question and answer session is offered
	Document Analysis / Georgetown Code of Ordinances Section 2.24	Code of Ordinances Section 2.24	
	Document Analysis / Georgetown Board Member Guide	Georgetown Board Member Guide Website	

The scoring categories for the Board Bylaws in Table 3.3 include 0 = No training is provided, 1 = Yes, one mandatory training on the Bylaws, 2 = Yes, mandatory training on the Bylaws and handouts are provided, and 3 = Yes, mandatory training on the Bylaws, handouts are provided, and a question and answer session is offered.

Table 3.3 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Governing Documents			
Board Bylaws	Document Analysis / City of Georgetown Board Bylaws	Board Bylaws	0 = No training is provided 1 = Yes, one mandatory training on the Bylaws 2 = Yes, mandatory training on the Bylaws and handouts are provided 3 = Yes, mandatory training on the Bylaws, handouts are provided, and a question and answer session is offered
	Document Analysis / Georgetown Board Member Guide	Georgetown Board Member Guide Website	
		Georgetown Code of Ordinances Title 2	

Leadership skills training includes scoring in three practical ideal type categories beginning in Table 3.4. The first category is communication skills and it is scored by 0 = No training is provided, 1 = Yes, one mandatory training on parliamentary procedure, 2 = Yes, one mandatory training on parliamentary procedure and the hierarchy of contacts, 3 = Yes, one mandatory training on parliamentary procedure, the hierarchy of contacts, and public comment at meetings, and 4 = Yes, one mandatory training on parliamentary procedure, the hierarchy of contacts, public comment at meetings, and communication styles.

Table 3.4 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Leadership Skills Training			
Communication Skills	Document Analysis / Georgetown Board Member Frequently Asked Questions	Georgetown Code of Ordinances Section 2.24.120. Parliamentary procedure	0 = No training is provided 1 = Yes, one mandatory training on parliamentary procedure 2 = Yes, one mandatory training on parliamentary procedure and the hierarchy of contacts 3 = Yes, one mandatory training on parliamentary procedure, the hierarchy of contacts, and public comment at meetings 4 = Yes, one mandatory training on parliamentary procedure, the hierarchy of contacts, public comment at meetings, and communication styles
	Document Analysis / Georgetown Board Member Meeting Procedures	Frequently Asked Questions - Administration	
	Document Analysis / Georgetown Board Member Parliamentary Procedures Motions Chart	Frequently Asked Questions - Agendas and Meetings	
	Document Analysis / Georgetown Board Member Guide	Meeting Procedures - The Board Meeting Format	
	Document Analysis / Public Comment at Meetings	Parliamentary Procedures Motions Chart	
	Document Analysis / Frequently Asked Questions	Georgetown Board Member Guide Website	

The scoring categories used to evaluate organizational skills in Table 3.5 include 0 = No training is provided, 1 = Yes, one mandatory training on organization skills, 2 = Yes, mandatory training on organization skills and handouts are provided, and 3 = Yes, mandatory training on organization skills, handouts are provided, and a question and answer session is offered.

Table 3.5 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Leadership Skills Training			
Organization Skills	Document Analysis / Georgetown Board Member Meeting Procedures	Meeting Procedures - Planning for meetings	0 = No training is provided 1 = Yes, one mandatory training on organization skills 2 = Yes, mandatory training on organization skills and handouts are provided 3 = Yes, mandatory training on organization skills, handouts are provided, and a question and answer session is offered
		Meeting Procedures - Time Management	

In Table 3.6, Teamwork skills are evaluated using the categories of 0 = No training is provided, 1 = Yes, one mandatory training on teamwork skills, 2 = Yes, mandatory training on teamwork skills and handouts are provided, 3 = Yes, mandatory training is provided on teamwork skills, handouts are offered, and a role playing exercise is offered, and 4 = Yes, mandatory training is provided on teamwork skills, handouts are offered, the code of conduct discussed, and a role playing exercise is offered.

