

NEW PUBLIC SERVICE: GRAY MATTERS IN THE DELIVERY OF PUBLIC  
ADDED VALUE THROUGH CREATIVE GOVERNANCE PRACTICES – A SILVER  
LINING TO MANAGING THE EFFECTS OF A CHANGING DEMOGRAPHIC

by

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## **DEDICATION**

This dissertation is dedicated to my parents,  
Manuel and Estela who taught me all things  
are possible and within my reach.

## ABSTRACT

The baby boomer generation, those people born worldwide between 1946 and 1964 are now making their mass exodus from the workforce and are on the imminent road to retirement. Or maybe they are not. The road to retirement is shrouded in uncertainty for countless older Americans. The financial crisis in 2008 left many reeling with debts and inadequate payments from their hard earned pensions. In addition to this, research has shown poor planning has left a significant portion of baby boomers facing financial insecurity, requiring them to work longer than anticipated. Nevertheless, large swaths of older adults are having difficulty finding work and are discouraged by their job prospects. A considerable number of boomers would contend they are more than just big box store greeters or free labor. That said, institutional and cultural ageism and discrimination continue to penetrate work and social settings, with perceptions of seniors representing decline and disability (Milken Institute, 2017). As research has shown, this is far from reality. According to a 2009 Pew Research survey, baby boomers (those ages 65 to 74) say they feel 10 to 19 years younger than his or her chronological age, and one-in-six say they feel at least 20 years younger than their actual age (Parker and Cohn, 2009).

Although the societal problem of population aging is well known, there has not been extensive research on aging by public administration scholars in the United States. To date, public administrators, policymakers, and program decision makers have paid little attention to creative ideas that plan for, generate public support for, and pay for social and economic programs through innovative finance techniques that could provide a direct benefit to the demographically diverse aging population. Concomitantly, delivering

an indirect benefit to society where desired social outcomes are achieved. More specifically, creative governance innovation through strong cross-sector collaborations and age-friendly public policy measures is needed to improve the economic and social well-being of older Americans experiencing financial insecurity in older age. This suggests the promotion of suitable employment opportunities within collaborative networks that could increase disposable income for seniors. It also implies city practices take their senior population into account when crafting public policy, strategic plans, and programs; local planning; narrowing the digital divide; or creating novel ideas to achieve desired social outcomes. These measures have the potential of improving the quality of life for seniors, delivering economic impetus for the local economy, and boosting the tax base while at the same time lessening the budget strain on entitlement programs. Public administrators would do well to recognize the silver lining to managing the effects of a changing demographic and the economic and social value that older Americans bring to local government.

This study develops a Public Added Value Index (PAVI), which is comprised of three dimensions essential for assessing and measuring the extent to which local public agencies in Texas create public added value for older Americans and society as a whole. Equally, each of the following dimensions is a hypothesis in the study: transformational leadership; trust and legitimacy, and; information and communications technologies (ICT) and e-government. These three dimensions of public added value could be generalized across most or all types of contemporary public organizations in the state of Texas. Moreover, the dimensions may enhance the themes of public value measurement, and recognize and account for the creation of public added value in contemporary public administration. This study also assumes the creation of public added value at the local

government level is evaluated against these three dimensions. The results of this study could inform public policy and program decisions of public administrators. Also, these findings should interest public managers, policymakers, practitioners, and academic scholars. Data were collected from 43 cities across different geographical locations in the state of Texas. The results support two hypotheses (dimensions 1 and 3) and the third hypothesis is supported when dimension 2 is run independently in conjunction with controlling variables in multiple linear regression analysis. The findings suggest public added value is created at the local government level. Theoretical and practical implications are discussed.

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“WE HAVE TO INVEST IN,  
CARE FOR, PROTECT, AND  
EMPOWER AN AGING  
POPULATION.”

- Palmarini and Zinck (2016)

## CHAPTER I: INTRODUCTION

### **New Public Service: Gray Matters in the Delivery of Public Added Value through Creative Governance Practices – A Silver Lining to Managing the Effects of a Changing Demographic**

As the current generational workplace shift comes to a close, baby boomers are making a mass exodus from the workforce and clocking out by the thousands each day as the millennial generation clock in to take their place. Or maybe they are not. Older Americans are less ready to retire than prior generations because of poor planning and accumulated debt. Consequently, many are facing financial insecurity and intend to work longer than anticipated.

The term “Baby Boom” has been used to identify the substantial increase in births after World War II, and the most commonly accepted definition of the baby boom generation consists of people born worldwide between 1946 and 1964 (54-72 years old) (Hogan, Perez, & Bell, 2008). According to a 2010 Pew Research Center report, *Baby Boomers Retire*, a staggering 10,000 baby boomers have been turning 65 everyday since the year 2011, and one in five Americans will be 65 or older by 2030 (Cohn & Taylor, 2010). Moreover, a 2017 US Department of Health and Human Services (HHS) report, *Profile of Older Americans*, shows there were 81,896 persons age 100 and over in 2016. The report also suggests persons reaching age 65 in 2016 had an average life expectancy of an additional 19.4 years (20.6 years for females and 18 years for males). Indeed, a person who retires at age 65 and lives an additional twenty plus years could need an extra half a million dollars for living expenses depending on which state they live in (Fisher, 2019). As for the centenarian population, they experienced a larger percentage increase

than did the total population between 1980 and 2016 (HHS, 2017). What is more, the U.S. will add one-half million centenarians by 2060 (Vespa, Armstrong, & Medina, 2018).

Taking longevity into account, boomers are living longer but many of them are ill prepared for retirement. Even though they earned more money than previous generations and enjoyed a higher standard of living, there is a myriad of seniors that are not financially prepared to retire (Brown, Saad-Lessler, & Oakley, 2018). According to a 2018 Sightlines report by Stanford Center on Longevity, *Seeing Our Way to Financial Security in the Age of Increased Longevity*, baby boomers are less ready to retire than prior generations because they have accrued less savings and more debt, placing them in a vulnerable financial position as they move through retirement. In fact, one-third of senior households has no money left over each month or is in debt after meeting basic monthly expenses (Meschede, Shapiro, & Wheary, 2009). For many older Americans, the most significant barrier to economic well-being is medical debt. Another common source of debt among senior households are credit cards (NCOA, 2018). For instance, in 2001 only 24.2 percent of senior households held credit card balances and by 2016 the percentage increased to more than 34.2 percent (NCOA, 2018). Moreover, a recent 2018 study by the Employee Benefit Research Institute (EBRI), *Debt of the Elderly and the Near Elderly, 1992-2016*, suggests families with heads ages 65-74, the percentage with debt in 2016 reached 70.1 percent. By the same token, the percentage of families with heads ages 75 or older with debt has increased each year from 2007 to 2016, going from 31.2 percent in 2007 to 49.8 percent in 2016 (Copeland, 2018). Also, debt payments for this age group are the most excessive relative to their incomes and are near their highest levels since 1992. According to Copeland (2018), if this trend continues the probability

of running short of money in retirement due to holding debt in retirement is high. Thus, any debt accrued entering or during retirement can offset any asset accumulations, resulting in lower levels of retirement income security (Copeland, 2018).

Along the same lines, many seniors make trade-offs to make ends meet when dealing with debt. According to NCOA (2018) these trade-offs may save money in the short term but may be harmful to senior's health or finances in the long-term. For instance, a 2016 survey conducted by NCOA of aging network professionals found that 23.4 percent of seniors regularly abstained from making needed home or vehicle repairs. As a consequence, the risk of accidents or falls increases. In fact, these are the leading causes of fatal and non-fatal injuries among seniors (NCOA, 2018). The survey also found 14.9 percent of seniors regularly cutting pills, which can reduce the efficacy of the medication; 14.5 percent skipped medical appointments; 14.5 percent regularly missed rent or mortgage payments; and 13.7 percent of seniors would skip meals, which can lead to nutrient deficiency (NCOA, 2018).

In the same spirit, a 2016 US Census report, *Income and Poverty in the United States*, finds there were 40.6 million people in poverty in 2016. For most demographic groups, the number of people in poverty actually decreased from 2015. However, the only population group to experience an increase in the number of people in poverty was older adults aged 65 and older; 4.7 million of the 51 million people age 65 and over in the United States lived at or below the poverty level in 2017 (Semega, Fontenot, & Kollar, 2017). Even more, millions of older people are struggling to meet their monthly expenses even though they are not considered "poor" because they live above the federal poverty level (FPL) of \$29,425 per year for a single person (National Council on Aging

[NCOA], 2016).

Accordingly, many baby boomers are expected to continue working even after they qualify for Social Security retirement benefits (Toossi and Torpey, 2017). Others may continue working because they may be attracted by the social connectedness, intellectual challenges, or sense of value that work often provides (Older Americans, 2016). In fact, the labor force participation rate (people working or actively looking for work) is expected to increase fastest for the oldest segments of the population, especially for people ages 65 to 74 and 75 and older through 2024 (Toossi and Torpey, 2017).