Table 3.6 Operationalization of the Conceptual Framework			
Leadership Skills Training			
Ideal Type Categories	Source	Evidence	Response Options
Teamwork Skills	Document Analysis / Georgetown Board Member Guide	The Role of the Board Liaison	0 = No training is provided 1 = Yes, one mandatory training on teamwork skills 2 = Yes, mandatory training on teamwork skills and handouts are provided 3 = Yes, mandatory training on teamwork skills, handouts are provided, and the code of conduct discussed 4 = Yes, mandatory training is provided on teamwork skills, handouts are offered, the code of conduct discussed, and a role playing exercise is offered
	Document Analysis / Frequently Asked Questions	Georgetown Code of Ordinances Section 2.36.020	
		Code of Conduct	

The third practical ideal type category beginning at Table 3.7 identifies the compliance requirements scoring categories. The first category of compliance requirements in Table 3.7 is Ethics training scored by 0 = No training is provided, 1 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171, 2 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171 and handouts are provided, and 3 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171, handouts are provided and a question and answer session is offered.

Table 3.7 Operationalization of the Conceptual Framework			
Compliance Requirements			
Ideal Type Categories	Source	Evidence	Response Options
Ethics	Document Analysis / City of Georgetown Code of Ordinances Chapter 2.20	Code of Ordinances Section 2.20	0 = No training is provided 1 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171 2 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171 and handouts are provided 3 = Yes, one mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171, handouts are provided and a question and answer session is offered
	Document Analysis / Texas Local Government Code Chapter 171	Texas Government Code Chapter 171	
	Document Analysis / Texas Attorney General Ethics Handbook	Texas Attorney General's - Public Officers: Traps for the Unwary	

The Texas Public Information Act is scored in Table 3.8 by 0 = No training is provided, 1 = Yes, one mandatory training on Texas Government Code Chapter 552, 2 = Yes, one mandatory training on Texas Government Code Chapter 552 and handouts are provided, 3 = Yes, one mandatory training on Texas Government Code Chapter 552, handouts are provided and a question and answer session is provided, 4 = Yes, one mandatory training on Texas Government Code Chapter 552, handouts are provided and Georgetown Records Management, and 5 = Yes,

one mandatory training on Texas Government Code Chapter 552 and Georgetown Records Management, handouts are provided, and a question and answer session is held.

Table 3.8 Operationalization of the Conceptual Framework			
Compliance Requirements			
Ideal Type Categories	Source	Evidence	Response Options
Texas Public Information Act and Georgetown Records Management	Document Analysis / Texas Public Information Act Handbook	Texas Government Code Chapter 552 - Public Information	0 = No training is provided 1 = Yes, one mandatory training on Texas Government Code Chapter 552 2 = Yes, one mandatory training on Texas Government Code Chapter 552 and handouts are provided 3 = Yes, one mandatory training on Texas Government Code Chapter 552, handouts are provided and a question and answer session is provided 4 = Yes, one mandatory training on Texas Government Code Chapter 552, handouts are provided and Georgetown Records Management 5 = Yes, one mandatory training on Texas Government Code Chapter 552 and Georgetown Records Management, handouts are provided, and a question and answer session is held
	Document Analysis / Government Code 552	Texas Attorney General's Public Information Act Handbook	
	Document Analysis / Georgetown Board Member Guide	Georgetown Board Member Guide Website	
	Document Analysis / Georgetown Code of Ordinances Section 2.22	Georgetown Records Management - Code of Ordinances Section 2.22	

The final practical ideal type category under compliance requirements includes the Texas Open Meetings Act. This category is scored by 0 = No training is provided, 1 = Yes, one mandatory training on Texas Government Code Chapter 551, 2 = Yes, one mandatory training on Texas Government Code Chapter 551 and handouts are provided, 3 = Yes, one mandatory training on Texas Government Code Chapter 551, handouts are provided, and a question and answer session is held, and 4 = Yes, one mandatory training on Texas Government Code Chapter 551, handouts are provided, a question and answer session is held, and a mock meeting is conducted.