Notwithstanding, many older adults are having difficulty finding work. Institutional and cultural ageism and discrimination continue to penetrate work and social settings, with perceptions of seniors representing decline and disability (Milken Institute, 2017). According to the Bureau of Labor Statistics, in 2014 there were 218,000 mature workers that indicated they wanted employment but were disheartened by their job prospects. Moreover, they were discouraged that employers will find them too old or they faced other types of discrimination (NCOA, 2016). In spite of the hesitation to hire older people, “harnessing the power of this human capital is critical to economic growth, individual financial security, and positive health outcomes for older adults” (Irving and Vasallo, 2017, p. 2). However, harnessing this power just became more difficult for some older workers due to a recent 2019 federal appeals court ruling from the Seventh U.S. Circuit Court of Appeals based in Chicago that dealt a blow to older workers. The Court ruled that the Age Discrimination in Employment Act of 1967 (ADEA) only protects current employees and does not extend the same protection to outside job applicants from “disparate impact” age discrimination (Terrell, 2019). The decision is



contradictory to a 2018 ruling, which ruled that the law applies to “any individual” who is “deprived of employment opportunities” because of age, including job applicants. The Seventh Circuit covers Illinois, Indiana and Wisconsin. According to Jenkins (2018), age discrimination is a unique bias. Sooner or later, *everyone* is eligible. Indeed, age discrimination inside and outside of the workplace is alive and well. By embracing open innovations through strong cross-sector collaborations to develop age-friendly public policy measures that would improve the economic and social well-being of older Americans, public administrators could collaboratively deliver public added value to seniors, while contemporaneously delivering impactful solutions to the societal problem of population aging.

When it comes to the topic of aging, America is getting grayer. The 2016 American Community Survey (ACS) estimated the number of people in the United States aged 65 and over as 49.2 million (see Table 1), which is expected to slightly more than double to 95 million by 2060 (Vespa et al., 2018). Similarly, the number of people 85 years of age and older is expected to nearly double from 6.4 million to 11.8 million by 2035 and practically triple to 19 million people in 2060 – a 200 percent growth (Vespa et al., 2018). Not only is the United States getting older, the global population of those 65 and older is projected to triple from 531 million in 2010 to 1.5 billion in 2050; likely outpacing European and East Asian countries (Kochhar, 2014).

Table 1  
*U.S. Population 65 Years and Older by Age and Sex: 2016*

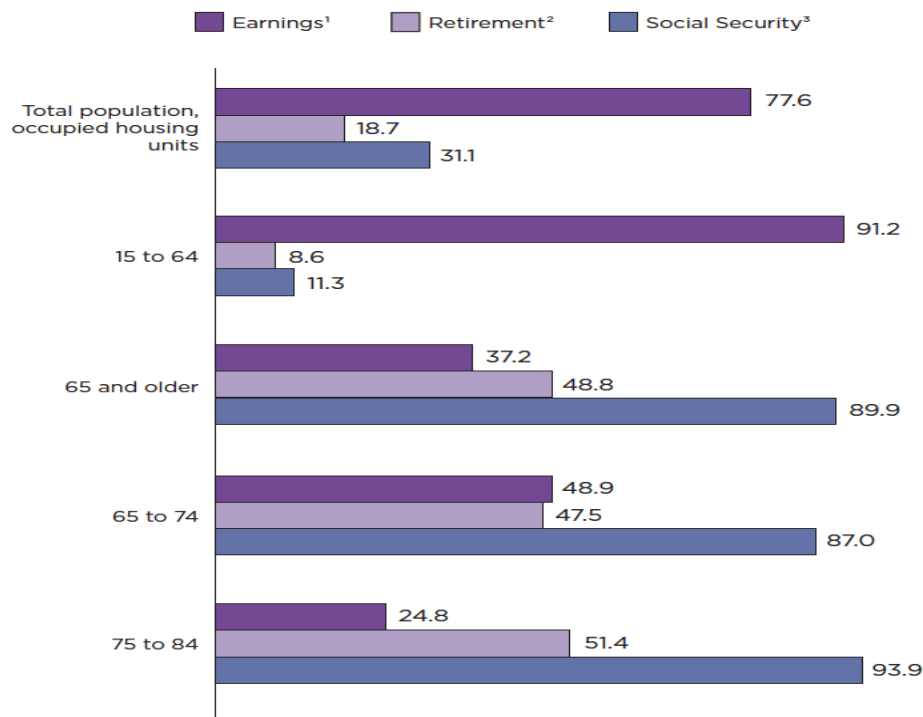
Age	Total Population		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
<b>65 years and older . . . . .</b>	<b>49,220</b>	<b>100.0</b>	<b>21,760</b>	<b>100.0</b>	<b>27,450</b>	<b>100.0</b>
65 to 74 years. . . . .	28,680	58.3	13,410	61.6	15,270	55.6
75 to 84 years. . . . .	14,260	29.0	6,178	28.4	8,079	29.4
85 years and older. . . . .	6,277	12.8	2,173	10.0	4,103	14.9

Note. Source: U.S. Census Bureau, 2016 American Community Survey, 1-year estimates.

The silver juggernaut of aging baby boomers is the largest cohort in American history. According to Vincent and Velkoff (2010), they will change the age structure of the overall population over the next four decades. The aging cohort of Americans is not only expected to increase in size and proportion but also expected to become more racially and ethnically diverse, which could have extensive economic, social and policy implications for the country (Vincent & Velkoff, 2010). Accordingly, the ramifications of the graying population include strain on federal, state and local budgets due to increased pressures for public expenditures on pensions and government entitlement programs that support seniors such as Social Security, Medicare, Medicaid, health and aged care (Office of Policy Development and Research, [OPDR], 2013). Future projections indicate that these programs will be unsustainable unless taxes are raised or benefits reduced or both, just to offset increased costs from population aging (Lee and Mason, 2017). An estimated 10,000 people a day, after all, will become eligible for entitlement benefits (Cohn & Taylor, 2010).

By the same token, Social Security is the most common form of income (see Figure 1) for nearly 90 percent of those aged 65 and older (Roberts, Ogunwole, Blakeslee & Rabe, 2016). For instance, 21 percent of married Social Security recipients and 43 percent of single recipients aged 65 years old and older depend on social security for 90% or more of their income (SSA, 2016). In effect, the percent of households that received Social Security is high for all age groups in the older population. For example, seniors' age 65 to 74 received 87 percent of their income from social security. This percentage is even higher for both the 75 to 84 and 85 and older age groups, which is at 94 percent (Roberts et al., 2016).

Figure 1  
*Household Income Received in the Past 12 Months by Age and Selected Source*



Note. Source: U.S. Census Bureau, 2016 American Community Survey, 1-year estimates.

In the same context, the cost of Social Security will rise faster than tax income due to reductions in the size of the economically active population relative to that of the aged population (Parr, Li, and Tickle, 2016). In other words, as the population ages, the age dependency ratios (i.e., the ratio of working-age people to retirees) will decrease, which has economic consequences affecting public expenditures on pensions and healthcare. In short, the ratio of retirees to workers will be much higher in the future due to falling fertility rates presenting challenges and opportunities for policy makers on the fiscal demands for entitlement programs.

Considering the demographic shift, the U.S. and global populations have already experienced déjà vu in regard to the aging of the populace from 1950 to 2010; however, this time, it is different. To illustrate, a 2014 study by the Pew Research Center, *Population change in the U.S. and the world from 1950 to 2050*, population growth in the number of children and number of middle age adults is expected to be near a standstill, with little expansion because Americans are having fewer children. In fact, by 2035 there will be 78.0 million of the graying cohort 65 years and older compared to 76.7 million children under the age of 18. Further, by 2060 there will be 95 million older adults, but only 80 million children (Vespa et al., 2018). This would be the first time in U.S. history that older people will outnumber children, which will mark an epic demographic turning point for the United States (Vespa et al., 2018).

Similarly, aging can be explained by increased longevity (sometimes referred to as decreased mortality) due to ongoing improvements in modern health care and medicine, and healthier life spans over the past few decades, which have enabled older people to work to a later age (Rowe, 2011). Longer life spans and declining fertility rates

are risk factors for the growing aging population that are driving a long-term change in the age composition of the U.S. population (Rowe, 2011). Nevertheless, the gain in life expectancy is inadequate when it relates to the less advantaged groups that generally see smaller increases in life expectancy (NASI, 2018).

The increase in the aging population is well known and well documented, however, public administrators are not doing enough for the aging populace. They should be more cognizant and responsive to this silent financial and demographic crisis and its attendant wide-ranging policy and societal ramifications. As an example, a recent 2018 national survey of adults by the Pew Research Center, *“Majorities Say Government Does Too Little For Older People, The Poor and the Middle Class,”* 65 percent of adults in America hold the opinion that the federal government does not provide enough assistance for older people. In addition, there is a partisan gap in views of governmental support for seniors. Democrats are 73 percent more likely to say that the government is not doing a good job in supporting older people, while only 58 percent of Republicans concur with the same view (Scardilli, 2018). This narrow gap between the two major parties on views of government helping older people provides aging advocates an opportunity to take advantage of the bipartisanship on aging reform. This could create a favorable environment for changes in aging policy, static employment practices, and the advancement of creative governance practices and processes that may promote employment opportunities for seniors.

Taking this into account, the societal problem of a rapid aging population is increasingly complex and challenging requiring savvy and attentive policy makers to generate innovative and creative solutions. Namely, creative governance innovation

through collaborative initiatives and age-friendly public policy measures is needed to improve the economic and social well-being of older Americans (those age 65 and over). According to Rodriguez, Godbey, Hernandez, Flake, & Caesar (forthcoming), creative governance is defined as “government’s ability to innovate and deliver moral-conscious and value-added services when confronted with contemporary challenges by embracing transforming leaders that nurture a culture that promotes collaboration, collective decision-making, open communications, and organizational trust” (p. 18). Likewise, government’s ability to innovate aligns with Denhardt and Denhardt’s (2000) postulation, “the policies that guide society are the outcome of a complex set of interactions involving multiple groups and multiple interests ultimately combining in fascinating and unpredictable ways” (p. 553). In addition to this, public sector innovation is defined as ‘the introduction of new elements into a public service – in the form of new knowledge, a new organization, and/or new management or processual skills, which represents discontinuity with the past’ (Osborne & Brown, 2005: 4). In effect, public sector innovation should be directed at the development of new forms and processes in order to address specific societal problems (e.g. population aging), which includes cooperation with other partners such as citizens and private companies (De Vries et al., 2014). This is important because networks of public, private and non-profit organizations have been identified as critical to the development of government capacity to address complex problems and achieve collective goals (Goldsmith and Eggers, 2004). What is more, creative governance in cross-sectoral collaborations by many diverse stakeholders could help mitigate the impact of risks associated with population aging and create public added value for seniors.

To that end, public administrators should proactively plan and prepare for the coming age wave. When creating public policy, strategic plans, programs, local planning, or when devising comprehensive policies for sustainable economic growth, they would do well to recognize the silver lining to managing the effects of a changing demographic and the economic and social value that older Americans bring to local government. In the next section, public added value and creativity will be discussed.

### Public Added Value and Creativity

This study embraces creative thinking by local government agencies that drive innovation and informs policy and program decisions by public administrators on crafting public ‘added value’ in the form of employment opportunities for seniors. The conceived approach to public value conceptualizes ‘value’ as value added or created through the activities of public organizations and their managers (Moore, 1995). In fact, the focus of the public value approach is on what is added in value pertinent to societal outcomes (Hartley, Alford, Knies, & Douglas, 2017). According to Rodriguez et al., (forthcoming) ‘added value’ indicates a novel idea is not creative if it does not produce added value to all affective parties. Accordingly, this study underscores the need for creating ‘added value’ by developing highly innovative, creative and collaborative initiatives to tackle the effects and social determinants of the aging population. Networks of public, private and non-profit organizations have been identified as critical to the development of government capacity to address complex problems and achieve collective goals (Goldsmith and Eggers, 2004).

As an illustration, the following example delineates public added value creation by local governments to more clearly define what public ‘added value’ means for senior

service policies and programs on aging. When city practices take their senior population into account while developing: public policy, programs; local planning; narrowing the digital divide or; creating novel ideas to achieve desired social outcomes, they help mobilize and build legitimacy and support in order to carry out certain objectives. By employing public service and cross-sector collaborations, public administrators could think creatively and incorporate innovative ideas to create public added value by promoting employment opportunities for seniors. These actions may help increase long-term social and economic outputs, the greater community, and articulates how public organizations contribute to the common good. Moreover, it could generate disposable income for seniors, which can grow the local economy when they spend it in their communities. These positive condition changes have the possibility of creating differential value for both the older population and then by extension society as a whole by increasing economic security for seniors and by decreasing old-age dependency on working-age people who may pay more to support older people. What is more, it can reduce public budget pressures under the burden of the higher total cost of health and retirement programs for older Americans (Lee & Mason, 2017). Leveraging cross-sectoral collaborative networks may help tackle contemporary challenges that population aging has on public organizations, society, policy, and public service delivery to senior citizens. Also, combining self-interest and public interest in the mixed economy may have the potential of both private and collective benefits within the framework of creative governance. Thus, the quality of life in a community for all groups is positively affected.

From the perspective of the collective, creating public ‘added value’ by promoting employment opportunities for seniors can deliver the achievement of individual and social outcomes, fair treatment of individuals, and a just society, which is in-line with



Moore's (1995) public value approach. Along the same lines, the wellness benefits of working later in life could theoretically strengthen financial security, and produce beneficial health and wellness outcomes. Wellness benefits may also expand active social connectedness and engagement while concomitantly decreasing social alienation, isolation, and loneliness. As adults age (as cited in Delello & McWhorter, 2017), many experience social isolation resulting in psychological difficulties such as feelings of loneliness, depression, anxiety, and lowered self-esteem (Chaumon, Michel, Bernard, & Croisile, 2013; McMellon & Schiffman, 2002). For the aging population, loneliness is more than a state of mind; it is an emerging risk factor that has serious implications for personal, economic and societal well-being (Palmarini, Wu, Zinck & Lesser, 2017). Loneliness can arise from unmet needs for social interactions, which is a precursor to a host of poor medical and social outcomes that have economic ripple effects across families, industries, and society (Palmarini et al., 2017). Others who decide to work late in life may be attracted to the intellectual challenges, or a sense of value that work often provides (Older Americans, 2016). Indeed, local governments that do not harness the power of this human capital for mutual benefit may experience adverse effects on society as a whole. Also, without countermeasures, older adults face continued detachment from the mainstream, even as their numbers continue to grow (Palmarini et al., 2017). The concepts of public added value discussed above and creative governance to be discussed below underpin this dissertation's theoretical framework.

There have been a vast range of research across a variety of academic disciplines on governance, however, researchers claim little consensus on a definition (Frederickson et al., 2012). Despite ambiguity of definitions, in its broadest sense, the study of governance mainly centers on the changing relationship between government and society

(Kettle, 1993; Peters and Pierre, 1998; Lynn, Heinrich, and Hill, 2001; Ansell and Gash, 2007; Rhodes, 2007; Stoker, 1998, 2006; Frederickson et al., 2012; Fukuyama, 2013; Montenegro, 2014). According to Rodriguez et al. (forthcoming), the debate over the unanimity of a definition are due to contrasting perspectives regarding the scope, ‘publicness,’ measurement, and conceptualization of governance. In their article *Creative Governance*, Rodriguez et al. (forthcoming) see 21<sup>st</sup> - century challenges in governance, not as obstacles, but as catalysts for effective governance when fostering, harnessing and encompassing creativity in accomplishing positive outcomes. Although, they do not provide a definition of governance, they do propose a definition for creative governance that is highly dependent on leadership and organizational structure that sets the stage for creativity to flourish and to result in innovation. According to Oldham and Cummings (1996), creativity is created at the individual level, while innovation is created at the organizational level. Moreover, Rodriguez et al. (forthcoming) argue leadership plays an integral role in promoting and harnessing organizational creativity resulting in public sector creative governance. The authors aptly describe creativity as the “crafting of public policy, programs, work products or novel ideas that transgress the regular and formal boundaries, structures, or processes of an organization to provide value-added to stakeholders” (p. 22). In addition, they define ‘creative governance’ as “government’s ability to innovate and deliver moral-conscious and value-added services when confronted with modern day challenges by embracing transforming leaders that nurture a culture that promotes collaboration, collective decision-making, open communications, and organizational trust” (p. 18). These definitions align with the purpose of this study, which is concerned with the moral obligations of public officials and their responsiveness to the vulnerable populations of seniors who face barriers in the labor market. Also, when

discussing government's ability to deliver public added value services, this study is aligned with the strong bounded definitions of 'creativity,' and 'creative governance' postulated by Rodriguez et al. (forthcoming). In the next section, the theoretical perspective of this study will be discussed.

### Theoretical Perspective

This dissertation is theoretically driven and provides an empirical exploration of the creation of public added value that addresses public value in the context of a value-driven public service approach. This study will work within the model of New Public Service (NPS) in general and Public Value Theory in particular.

Since the mid-1990s, there has been a global trend toward a new public value approach that transcends New Public Management, shifting toward a new way of thinking about public administration, policymaking and service delivery (Bracci et al., 2014; O'Flynn 2007; Rutgers 2015; Stoker 2006). The Public Value Management (PVM) model is the resulting alternative to the limitations of hierarchy, bureaucracy, accountability and rigidity associated with traditional public administration and the problems of diffuse networks carrying out public service provision that emerged in the 1980s (Robinson, 2015). In the same vein, O'Flynn (2007) interprets the public value discourse as "a way of thinking which is post-bureaucratic and post-competitive allowing us to move beyond the narrow market versus government failure approaches" (p. 353).

The new 'public value' movement, otherwise known as "The New Public Service" (NPS) is primarily based on Denhardt and Denhardt's (2011) book, *The New Public Service* that captures much of the collaborative and democratic spirit, content, and focus of the movement (Bryson et al., 2014). In fact, the basic premise of NPS is about collaboration, citizen engagement and valuing people over market-oriented approaches

(Denhardt and Denhardt, 2000). Accordingly, NPS is built around a set of seven core principles: (1) serve citizens, not customers; (2) seek the public interest; (3) value citizenship over entrepreneurship; (4) think strategically, act democratically; (5) recognize that accountability is not simple; (6) serve rather than steer; and (7) value people, not productivity.

Scholars who support the emerging public value approach to public administration consider it better suited for collaborative governance and to democracy (Stoker, 2006; Denhardt and Denhardt, 2011; Pollitt and Bouckaert, 2011; Williams and Shearer, 2011; Van der Wal et al., 2013; Bryson et al., 2014). Moreover, public value advocates argue NPS has now overshadowed New Public Management (NPM) and should be seen as a new paradigm in public administration (Denhardt, 2004; Stoker 2006; Benington, 2005). Nevertheless, advocates of NPS do recognize the advantages of views within the paradigm of NPM like attention to innovation and creativity in finding solutions to complex problems and improving quality of service (Bryson et al., 2014). For example, public administrators in local governments that employ public service and cross-sector collaborations could think creatively and incorporate innovative ideas to create public added value in the public domain for the graying population by promoting employment opportunities for seniors. According to Donahue and Zeckhauser (2006), collaborative governance is defined as, “the pursuit of authoritatively chosen public goals by means that include engaging the efforts of, and sharing discretion with, producers outside of government” (p. 496). In this regard, NPS manifests itself as Economic Democracy – a transition between the Administered Society and Economic Democracy (Pyun & Gamassou, 2018).