Table 3.9 Operationalization of the Conceptual Framework			
Ideal Type Categories	Source	Evidence	Response Options
Compliance Requirements			
Texas Open Meetings Act	Document Analysis / Government Code 551	Texas Government Code Chapter 551 - Open Meetings	0 = No training is provided 1 = Yes, one mandatory training on Texas Government Code Chapter 551 2 = Yes, one mandatory training on Texas Government Code Chapter 551 and handouts are provided 3 = Yes, one mandatory training on Texas Government Code Chapter 551, handouts are provided, and a question and answer session is held 4 = Yes, one mandatory training on Texas Government Code Chapter 551, handouts are provided, a question and answer session is held, and a mock meeting is conducted
	Document Analysis / Texas Attorney General's Open Government website	Texas Attorney General's Website - Open Government	
	Document Analysis / Texas Attorney General Open Meetings Act Handbook	Texas Attorney General - Open Meetings Handbook	
	Document Analysis / Texas Attorney General Open Meetings Act Made Easy	Texas Attorney General - Texas Open Meetings Act Made Easy	
		Georgetown Board Member Frequently Asked Questions	
	Document Analysis / Georgetown Board Member Guide	Georgetown Board Member Guide Website	

Document Analysis

Document analysis is the method of data collection used for this project. This data collection method has a variety of benefits that result in its strength as a research tool. One benefit is that data discovered through this document analysis is readily available to the average reader and is therefore generally found to be reliable. All of the documents analyzed are available via a web search or by request. The documents can be found on file with the City. They have existed for a number of years and throughout a number of events.

Case Study

A case study of the City of Georgetown provides an example of the complexities of board training. According to Robert Yin, case studies are the preferred method when asking the question how (Yin 2003, 12). Yin points out that defining a case study is often varied among disciplines and may be confused with ethnography or participant-observation (Yin 2003, 12).

Chapter 4

Research Results

Chapter Purpose

The purpose of this chapter is to set out and review the outcomes of the analysis of The City of Georgetown's advisory board member training program. Over the years as the City of Georgetown grew, so did the number of advisory boards. The City of Georgetown currently has 22 advisory boards covering various aspects of the City's responsibilities. In order to train the various board members, the City developed training materials that would be relevant and educational for all new and reappointed board members. The research helps identify the value of the City's training program compared to the practical ideal type.

Results

Document analysis was used to gather the data for the comparison between the City of Georgetown and the practical ideal type training. The analysis indicates that the City of Georgetown fulfills the practical ideal type set forth by the literature. Three practical ideal type elements are analyzed separately as described in Chapter 2. Beginning at Table 3.1, displays of the findings through document analysis of the City of Georgetown's board member training program identify governing documents, leadership skills training, and compliance requirements. The results are based on data collected through the City of Georgetown's board training website.

Findings indicated that the City is moving along the right path for educating advisory board members. This research sought only to attest that the City of Georgetown's board training program fits the practical ideal type. The research uncovered the general lack of leadership skills training. City government has a variety of training methods for sharing both statutory and non-

statutory training information and materials. The City of Georgetown has worked to include those statutory and non-statutory details for the board member training.

Table 4.1 identifies the results of Georgetown’s board member training on the City Charter. Scoring 3 points out of 4 based on the references to the Charter, the introduction of portions of the administrative organization, how board members can find the City Charter on the City’s website, and a legal ethics presentation discussion of the Charter. The City did not appear to have any formal training on Article 5 of the Charter regarding the official administrative organization of the City, and this would be a valuable added piece of information for citizen volunteers.

Table 4.1 Results				
Governing Documents				
Ideal Type Categories	Source	Evidence	Score	Comments
City Charter	Document Analysis / City of Georgetown Charter	Georgetown Home Rule Charter Article II Section 2.14 Boards, Commissions and Committees	3	The City scored 3 = based on the mandatory training on the City Charter Section 2.14, handouts are provided to board members, and a question and answer session is offered
		Georgetown Home Rule Charter Article V. Administrative Organization		
		Georgetown Board Member Guide Website		

		2014 Board and Commission Ethics Training		
--	--	---	--	--

City board member training on the Code of Ordinances, identified in Table 4.2, introduces Section 2.36 and Section 2.24 of the Code regarding board member service. Board member guide information on the website is also shared with appointed members. In this training, the City scored 4 out of 4 points. The City’s training covers the basic information board members need regarding the Code of Ordinances in order to be effective participants.

Table 4.2 Results				
Governing Documents				
Ideal Type Categories	Source	Evidence	Score	Comments
Code of Ordinances	Document Analysis / City of Georgetown Code of Ordinances Section 2.36	Georgetown Code of Ordinances Section 2.36	4	The City scored 4 based on the mandatory training on the Code of Ordinances Section 2.36 and Section 2.24, handouts are provided, and a question and answer session is offered
	Document Analysis / Georgetown Code of Ordinances Section 2.24	Code of Ordinances Section 2.24		
	Document Analysis / Georgetown Board Member Training Guide	Georgetown Board Member Guide Website		

Board bylaws, presented in Table 4.3, are an important piece of information to be shared with newly and reappointed board members. Examples of board bylaws are provided to members during Georgetown’s board training. Meeting procedures are also given to board members. The training guide website along with frequently asked questions are provided as resources to the board.

Table 4.3 Results				
Governing Documents				
Ideal Type Categories	Source	Evidence	Score	Comments
Board Bylaws	Document Analysis / City of Georgetown Board Bylaws	Board Bylaws	3	The City scored 3 because of the mandatory training on the Bylaws, handouts are provided, and a question and answer session is offered
	Document Analysis / Georgetown Board Member Guide	https://guide.georgetown.org/category/boards-commissions/		
	Document Analysis / Meeting Procedures	Georgetown Code of Ordinances Title 2		
	Document Analysis / Frequently Asked Questions	Georgetown Board Member Frequently Asked Questions		
		Georgetown Board Member Meeting Procedures		

The second practical ideal type element evaluated in Georgetown are the leadership skills training offered to board members. Table 4.4 illustrates the communication skills training provided to Georgetown board members. The City scored 2 out of a possible 4 points. Parliamentary procedure references are provided and some city contacts are given to board members. A minimum of communication style information is provided; however, the City can implement additional training techniques such as providing a mock public comment training and communication style training.

Table 4.4 Results				
Leadership Skills Training				
Ideal Type Categories	Source	Evidence	Score	Comments
Communication Skills	Document Analysis / Georgetown Board Member Frequently Asked Questions	Georgetown Code of Ordinances Section 2.24.120. Parliamentary procedure	2	The City scored 2 based on the mandatory training on parliamentary procedure and the hierarchy of contacts
	Document Analysis / Georgetown Board Member Meeting Procedures	Frequently Asked Questions - Administration		
	Document Analysis / Georgetown Board Member Parliamentary Procedures Motions Chart	Frequently Asked Questions - Agendas and Meetings		
	Document Analysis / Georgetown Advisory Board Guide	Meeting Procedures - The Board Meeting Format		
		Parliamentary Procedures Motions Chart		

Table 4.5 provides the results of organizational skills training provided to Georgetown advisory board members. The City scored 3 out of 3 points, and the training is in accordance with the practical ideal type information to be shared regarding organizational skills. Additional detailed training could be provided on reviewing agenda attachments and getting organized for the meeting.