According to Bryson et al. (2015) there are three salient themes (or conceptions) to the public value literature related to the new approach. The first prominent theme is Mark Moore's (1995) public value approach where he introduced the idea of creating public value by adding value to public services. His approach is managerially focused and posits that the task of public managers is to further entrepreneurial behavior and to create public value (Moore, 1985; Benington and Moore, 2011; Stoker, 2006; Alford, 2008; Alford and O'Flynn, 2009). The second approach to public value theorizing is by Barry Bozeman (2007) who had more of a policy-level or societal focus on public values (e.g., social standards, principles and ideas) pursued and upheld by government agents and officials and centers on improving quality of life and strengthening society (Van Wart 1998; Bozeman, 2002, 2007; Beck Jorgenson and Bozeman, 2007; Meynhardt, 2009; Nabatchi, 2011, Andersen et al., 2012). Bozeman defines individual public values as "the content-specific preferences of individuals concerning, on the one hand, the rights, obligations, benefits to which citizens are entitled. And on the other, the obligations expected of citizens and their designated representatives" (p. 14). The last theme is the perception of public value as a contribution to the public sphere (Benington, 2011; Habermas, 1962). In this context, the public sphere is the space, which encompasses the psychological, social, political, institutional, and physical – the realm within which public values and public value are held, created, or diminished (Benington, 2011). According to Bryson et al. (2014) 'creating public value' is producing what is either valued by the public or good for the public, which include adding to the public sphere, or both.

This study will contribute to the new approach of 'Public Value Theory' in several ways. First, it will offer a more evidence-based body of knowledge relating to

correlational analysis strengthening the empirical basis of public value research. Second, it will provide theoretical expansion to the study of public value theory suggesting a wider public interest to resolve the complex societal problem of population aging by way of creative governance and collaborative networks. Third, it will provide enhancement of linkages to the existing public value literature in public administration studies. Lastly, it will contribute the study of public value creation, analyzing the process and the outcomes at the local government level under the context of the aging population; and the protection or advancement of human well-being. In the following section, the significance of the study will be discussed.

### Significance of the Study

According to a 2017 report by the Milken Institute Center for the Future of Aging, *The Future of Aging: Realizing the Potential of Longevity*, enabling ongoing participation in the workforce by older adults is a economic necessity due to potential benefit cuts, rising healthcare and other living costs. Thus, the advancement of economic and social policies geared toward the promotion of suitable employment opportunities through collaborative networks may improve the quality of life for older people and stimulate the local economy. This may be one answer to keeping the economy growing and lessening the pressure on public budgets while helping government continue to meet its commitments to older people. The promotion of employment opportunities for seniors should be considered as an alternative to the denigration of the cohort through relegation measures toward ubiquitous senior centers found in many cities. Especially, when they feel too young to be there.

To that end, public administrators should generate creative ideas that will gain

support for, and pay for, social programs through collaborative networks and innovative finance techniques that will be mutually beneficial. Thus, providing a direct benefit to the demographically diverse population of older Americans that are aging in place in their homes and communities, and an indirect benefit to society. “Aging in place” is common term in current aging policy, defined as “remain living in the community, with some level of independence, rather than in residential care” (Davey, 2004, p. 133). Table 2 shows distinctive features needed to support seniors as their needs change as they are aging in place.

Table 2  
*Key Features of Age-Friendly Communities and Example Initiatives*

Initiatives & Characteristics of the Social Environment	Example Initiatives
<b>Built Environment</b>	Community design and features that support open space and recreation
<b>Mobility</b>	Planning and Zoning Land use policies Pedestrian and bicycle facilities Transportation options including transit and older driver safety design
<b>Housing</b>	Housing options across price range and type Subsidized housing Home services for elderly - home repair and maintenance
<b>Access to Information</b>	Communication and Information
<b>Participation</b>	Social engagement opportunities and involvement in activities
<b>Security</b>	Public safety and emergency management provisions

Table 2 (*continued*)

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Initiatives & Characteristics of the Social Environment	Example Initiatives
<b>Value</b>	Civic participation and employment  Lifelong learning and education opportunities
<b>Leadership</b>	Participation on advisory councils or committees

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Source: Keys and Benavides (2017).

What is more, despite the growing discourse on the theory and practice of Moore’s conceptual framework of “public value” there is a scarcity of empirical research on the topic. Most publications on public value creation are instead, theoretical, conceptual, scholarly, synthetic or descriptive (Hartley et al., 2017). In order for public value efficacy as a framework to be fully realized, research should include empirical investigation for a more robust understanding of public value creation for seniors. Measuring public value quantitatively is important (as cited in Faulkner and Kaufman, 2018) for practitioners for at least three reasons: (1) to meet demands for external accountability, (2) to establish a clear, significant mission and goal for the organization, and (3) to foster a strong sense of internal accountability (Moore, 2007; 97; Spano, 2014). Measuring public value quantitatively is also just as important for scholarly reasons. Hartley et al. (2017) suggest a much wider array of designs, including comparative analysis of potential research methods beyond case studies. The scarcity of valid and reliable measures make it impossible for researchers to quantitatively test hypothesis about the causes and consequences of public value, leading to the possibility of theoretical stagnation (Alford and Hughes, 2008; Williams and Shearer, 2011). In



addition, the lack of an empirical basis of public value makes it impracticable for practitioners to reliably and validly measure the extent to which their organizations are creating public value, or the impact public value has on citizens' lives (Faulkner and Kaufman, 2018). Also, it is essential for testing hypotheses on how to maximize public value, the possible causes and consequences of public value (Faulkner & Kaufman, 2018). In a recent study, Faulkner et al. (2018) found qualitative or conceptual research overwhelmingly higher (n = 16, 84.2 percent) than quantitative (n = 3, 15.8 percent) for measuring public value. Hartley et al. (2017) assert public value may fade from view unless empirical research is undertaken to test, challenge and extend the scholarly contributions.

This dissertation seeks to help remedy this deficiency by providing an evidence-based approach with a quantitative correlational study. It will examine the basic dimensions and factors that contribute to the creation of public added value for seniors among local government agencies in the state of Texas. This study could inform public policy and program decisions of public administrators on the implications of population aging. This study will also help identify to what degree local government management factors influence the ways of creative governance practices and meet the needs of the diverse population of older citizens (those 65 and older) in the state of Texas. Primary attention will be given to the outcomes of public value creation at the local government level that strengthen the social and economic well-being for older Americans.

Against this background, another contribution of this study is the development of a Public Added Value Index (PAVI), which is comprised of three dimensions essential for assessing and measuring the extent to which local public agencies in Texas create

public added value for older Americans and society as a whole. What is more, each of the following dimensions is a hypothesis in the study. The dimensions are (1) transformational leadership; (2) trust and legitimacy, and; (3) information and communications technologies (ICT) and e-government. These three dimensions of public added value can be generalized across most or all types of contemporary public organizations in the state of Texas. This study also assumes that public value creation at the local government level is evaluated against these three dimensions. The results of this study may inform public policy and program decisions of public administrators. Also, these findings should interest public managers, policymakers, practitioners, and academic scholars.

While no single approach can solve societal problems like the rapid aging population, local governments are at the front lines of public value creation (Getha-Taylor, Pierce & Blackmar, 2015). How local governments counter the demographic shift will determine the quality of public service well into the distant future (Benest, 2007). Also, the magnitude of an aging society will depend on the severity of population aging and how well public policy on aging adjusts to the new demographic realities (Lee and Mason, 2017). There are no simple answers to whether population aging is good or bad for the economy; however, there is much debate about the likely extent and impact of the graying population in many countries (Kernaghan, 2015).

## Chapter II: LITERATURE REVIEW

Public administrators should have the responsibility for advocating suitable employment opportunities for seniors that need it. This could be accomplished by cultivating creative ideas and strategic plans that strengthen economic programs through cross-sectoral collaborations and innovative finance techniques that will be mutually beneficial to seniors and society as a whole. That said, institutional innovation, creativity and creative governance practices to create public added value at the local, state and national levels must be at the center of 21st century economy if older Americans are to achieve purposeful aging, prosperity and a secure and dignified retirement.

Along the same lines, by 2030 nearly 80 million of the post-World War II baby boomer cohort will have reached the traditional retirement age of 65. Local governments will play a leading role in public value creation as they proactively head off the imminent juggernaut of aging baby boomers turning 65 and older. Public administrators in local government will also play a critical role in mitigating the impending social, economic and policy repercussions of the graying population, all of which encompass the complex challenges faced by local government. Further, public administrators will have a hand in creating public added value by ameliorating the quality of life and economic security of seniors (those 65 years old or older) with innovative social and age-friendly economic and social policies geared toward the promotion of suitable employment opportunities.