Table 4.5 Results				
Leadership Skills Training				
Ideal Type Categories	Source	Evidence	Score	Comments
Organization Skills	Document Analysis / Georgetown Board Member Meeting Procedures	Meeting Procedures - Planning for meetings	3	The City scored 3 based on the mandatory training on organization skills, handouts are provided, and a question and answer session is offered
		Meeting Procedures - Time Management		

Table 4.6 lays out the results of Georgetown’s board training on teamwork skills. The City scored 2 out of 3 points awarded for teamwork skills training. The City does provide a staff board liaison to assist the board and coordinate administrative activities. The City also discusses the eligibility provisions; however, there is limited discussion on

the teamwork qualities needed for effective participation on the advisory boards. The City could offer role playing and teambuilding exercises to train board members as an additional teamwork skill.

Table 4.6 Results				
Leadership Skills Training				
Ideal Type Categories	Source	Evidence	Score	Comments
Teamwork Skills	Document Analysis / Georgetown Guide to Board Member Training	The Role of the Board Liaison	2	The City scored 2 based on the mandatory training on teamwork skills and handouts are provided
	Document Analysis / Frequently Asked Questions	Georgetown Code of Ordinances Section 2.36.020		
		Code of Conduct		

Table 4. 7 lays out the results of Georgetown’s board training on ethics. The City scored 3 out of 3 points awarded for ethics training. The City does provide information about the Attorney General training, the City’s ethics ordinance found in Chapter 2.20, the key provisions of Chapter 171 of the local government code. The City also discusses the eligibility provisions; however, there is limited discussion on the teamwork qualities needed for effective participation on the advisory boards.

Table 4.7 Results				
Compliance Requirements				
Ideal Type Categories	Source	Evidence	Score	Comments
Ethics	Document Analysis / City of Georgetown Code of Ordinances Chapter 2.20	Code of Ordinances Section 2.20	3	The City scored 3 based on the mandatory training on the Georgetown Ethics Ordinance Chapter 2.20 and Texas Government Code Chapter 171, handouts are provided and a question and answer session is offered
	Document Analysis / Texas Local Government Code Chapter 171	Texas Local Government Code Chapter 171		
	Document Analysis / Texas Attorney General Ethics Handbook	Texas Attorney General's - Public Officers: Traps for the Unwary		

Table 4.8 lays out the results of Georgetown’s board training on the Texas Public Information Act. The City scored 2 out of 5 points awarded for ethics training. The City does provide information about the Attorney General training, the Chapter 552 of the Texas Government Code, and handouts are provided. The City does not spend much, if any, time

introducing records management. The City could also provide additional public information tips and follow-up training to board members.

Table 4.8 Results				
Compliance Requirements				
Ideal Type Categories	Source	Evidence	Score	Comments
Texas Public Information Act and Georgetown Records Management	Document Analysis / Texas Public Information Act Handbook	Texas Government Code Chapter 552 - Public Information	2	The City scored 2 based on the mandatory training on Texas Government Code Chapter 552 and handouts are provided
	Document Analysis / Government Code 552	Texas Attorney General's Public Information Act Handbook		
	Document Analysis / Georgetown Code of Ordinances Section 2.22	Georgetown Records Management - Code of Ordinances Section 2.22		

Table 4.9 identifies the results of Georgetown’s board training on the Texas Open Meetings Act. The City scored 2 out of 4 points awarded for ethics training. The City does provide information about the Attorney General training, Chapter 551 of the Government Code,

and website resources. The City could provide additional open meetings information and training to board members.

Table 4.9 Results				
Compliance Requirements				
Ideal Type Categories	Source	Evidence	Score	Comments
Texas Open Meetings Act	Document Analysis / Government Code 551	Texas Government Code Chapter 551 - Open Meetings	2	The City scored 2 based on the mandatory training on Texas Government Code Chapter 551 and handouts are provided
	Document Analysis / Texas Attorney General's Open Government website	Texas Attorney General's Website - Open Government		
	Document Analysis / Texas Attorney General Open Meetings Act Handbook	Texas Attorney General - Open Meetings Handbook		
	Document Analysis / Texas Attorney General Open Meetings Act Made Easy	Texas Attorney General - Texas Open Meetings Act Made Easy		
		Georgetown Board Member Frequently Asked Questions		

Findings Justification

Each category of the practical ideal type was used to evaluate the Georgetown board training program. The resources used for the document analysis of Georgetown's training program included the board member guide website, frequently asked questions, and meeting procedures documents in addition to links to the digital resources on the City's main website and the Attorney General's website. The City was scored according to the matrix set forth in Chapter 3, and the matrix was derived from the literature review in Chapter 2.

Chapter 5 Recommendations and Conclusion

Chapter Purpose

By investigating the results of document analysis from the City of Georgetown board training materials and researching the practical ideal type board training documentation, it is evident that the City is working diligently to train citizen advisory board volunteers. The City's training program currently contains the elements necessary to train new board members, but there needs to be continued and improved training throughout a board member's term. The following conclusions are helpful for continued work toward achieving the ultimate practical ideal type board member training. The three main areas that Georgetown can focus on includes team training, mentor members, and rounding out the training techniques. By investing resources into these categories of training, Georgetown will be able to achieve the ultimate board training program.

Team Training

The training provided to advisory board members is important so that they can effectively perform their role for the city council. Local government staff, including administrative through executive, are regularly involved with advisory board activities. In order for staff to effectively work with advisory boards, it is important to provide the same training information to both groups. As is often practice, advisory board procedures mirror city council procedures. Having all teams equipped with this knowledge helps set procedural boundaries and encourages open dialogue. Specifically, training the team thoroughly on the governing documents will keep their understanding fresh and up to date in the case of changes to the code of ordinances or bylaws. Enhanced leadership skills training will provide an opportunity to offer new skills and explore

ways to help the various groups work together. Continued training and reminders about compliance requirements enables both staff and board members to understand and work through challenging scenarios as governmental decisions are being made.

Both city staff and citizen volunteers must work together to perform their roles effectively. It is important that staff train advisory board members on their responsibilities within the government organization prior to any newly appointed board member serving at a public meeting. After a training session, staff should send a feedback survey to the board members. The exchange of ideas could help provide more targeted training information as needed. Board members will have insight from their experiences as newly appointed members and as reappointed members. Engaging their insight will provide fresh perspectives on the most effective training techniques for good public meetings. Staff and board members working together on best practices for training could improve the program.

Mentor Members

Citizen volunteers may enjoy actively participating on advisory boards, and some board members gather valuable knowledge and skills along the way. Hosting a mentor event with these board members along with other board members and city staff could be an interesting opportunity to learn from experience. If staff can set up alternative training scenarios, the process remains fresh and relevant.

The influence that a mentor program can have on board training is most prominently realized in the variety of leadership skills training opportunities. Previous board members and government experts can call upon their experiences to help the current board navigate their questions and perhaps even provide answers to unstated confusion of the board on various topics.

Rounding Out Training Techniques

Additional training material and techniques can be employed in Georgetown to round out the board training process. Providing more question and answer sessions or mock meetings can ensure that the necessary information is being shared and understood by all parties. Sharing information through group meetings, emails, quizzes, or newsletters can be employed at various times throughout the board's service to enhance their skills and their experience as government volunteers.

At the end of the board training program, the board members need to feel confident in their skills and knowledge of the process. One of the biggest proponents of building up the board is the governmental staff charged with the training and operation of the board. Staff needs to connect with the citizen volunteers on each of the practical ideal topics including the governing documents, the leadership skills, and the compliance requirements. The connection that is established between staff trainers and board members is what creates the foundation of the board's understanding of their role. Exploring different methods of training is an important way to present valuable information and create a receptive audience of board members.