### Previous Research on Public Value

Since the publication of Moore's seminal book there has been a proliferation of writing on the subject of 'Public Value' by scholars and practitioners. According to

Bryson et al. (2015), public value theorizing has expanded into three distinct streams in the public value literature: (1) public values, (2) creating public value, and (3) the public sphere. Throughout this development, scholars have produced divergent public value concepts, resulting in different streams of understanding across policy fields (Bryson et al., 2015). What is more, public value has other essential dimensions including: economic value, social value, cultural value, political value, and environmental value (Bennington, 2011). Therefore, this study will not add to the confusion and will only work within Moore's (1995) conceptual framework of creating 'public value'. In the following sections, these three public value streams are explained.

Previous research has identified two dominant approaches in the public value theorizing (Bryson et al., 2014). First, is the normative argument and approach by Mark Moore (1995, 2013) of the Kennedy School of Government at Harvard University who initially formulated the public value framework and introduced the idea of adding value to public services in his seminal book, *Creating Public Value: Strategic Management in Government*. Following Dwight Waldo, Moore also rejects the politics and administration dichotomy and develops a "normative theory" of how public managers should increase their institutions' public value (Meynhardt and Bartholomes, 2011). Moore (2013) equates the core principle of utilitarianism as a philosophy with public value – "greatest good for the greatest number." For this reason, he suggests managerial work and public resources should be used to increase public value in the same manner it is produced in the private sector (Williams & Shearer, 2011). According to this view, the purpose and role of public management and managers is to create public value where public organizations are efficient, effective and accountable in achieving desired social outcomes and address what the public most cares about, thus, going well beyond traditional public

administration and NPM (Bryson et al., 2014). Further, the conceived approach to public value conceptualizes ‘value’ as value added or created through the activities of public organizations and their managers (Moore, 1995). According to Hartley et al. (2017) the focus of the public value approach is on what is added in value pertinent to societal outcomes. In addition to this, Moore (1995) equates managerial achievement in the public sector with the initiation and restructuring of public sector initiatives in ways that could create public value in both the short and long terms. Similarly, just as the goal of private managers is to create private value (economic shareholder value), the goal of public sector agencies is to “create public (social) value” while at the same time tracking consequences over time for all groups in their decision-making (Moore and Khagram, 2004). In the same way, Hazlitt (1946/1979) libertarian philosopher, economist and journalist teaches that good administrators track consequences over time for all groups and not just short-term consequences for one or more special groups in their decision-making. In *Creating Public Value*, Moore and Khagram (2013, p. 2) posit, a good value-creating strategy, which is often presented as the “strategic triangle” (See Figure 2) to determine what constitutes public value and to act to produce it, public agencies had to meet three tests.

Figure 2 *Strategic Triangle*



Source: Moore & Khagram (2004).

First, the *Public Value Account*, which makes a reasonable claim that the envisioned purposes were publicly valuable. In other words, what was the salient public value the organization sought to produce? The second test is *Maintaining and Building Legitimacy and Support* from those who authorized and financed the activity necessary to sustain the effort to create public value. Alternatively stated, what sources of legitimacy and support would be relied upon to authorized the organization to take action and provide the resources necessary to sustain the effort to create that value? Lastly, *Operational Capacity Perspective*, which asks, what “operational capabilities” (including new investments and innovations) would an organization rely on (or have to develop) to deliver the desired results? Otherwise stated, is it operationally and administratively achievable? This means, is it attainable with the available organizational and external capabilities needed to produce it (Moore, 1995: 71; Moore & Khagram, 2004, p. 2).

Regrettably, not everybody agrees with Moore’s (1995) public value approach. Critics of the approach contend the approach embraces too broad and loose definition of the public manager, and it could mean “all things to all people” because he does not identify whether his approach is a new theoretical framework, a concept, a heuristic device, or an operational tool of management (Rhodes and Wanna, 2007). However, advocates for the public value approach maintain, critics are mainly confused over Moore’s position and on the various meanings of public value (Alford and O’Flynn, 2009).

Nevertheless, the public managers’ role is presumed to include managerial action on creating public value, help and guide networks of deliberation and delivery and embrace the additional democratic values of equity (e.g., fairness of the distribution of

service costs and benefits between different groups), justice, and democratic governance for all of society (Moore, 1995; Bryson et al., 2014; Denhardt and Denhardt, 2015).

Attention to the creation of public value by public administration scholars is central to the advancement of the field's thinking and practice toward a new paradigm (Bryson et al., 2014). Accordingly, public value creation involves the shaping of experiences in relationships between individuals, public entities, and their services on the other (Meynhardt and Bartholomes, 2011).

### Public Values

The second approach to public value theorizing is by Barry Bozeman (2007). His book, *Public Values and Public Interest: Counterbalancing Economic Individualism*, is in contrast to Moore's theory of public value. According to Bozeman (2002; 2007) one purpose of the public sector is to prevent public value "failure," when neither the market nor the public sector provides goods and services that achieve core public values. In other words, he emphasizes the intersection of market and public sector success and failures when public values are inadequately fulfilled by public policies due to an over emphasis on economic individualism. According to Bozeman (2007), a society's public values provide a reasonably broad consensus about: (a) the rights, benefits, and prerogatives to which citizens should (and should not) be entitled; (b) the obligations of citizens to society, legal entities, organized groups to society, the state, and one another; and (c) the social standards, principles and ideals to be pursued and upheld by governments and on which policies and functioning of society should be based" (p. 13).

## Public Sphere

Benington (2011) defines the public sphere as “ a democratic space that includes the web of values, places, organizations, rules, knowledge, and other cultural resources held in common by people through their everyday commitments and behaviors, and held in trust by government and public institutions” (p. 9). For Bryson et al. (2015) the public sphere is the space within which public values are held, created, or diminished; and in which public value is created, or not. In addition, public value includes what adds to the public sphere (Bryson et al., 2015). Bozeman and Johnson (2015) make the distinction that the public sphere is both a value and an institution. They define the public sphere as a public value “open public communication and deliberation about public values and about collective action pertaining to public values” (p. 62). According to McKee (2004), the public sphere is defined as (as cited in Bozeman and Johnson, 2015, p. 62) “any place, either physical or virtual (Papacharissi, 2009; Shirky, 2011), functioning as a setting for expansive communication among citizens about the meaning, development, conservation, or revision of public values” (p. 62). Consequently, in the context of a democracy, the public sphere is a precursor value, a prerequisite for identifying and achieving public values (Bozeman and Johnson, 2015).

## Public Value and Public Values

Prior research on public value creation and public values has recognized the concepts as coupled, but distinct (Nabatchi, 2011; Van der Wal et al., 2015). Based on their connection with authorization and value creation, public value and public values can be easily differentiated from each other (Casey, 2014). For instance, public values authorization can be understood as what the local community values regarding decisions



about what developmental objectives should be (Casey, 2014). According to Moore (1995; 2013), public value authorization is maintaining and building legitimacy and support from those who authorized and financed the activity (i.e., gaining the revenue to fund public value delivery requires support of multiple stakeholders). Whereas, public value creation can be understood as what is produced or delivered by the public sector where centrality is maintained by administrative agencies (Casey, 2014).

A fourth, less well-known approach to public value theorizing is based on Meynhardt's (2009) study, *(De) Composing Public Value: In Search of Basic Dimensions and Common Ground*, which develops the building blocks for a non-normative public value theory. In his study, he proposes and relates four basic public value dimensions to a public value, which are: moral-ethical, political-social, instrumental-utilitarian, and hedonistic-aesthetical value. From his perspective, PV is created in every societal context and can be evaluated against these dimensions. Meynhardt's (2009) article contributes to public value theory by primarily emphasizing (a) psychological accounts of co-creation and co-production of fulfillment of and influence on basic human needs to understand PV creation, and (b) a non-normative perspective of interrelatedness of private and public spheres (p. 193). The basic idea advanced in his article is public value starts and ends within the individual (Meynhardt, 2009). According to Bryson et al. (2015, p. 12), Meynhardt does not pay much attention to the institutions and supra-individual (above or beyond the individual) processes involved in public value creation. From Meynhardt's vantage point, public value is, "about values characterizing the relationship between an individual and 'society' defining the quality of this relationship" (p. 206). The approach is psychologically based and conceptually links the notion of PV to established psychological theories about basic needs to understand public value

creation. He draws on the psychological research to provide the basic constructs of what individuals genuinely consider PV and what they truly strive for. Meynhardt (2009) suggests public value always involves needs driven assessments. In other words, in order for abstract values (e.g., solidarity, justice, and social cohesion) to even matter, they should contribute to individual well-being. He also contends PV has a dual nature where it contains aspects of public value (i.e., material, objective) and of values (i.e., mental, subjective). Moreover, public value is created if there is some effect on an individuals beliefs and attitudes towards something in the public realm – community, state, or nationally (Meynhardt, 2009).

### Hypotheses

The following hypotheses have been established to answer the study's research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors (EOS)? All models in this study (i.e., Hypothesis 1 through 3) are estimated using EOS as the dependent variable. Hypothesis 1 is tested to determine the level of association between a public organization's leadership style and the promotion of employment opportunities for seniors. For the purposes of this study, leadership style will apply to transformational leadership in public organizations. The dimension primarily contains items of impacts of transformational leadership on cultivating follower's creativity, concomitantly effecting innovation in public organizations for creating public added value to seniors. Leadership has been identified (as cited in Rodriguez et al., forthcoming) as an important contextual variable contributing to the culture and climate of the organization and perception of support for innovation" (Reiter-

Palmon & Illies, 2004, p. 5). Moreover, transformational leadership is a principal dimension of creative governance practices in public organizations when responding to the social, economic and policy implications of the aging population.