References

- Anoop Kumar, Tiwari and Pandey Sudhakar. 2012. "Role and cognitive scope of communication skills in organizational motivation control and direction." *International Journal of Engineering & Management Sciences* 3 (4): 437-439.
- Babbie, Earl. 2010. *The Practice of Social Research*. Australia: Wadsworth Cengage Learning.
- Baker, John R. "Government in the Twilight Zone: Motivations of Volunteers to Small City Boards and Commissions." *State & Local Government Review* 2 (1994): 119. JSTOR Arts & Sciences VI, doi: 10.2307/4355091
- Bayside Council. 2009. *Community Engagement Framework*. Bayside Council, Victoria. Australia, Brighton.
- Beeri, Itai, Rachel Dayan, and Eran Vigoda-Gadot. 2012. "Advancing Ethics in Public Organizations: The Impact of an Ethics Program on Employees' Perceptions and Behaviors in a Regional Council." *Journal of Business Ethics* 112 (1): 59-78.
- Carver, Miriam. 2004. "Where was the board? Does it matter?" *Board Leadership* 2004 (75): 1-8.
- Choi, Cheon Geun, Richard C. Feiock, and Jungah Bae. 2013. "The Adoption and Abandonment of Council-Manager Government." *Public Administration Review* 73 (5): 727-736. doi: 10.1111/puar.12097.
- Cohan, John Alan. 2002. "A Fiduciary Model of Political Ethics and Protocol for Dealing with Constituent Requests." *Journal of Business Ethics* 38 (3): 277-290.
- Diehl, Christopher J. 2011. "Open Meetings and Closed Mouths: Elected officials' free speech rights after Garcetti v. Ceballos." *Case Western Reserve Law Review* 61 (2): 551-602.
- Dougherty, Jr., George, and Jennifer Easton. "Appointed Public Volunteer Boards: Exploring the Basics of Citizen Participation through Boards and Commissions." *The American Review of Public Administration* 5 (2010): 519-541. doi: 10.1177/0275074010385838
- Escaleras, Monica, Shu Lin, and Charles Register. "Freedom of information acts and public sector corruption." *Public Choice* 3/4 (2010): 435-460. doi: 10.1007/s11127-009-9574-0
- Frederickson, H. George, Curtis Wood, and Brett Logan. 2001. "How American City Governments Have Changed: The Evolution of the Model City Charter." (cover story). *National Civic Review* 90 (1): 3.
- Gabris, Gerald, and Kimberly Nelson. "Transforming Municipal Boards into Accountable, High-Performing Teams: Toward a Diagnostic Model of Governing Board Effectiveness." *Public Performance and Management Review* 3 (2013): 472-495. doi: 10.2753/PMR1530-9576360305

- Grimes, Marion Allen. 1947. "The Legality of Parking Meter Ordinances and permissible Use of Parking Meter Funds." *California Law Review* 35 (2): 235.
- Hansell, William H. Jr. 2001. "Council-manager government: alive and leading today's best-managed communities." *National Civic Review* 90 (1): 41-43.
- Helfmeyer, Devon. 2010. "Do Public Officials Leave Their Constitutional Rights at the Ballot Box? A Commentary on the Texas Open Meetings Act." *Texas Journal on Civil Liberties & Civil Rights* 15:205.
- Herman, Robert D. 2009. "Are Public Service Nonprofit Boards Meeting Their Responsibilities?" *Public Administration Review* 69 (3): 387-390.
- Hassett, Wendy L. 2011. "Reviewing a city charter." *National Civic Review* 100 (2): 48-57.
- The International City/County Management Association
- Keller, Lawrence F. 2002. "Municipal Charters." *National Civic Review* 91 (1): 55.
- Keyton, Joann, Jennifer Marie Caputo, Emily Anne Ford, Rong Fu, Samantha A. Leibowitz, Tingting Liu, Sarah S. Polasik, Paromita Ghosh, and Chaofan Wu. 2013. "Investigating Verbal Workplace Communication Behaviors." *Journal of Business Communication* 50 (2): 152-169.
- Kovner, AR. 2001. "Better information for the board." *Journal of Healthcare Management* 46 (1): 53-66.
- Lachapelle, Paul R., and Elizabeth A. Shanahan. "The Pedagogy of Citizen Participation in Local Government: Designing and Implementing Effective Board Training Programs for Municipalities and Counties." *Journal of Public Affairs Education* 16 (3) (Summer 2010): 401-419.
- Liegel, Konrad, Sylvia Bates, and Lloyd C. Irland. 2012. "Environmental Reviews and Case Studies: Conflicts of Interest: An Overview for Nonprofit Board Members." *Environmental Practice* 14 (3): 206-211. doi: 10.1017/S1466046612000178
- MacDonald, Lynn. 2008. "The impact of government structure on local public expenditures." *Public Choice* 136 (3/4): 457-473.
- Ostrower, Francie. 2007. "Nonprofit Governance in the United States: Findings on Performance and Accountability from the First Representative National Study." Washington, DC: *Urban Institute Center on Nonprofits and Philanthropy*, 2007. <http://www.urban.org/url.cfm?ID=411479>.
- Paine, Scott. 2012. "Private Manners, Public Roles: Recognizing Different Standards for Public Board Service." *State & Local Government Review* 3:216-220. doi: 10.1177/0160323X12457687.