### Hypotheses 1

**H1:** All factors being equal, a city's **transformational leadership** style leads to the promotion of employment opportunities for seniors within its jurisdiction.

*H1<sub>0</sub>:* There is no statistically significant relationship between transformational leadership and employment opportunities for seniors.

*H1<sub>a</sub>:* There is a statistically significant relationship between transformational leadership and employment opportunities for seniors.

### Hypotheses 2

Hypothesis 2 assesses the extent and nature of the relationship between a city's legitimacy of, and trust in public action, which could effect the generation of public support for the promotion of employment opportunities for seniors. The *'Trust and Legitimacy'* dimension includes items that are at the heart of public value creation, largely because organizations are best able to secure the support needed to carry out their objectives when they are trusted and perceived to be legitimate by key stakeholders (Talbot and Wiggan, 2010; Faulkner and Kaufman, 2018, p. 79). According to Keaney (2006), "trust and legitimacy may represent a combination of factors such as the behaviour of individual politicians or the way in which governments manage the economy or the delivery of services" (p.17). Mori (2004) views trust and legitimacy as synonymous with 'confidence' and 'satisfaction'. Further, trust and legitimacy are

central to public value (Moore, 1995; Kelly et al., 2002; Talbot et al., 2005). Survey questions pertaining to this dimension address the matters of trust, justice, fairness, equality and transparency in public organizations.

**H2:** All other factors being equal, a city's transparency policies affect its **trust and legitimacy** to promote employment opportunities for seniors within its jurisdiction.

*H2<sub>0</sub>:* There is no statistically significant relationship between trust and legitimacy and employment opportunities for seniors.

*H2<sub>a</sub>:* There is a statistically significant relationship between trust and legitimacy and employment opportunities for seniors.

### Hypotheses 3

Hypothesis 3 assesses the extent and nature of the relationship between ICT and E-Government and the promotion of employment opportunities for seniors. Hypothesis 3 is tested to determine the capacity of local government agencies to use ICTs and e-government for the delivery of government services to seniors. The *ICT and e-government* dimension primarily comprises items relating to bridging the connectivity divide for older people by addressing their lack of education or digital skills, where it exists. Also, the dimension includes the items of collaborative management, social media presence in local government, e-participation and engagement, and public manager's technical competence to their influence and effectiveness with ICT and e-government. Improving digital skills among public-sector servants is vital to reaping the benefits of e-government (UN E-government survey, 2018). Furthermore, the dimension focuses on

the electronic inclusion or e-inclusion of seniors to access local government services, which begets public added value in the form of accessing employment opportunities online. According to the World Bank (WB, 2015), “E-Government refers to the use by government agencies of information technologies (such as wide area networks, the Internet, and mobile computing) that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth, and/or cost reductions.” According to the UN E-government survey (2018), *Gearing E-government to support transformation towards sustainable and resilient societies*, “addressing the needs of the poorest and vulnerable groups (e.g., seniors) is one of the building blocks of resilient and sustainable societies. Given today’s complexities – from humanitarian crises and migration patterns to the challenges of the urban and rural poor – technologies offer an opportunity to leave no one behind by extending the reach and access of information and services to those who need them the most” (p. 27).

**H3:** All other factors being equal, a city’s delivery of **information practices** affects the electronic inclusion of seniors to access local government services and employment opportunities.

*H3<sub>0</sub>:* There is no statistically significant relationship between ICT and e-government and employment opportunities for seniors.

*H3<sub>a</sub>:* There is a statistically significant relationship between ICT and e-government and employment opportunities for seniors.

## Chapter III: METHODOLOGY

### Introduction

The current analysis focuses on public value creation by local government in the state of Texas with emphasis on three criteria (1) the growing number of older people in the country is a major problem, (2) increasing recognition of the importance for fostering suitable employment opportunities for seniors through cross-sector collaborative networks, and (3) strengthening city practices by increasingly accounting for the older population when crafting public policy, programs, narrowing the digital divide, or creating novel ideas to achieve desired social outcomes. This study develops, validates and empirically differentiates the factors that contribute to a public organizations' creation of public added value for seniors. This section focuses on the discussion of the study's primary question, research design, data sources and characteristics, the selection criteria and instrumentation of the variables, and the analysis techniques used.

### Research Question

This research is focused on answering the question: what factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors? To test the research question, this study employs a theory-driven dissertation utilizing a quantitative correlational design. It makes use of survey data that tests several hypotheses generated based on a comprehensive literature review and expectations of public value creation for seniors. The survey data were supplemented with 2017 U.S. Census data from the American Community Fact Finder that includes total population size. According to Lewis, Ricard, & Klijn (2018), it is essential to build, empirically test, and compare theory across jurisdictions. Also, Shearer's (2011) systematic review (as cited in Faulkner

and Kaufman, 2018) on public value elucidated the need for empirical research to evaluate the claims made by both proponents and critics of public value. For these reasons, this dissertation conducts a quantitative correlational research study of public value creation by local public organizations located in different cities throughout the state of Texas. The study's design also provides empirical evidence on public sector creative governance practices and administration to create and deliver public added value to the aging population of baby boomers, thereby contributing to a more evidence-based body of knowledge in the public value research and literature. The study shows to what extent local government administrators in collaborative networks, influence ways of innovation, and creative governance practices to create public added value in meeting the needs of the aging populace in the state of Texas. If we are able to better understand how cities with differing levels of aging populations tackle this specific societal problem, then we may have answers to aging questions, which could help policy makers, public organizations, the private sector, and individuals better prepare for the impending age wave – the social, economic, and policy consequences from population aging. Moreover, a quantitative analysis reviews data and identifies key factors that encourage public administrators to create public added value for seniors. If it is determined there is a positive relationship among these factors it can be concluded that organizational or programmatic factors are more influential than others. The research provides empirical data to inform policy and allows for the modification and re-evaluation of existing aging policies, static employment practices and aging programs. The empirical data provides guidelines for lessening the strain on federal, state, and local budgets due to increased pressures for public expenditures on pensions and entitlement programs that support seniors such as Social Security, Medicare, health and aged care.

## Independent Variables

The independent variables for this study are part of a three-dimension index on public added value. The Public Added Value Index (PAVI) developed for this study is essential for measuring the extent to which cities in Texas create public added value for seniors. The dimensions included in the PAVI are as follows: (1) transformational leadership; (2) trust and legitimacy, and; (3) information and communications technologies (ICT) and e-government. The three dimensions of public value identified in this study could be generalized across most or all types of contemporary public organizations in the state of Texas. These dimensions can also be combined to form a framework of how to systematically assess and classify public value creation. The theoretical dimensions are operationalized using validated items drawn from previous research. The dependent and independent variables are fully operationalized later in this chapter.

## Research Design

This study's research design is a quantitative cross-sectional survey (Qualtrix on-line survey) of 43 cities in the state of Texas. The survey has an even number of questions to present each value dimension in an appropriate mix of content specificity and construct range. The result is a 30-item questionnaire (see Appendix I) with approximately 6 items representing each of the four dimensions (this includes the dependent variable – EOS). The survey design is based on the propositions identified in the literature review. The questions in surveys utilized in previous research were used as guidelines when developing questions for this study and did not require permission from authors to employ the items. The study surveyed 231 local government officials. That is,



assistant city managers, human resources officials, information technology directors, parks and recreation directors, senior center managers and city council members. For the purposes of this study, parks and recreation directors is also used to refer to senior center officials.

To generalize the study's findings to the entire state of Texas, cities with populations of 60,000 and over were selected in different geographical locations of the state to participate in the survey. Comprising a diverse mixture of local governments (e.g., differing size in populations) provides the ability to generalize the study's findings to a larger population. Because the state of Texas is so large in size, regionalizing allows this study to focus on specific public service delivery issues at the local government level concerning the creation of public added value for seniors. Moreover, by limiting the research to cities in the state of Texas, this study did have to control for the legal, cultural, social, political, demographic, and economic differences across states.

### Dependent Variable

The dependent variable is *employment opportunities for seniors (hereinafter, "EOS")*. The EOS dimension of Public Value concerns the assessment of whether or not public officials are responsive to their citizens who have some kind of disadvantage(s) in the labor market (e.g., seniors). Specifically, whether or not they are advancing economic, social and age-friendly policies geared toward the promotion of EOS. The variable is justified from a theoretical perspective because research has shown that moral obligation's of public officials created public value for the aging population and then by extension society as a whole (Milken Institute, 2017). The main purpose of 'EOS' is to measure the extent cities in the state of Texas are creating public added value by

promoting suitable employment opportunities for seniors. This could be accomplished by cultivating creative ideas and strategic plans that strengthen economic programs through cross-sectoral collaborative networks and innovative finance techniques that will be mutually beneficial. Thus, providing a direct benefit to the demographically diverse population of older Americans, and an indirect benefit to society. Moreover, this study underscores the need for collaborative networks to address the social determinants of the aging population.

The EOS dimension specifies local government should recognize the economic and social value that older Americans bring to local government. Further, the dimension denotes an ethical point of view associated with local government, which should acknowledge the impending demographic shift and the future ramifications from population aging. The PAVI is operationalized in the next section.

### Scoring Scheme and Instrumentation of the Independent Variable (PAVI)

The following sections describe in detail the three dimensions of the public added value index (PAVI). The Index includes the following dimensions: (1) transformational leadership; (2) trust and legitimacy, and; (3) information and communications technologies (ICT) and e-government. The ordinal rating scale used in this study to measure the extent public added value is created is a five-point Likert scale ranging from 1 to 5 (where, 5= Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, and 1 = Strongly Disagree).

The following illustration is applicable to all *PAVI* dimensions listed above. For example, if city ‘A’ selects Likert scale number 5 (i.e., 5 = Strongly Agree) to answer all six survey questions pertaining to the ‘employment opportunities for seniors’ dimension,

then city 'A' is given a score of 30 indicating the city advocates for the creation of public value for senior citizens. The same holds true if city 'A' selects Likert scale number 4 (i.e., 4 = Agree) to answer all the six survey questions pertaining to the EOS dimension. In this case, city 'A' is given a score of 24, indicating that the city advocates for creating public added value for senior citizens. It is then concluded, cities are against for public value creation for senior citizens if they score below 24. This could happen if a city selects Likert scale numbers 1 and 2 or a combination thereof (i.e., 1 = Strongly Disagree and 2 = Disagree) to answer questions relating to any of the PAVI dimensions on the survey. A score of zero is given to all respondents that select Likert scale number 3 (i.e., 3 = Undecided).

The *transformational leadership* dimension is measured by asking the respondents whether public added value is created. Respondents are then prompted to select one of the answers on the Likert scale (where, 5 = Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, and 1 = Strongly Disagree). For example, a survey question under the subtitle 'Transformational Leadership,' states, "My city makes a significant effort to foster the inclusion of diverse perspectives to develop creative new ideas among employees." An aggregated percentage measurement that combine the responses to all the statements are developed to measure the impact of all the individual statements on the creation of public added value by local governments in the state of Texas. Cities are scored from one to five, depending on the presence of public value creation for seniors. Internal reliability of the aggregated measurement is assessed using Cronbach alpha. That is, for reliability of the scale, Cronbach's alpha, which is a common method used to measure reliability and internal consistency (e.g., how closely related a set of items are as a group) of scales is used (Cronbach, 1970). The reliability of the scale is generally

accepted if the value of Cronbach's alpha for each construct is equal or greater than 0.70. A high value of alpha ( $>0.7$ ) is normally considered as evidence that the items accurately measure an underlying construct (Hair et al., 2006; Frankfort-Nachmias & Nachmias, 2008).

The *trust and legitimacy* dimension is measured by asking the respondents whether or not public added value was created. Respondents are then prompted to select one of the answers on the Likert scale (where, 5= Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, and 1 = Strongly Disagree). For example, a survey question under the subtitle 'Trust and Legitimacy,' states, "My city operates justly and fairly, and leads to just and fair conditions in the society at large." An aggregated percentage measurement that combine the responses to all the statements is developed to measure the impact of all the individual statements on the creation of public value by local governments in the state of Texas. Cities are scored from one to five, depending on the presence of public added value creation for seniors. Internal reliability of the aggregated measurement is assessed using Cronbach alpha.

The *EOS* dimension is measured by asking the respondents whether or not public added value was created. Respondents are then prompted to select one of the answers on the Likert scale (where, 5= Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, and 1 = Strongly Disagree). For example, a survey question under the subtitle 'Employment Opportunities for Seniors,' states, "My city supports senior's participation in the labor market by fostering cross-sector collaborations to promote employment opportunities for seniors within its jurisdiction." An aggregated percentage measurement that combine the responses to all the statements is developed to measure the impact of all the individual statements on the creation of public value by local governments in the state of Texas.

Cities are scored from one to five, depending on the presence of public added value creation for seniors. Internal reliability of the aggregated measurement is also assessed using Cronbach alpha.

The *ICT and e-government* dimension is measured by asking the respondents whether or not public added value was created. Respondents are prompted to select one of the answers on the Likert scale (where, 5= Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, and 1 = Strongly Disagree). For example, a survey question under the subtitle ‘ICT and e-government,’ states, “My city provides targeted online services tailored to seniors (those 65 years old or older).” An aggregated percentage measurement that combine the responses to all the statements is developed to measure the impact of all the individual statements on the creation of public value by local governments in the state of Texas. Cities are scored from one to five, depending on the presence of public added value creation for seniors. Internal reliability of the aggregated measurement is assessed using Cronbach alpha.

The above-mentioned dimensions support public organizations to reliably measure the extent to which they are generating public added value for seniors at the local government level in the state of Texas and reveals how much of the created public value is governmental. Against this background, this study translates the three dimensions from the perspective of the public manager who incorporates creative governance practices and innovation to create public added value. This provides a framework that can be used to guide the development and validation of public added value measures. According to Meynhardt and Bartholomes (2011), the public servant or manager’s perspective refers to a conscious effort to consider “the public” and to discern and envision what the public interest is. The rationale for choosing the public added

value index dimensions will be discussed next.

### Basis for Selecting PAVI Dimensions

This quantitative correlational study develops and validates a quantitative measure of public value creation for seniors, or aspects of public value.

The three key constructs were selected for this study because they are important dimensions of public value measurement in reviewed studies. For instance, it could be important to find the impact of transformational leadership on both on followers' creativity at the individual level and on innovation at the organizational level (Gumusluoglu and Ilsev, 2009). Becker and Smith (2018) contend “meeting the complexity, interdependence, and emergent nature of our current challenges requires leaders to choose to balance their attention between the people involved in the change effort (including multiple stakeholders) and the results needed to achieve impact” (p. 2). Although transformational leadership appears to be a relevant factor in enhancing followers' creativity, only a few studies investigate this relationship empirically (Gumusluoglu and Ilsev, 2009).

The second dimension included in this study is ICT and e-government, which is based on the assessment of e-government by the United Nations E-Government Survey (UNDESA, 2018), *Gearing E-government to support transformation towards sustainable and resilient societies*. According to the Survey, ICT-enabled public institutions have a dramatic impact on public services and their delivery, both via Internet websites and portals, mobile technology, especially smart phones, social media, and kiosks situated in places accessible to the public. Governments that use ICTs give the service user greater benefits in terms of access, convenience through 24/7 availability, savings in time, and

the cost of travel to physical premises such as government buildings (UNDESA, 2018).

The term ICT refers to “any computer-based or computer-assisted device or application used for communicative or informational purposes. ICT is most often used to refer to Internet-connected computers, but can also be used to refer to mobile communication devices and social media applications” (Berkowsky, Cotten, Yost, & Winstead, 2018, p. 798). E-government can also be referred to as “the use and application of information technologies in public administration to streamline and integrate workflows and processes, to effectively manage data and information, enhance public service delivery as well as expand communication channels for engagement and empowerment of people” (UNDESA, 2014, p.220). The World Bank (WB, 2015) offers a broader, more complete explanation of e-government: “E-Government refers to the use by government agencies of information technologies (such as wide area networks, the Internet, and mobile computing) that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth, and/or cost reductions.” According to Avila, Feigenblatt, Heacock, and Heller (2010), technological innovations designed to increase transparency and accountability may bring citizens closer to the policymaking process through enhanced channels of participation as well as citizen monitoring of government. In the United States (as cited in Curtin, 2007), the federal government loosely defines e-government as the “federal government’s use of information technologies (such as wide area networks, the Internet, and mobile

computing) to exchange information and services with citizens, businesses and other arms of governments” (p. 4).

Moreover, a 2017 study by Abad-Alcalá, Llorente-Barroso, Sánchez-Valle, Viñarás-Aba, & Pretel-Jiménez (2017) suggests, Internet use by senior citizens in order to manage operations with the government requires further study. This dimension is essential because older people are generally using ICTs to a lesser extent than younger populations, despite the notion that they can benefit from online social, health, and other public services (UNDESA, 2018). The dimension is also important because of the cohort of aging baby boomers is not only expected to increase in size and proportion but also expected to become more racially and ethnically diverse (Vincent and Velkoff, 2010). In this light, language barriers and digital skills could also widen the digital divides among seniors. These and many more “digital divides” are not only a global challenge, but also a local contextualized problem in terms of availability of content, bandwidth, and skills, among other issues (UNDESA, 2018). Along the same lines, using ICTS has been shown to have positive effects on older adults in the United States (Cotton, Ford, Ford, & Hale, 2012). For instance, the use of ICT technologies may reduce social isolation by connecting older adults to online communities, increased knowledge, and a better overall connection to society (Delelo & McWhorter, 2017). Additionally, Internet use by older people reduced the likelihood of depression by about a third (Cotton, 2014). The use of Internet technologies has also contributed to additional benefits (as cited in Kernaghan, 2015) including personal fulfillment, health preservation, functional capability and activity and social connectedness (Baker, 2013). In an increasingly digital world, electronic inclusion, or e-inclusion, is fundamental to leaving no one behind from what the digital society is offering (UNDESA, 2018). In fact, a lack of e-inclusion could put



seniors (those 65 years old and older) at risk of falling further behind (UNDESA, 2018). The rapid development of e-government has created new imperatives for policy-makers to bridge social gaps through greater electronic inclusion in terms of access and usage (UNDESA, 2018). In the development of a ‘Public Added-Value Index’ (PAVI), this study adopts the dimension of ICT and e-government, which are based on validated constructs drawn from previous research on measuring public value.