- Perry Jr., Robert X. 1980. "Entertainment of Government Officials." *American Bar Association Journal* 66 (1): 12.
- Relyea, Harold C. 1979. "The Freedom of Information Act a Decade Later." *Public Administration Review* 39, no. 4: 310-311.
- Roberts, Nancy C. 2004. Public Deliberation in an Age of Direct Citizen Participation. *American Review of Public Administration* 34 (4): 315 – 53.
- Roberts, Robert N., and Marion T. Jr Doss. 1992. "Public service and private hospitality: a case study in federal conflict-of-interest reform." *Public Administration Review* 52: 260-270.
- Sherman, Bill 2011. "Your Mayor, Your "Friend": Public Officials, Social Networking, and the Unmapped New Public Square." *Pace Law Review* 31(1): 95-145.
- Shields, Patricia M. and Hassan Tajalli. 2006. "The Missing Link in Student Scholarship." *Journal of Public Affairs* 12 (3): 313-334.
- Skelcher, Chris and Stephanie Snape. 2001. "Ethics and Local Councillors: Modernising Standards of Conduct." *Parliamentary Affairs* 1 (2001): 72-88.
- Schumaker, Paul and Marisa Kelly. 2011. "Ethics Matter: The Morality and Justice Principles of Elected City Officials and Their Impact on Urban Issues." *Journal of Urban Affairs* 34 (3): 231-253.
- Schwarz, Frederick A.O. 2013. "Twenty-Five Years Later: Reflections on New York City's 1989 Charter Revision Commission and on Charter Commissions in General." *New York Law School Law Review* 58 (1): 95-116.
- Stark, Andrew. 1997. "Beyond quid pro quo: What's wrong with private gain from public office?" *American Political Science Review* 91 (1): 108.
- Svara, James H., and Douglas J. Watson. 2010. "More than Mayor or Manager: Campaigns to Change Form of Government in America's Large Cities." Washington, DC: Georgetown University Press.
- Texas Municipal League
- Texas Public Information Act Handbook
- Texas Open Meetings Act Handbook
- Thananithichot, Stithorn, and Wichuda Satidporn. 2011. "Listening to the City: A Case of Democratic." *Journal of Alternative Perspectives in the Social Sciences* 3 (1): 90-103.
- Mitchell, Jerry. 1997. "Representation in government boards and commissions." *Public Administration Review* 57 (2): 160-167.

Wentworth, Jeff. 2000. "The public has a Right to Know." *Spectrum: Journal of State Government* 73 (2): 24-25.

Yin, Robert K. 2009. "Case Study Research: Design and Methods." California: Sage.

Appendix A: IRB Exemption