The remaining two dimensions are equally essential concepts of public value measurement in reviewed studies. For example, in a study by Meynhardt and Bartholomes (2011), *(De) Composing Public Value: In Search of Basic Dimensions and Common Ground*, they present the basic dimensions of public value (PV) creation. In their study, the *moral-ethical* dimension of PV concerns the assessment of whether or not a person feels treated fairly, equally, and justly. In this study, the employment opportunities for seniors’ (EOS) dimension explicitly addresses the amelioration of economic, social and age-friendly policies geared toward the promotion of suitable employment opportunities through cross-sector collaborations that may help increase disposable income for those seniors that need it. The EOS dimension is also about the moral obligations of public officials to be more cognizant and responsive to the silent financial and demographic crisis and its attendant wide-ranging policy and societal implications. What is more, EOS is about the policy obligations of harnessing this human capital and recognizing the economic and social value that older Americans bring to local government. This may be one answer to keeping the economy growing and lessening the pressure on public budgets while helping government continue to meet its commitments to older people. The large cohort of older Americans who are experiencing unique challenges to their economic well-being will influence public administrators,

policymakers, program decision-makers, and other stakeholders to plan, develop and incorporate insightful, public value driven creative governance practices that will synergistically integrate technological and social dimensions to create employment opportunities for seniors.

The last dimension trust and legitimacy is adopted from the systematic review of the growing literature on public value measurement conducted by Faulkner & Kaufman (2018), *Avoiding Theoretical Stagnation: A Systematic Review and Framework for Measuring Public Value*. They identified four analytical themes of public value measurement including: outcome achievement, trust and legitimacy, service delivery quality, and efficiency. According to Faulkner and Kaufman (2018), “some of the items included in quantitative studies could be built upon to develop a more comprehensive, widely applicable, and better validated measure of public value” (p. 82). This study builds upon the three adopted dimensions of: (1) transformational leadership, (2) trust and legitimacy, and (3) ICT and e-government. The three dimensions can be used to guide the development and validation of public added value measures at the local government level in the state of Texas.

### Assumptions

This dissertation’s primary assumption is that local government agencies affect public and age-friendly policies relating to the aging population. Moreover, this study aligns with Faulkner and Kaufman (2018) postulation that public value may be capable of being measured in a largely standardized manner across organizations. Existing research on the creation of public value has assumed that public value measures will need to differ across organizations (e.g., Hills and Sullivan, 2006; Spano, 2014). According to Faulkner and Kaufman (2018), this assumption is primarily based on the belief that different

agencies will create dissimilar types of public value that need to be measured in particular ways. Measuring public value in a standardized way may be significant when assessing the public value contributed by different agencies to whole of government policy priorities and governance initiatives involving multiple government agencies, civil, and private actors (Faulkner & Kaufman, 2018). To extend Moore's (1995) analogy (as cited in Faulkner and Kaufman, 2018), "if private shareholders are best served by ensuring that organisations achieve above-average performance, established through performance benchmarking against 'like' organisations, public managers could also benefit from the ability to benchmark their performance in terms of public value" (p. 81). The PAVI supports public organizations to reliably measure the extent to which they are generating public added value for seniors in a standardized way. The study also provides an empirical basis to incorporate the PAVI into the public value discourse.

### Control Variables

The control variables in this study are derived from the previous research on public value creation. The variables include 2018 Population, education, and age range. Before conducting multiple regression analysis using the SPSS statistical software, the 'Education' label is given a value to indicate the level of education of respondents. For instance, 1 = Some high school, no diploma, 2 = High school graduate, diploma or equivalent, 3 = Some college credit, no degree, 4 = Trade/technical/vocational training, 5 = Associate degree, 6 = Bachelors degree, 7 = Masters degree, 8 = Doctorate degree, and 9 = Professional degree. Along the same lines, the 'Age' label is given a value to where 1 = 18 to 24 age range, 2 = 25 to 34 age range, 3 = 35 to 44 age range, 4 = 45 to 54

age range, 5 = 55 to 64 age range, 6 = 65 or older, and 7 = “I do not wish to provide my age.” The controlling variables will be defined next.

The Population variable is the measure of population size, which is based on the U.S. Census Bureau data for the year 2018 of all people, male and female, child and adult, living in a given geographic area. The demographic of *education* measures the respondent's highest level of education obtained. The survey instrument included questions about the highest level of education a person has completed to get a general overview of educational attainment by public and elected officials working in local government in the state of Texas. The third demographic measures the respondent's age range to determine whether or not age has any relevance on the creation of public value for seniors.

### Survey Research

This study uses a quantitative correlational design that utilizes a survey questionnaire as the main instrument for data collection. Information is solicited from public and elected officials of local governments in the state of Texas to express their opinion, attitudes or previous experience with creative governance practices, innovation and the creation of public added value for seniors. The list of public official's emails is obtained under the Freedom of Information Act (FOIA) through an open records request from each selected city in this study. The list of elected officials (e.g., city council members) is obtained through each city's respective website. The questionnaire is administered and sent to respondents using Qualtrics (a web-based survey software). The questionnaire is sent to public and elected officials in 43 municipalities across different geographical regions in the state of Texas. That is, assistant city managers, human

resources officials, information technology directors, parks and recreation directors, senior center managers, and city council members. An advantage of on-line survey systems is that they provide information on a real-time basis (Fink, 2013). Following the study conducted by Meynhardt and Bartholomes (2011), this study approaches participants in a four-step procedure: email contact, a phone call, a reminder e-mail, and – if necessary – another phone call. The survey also encompasses a single-stage sampling procedure due to having direct access to published lists of potential respondents. Simply put, a single-stage sampling procedure is one in which the researcher has access to names in the population and can sample the people (or other elements) directly (Creswell, 2014, p. 158).

The purpose of the survey research is to use the information and data collected to generalize from a sample of 43 Texas municipalities to other local governments in Texas. Also, the survey is sent to all cities with a 2018 population of 60,000 or greater, and either 20+ millions of total revenue or expenditure to provide a more accurate comparison and to improve the validity, accuracy and generalizability of the survey outcome. The large data size is important because it improves the validity and accuracy of the survey outcome.

### Data Analysis

Data analysis in this study is based on quantitative research methods and focuses on how municipalities create public added value for seniors. The extent to which the independent variables cited in this study affect the promotion of employment opportunities for seniors (EOS) is analyzed. Quantitative data analysis is based on multiple linear regression analysis using SPSS statistical software package to analyze the

factors that influence the extent to which public added value is created for seniors by local government. Conducting multiple linear regression analysis allows the opportunity to operationalize all independent variables and assess H1 through H3 that comprise the 'Public Added-Value Index' (PAVI). Also, descriptive analysis of the data is conducted to determine the mean, standard deviation, and the range of scores for the variables. In addition, descriptive analysis is used to describe the characteristics of the participants of the study by gender, race/ethnicity, age, education, job title, and years of experience in public service. According to Frankfort-Nachmias and Nachmias (2008), descriptive statistics allows for the summary and organization of collected data in a more meaningful and understandable form for ease of communication.

In order to cover a broad range of perspectives on public value creation, this study collects data from a representative sample of 43 public agencies across different geographical locations in the state of Texas. Inferential statistics is computed to determine relationships between the dependent variable (i.e., EOS), independent variables (i.e., PAVI), and controlling variables: 2018 total population, education, and age range so that inferences can be drawn from the sample of cities in Texas to the general population of other cities located in Texas. The interpretation of results is based on SPSS regression outputs that include beta coefficient, t-statistic, standard error, p-value, and adjusted R-Square.

## CHAPTER IV: RESULTS

Chapter four presents the results of the data collection from survey findings. The survey was approved by the University's Institutional Review Board on March 27, 2019 and then administered online beginning on March 28, 2019. Survey participants were given approximately one month to access and complete the survey. The data were collected through a Likert-type scale questionnaire that was administered using Qualtrics – a web based survey software. The 30-question survey (including demographic questions) is designed to focus on public official's knowledge of and participation in the creation of public value for older Americans living within each city's respective jurisdiction. In this section, results of the data collection are statically analyzed and interpreted. The results are facilitated by the use of frequency tables and descriptive statistics, the interpretation of correlation matrices of all variables of interest to the study, and multiple linear regression analysis of the three hypotheses proposed in chapter three. Preliminary inferences are made based on the strength of the correlational association between the variables.

### Descriptive Statistics

The questionnaire included general information and demographic information that provided descriptive statistics for this study. The survey was distributed to local public and elected officials in 43 cities across different geographical locations in the state of Texas. That is, assistant city managers, human resources officials, information technology directors, parks and recreation directors, senior center managers and city council members. For the purpose of this study, parks and recreation directors are used to refer to senior center officials. Survey reminders were sent a total of three times via

email and two times via Qualtrics urging respondents to complete the survey. Table 3 shows the survey had an audience size of 231 with a total of 87 participants responding to the survey for a 38 percent overall response rate.

*Table 3: Response Pattern from Targeted Cities*

City	Asst_City Manager	Human Resources	IT Directors	Parks & Rec_Directors	City Council Members
Allen			1	1	
Austin	1				
Amarillo				1	
Abilene				1	2
Arlington				1	
Baytown		1		1	
Brownsville	1	1	1	1	
Bryan				1	
Carrollton	1			1	
Cedar Park	1			1	
Corpus Christi				1	
Dallas					3
Denton	1				
El Paso	2			1	
Flower Mound					1
Fort Worth	1				
Frisco					1
Garland	1			1	
Georgetown	1				
Harlingen				1	
Irving	1			3	
Killeen				1	
Laredo					1
League City					1
Lewisville	1			1	
Longview			1	1	
Lubbock			1	1	1
Mansfield		1		2	2
Mesquite				1	
Midland					1
Mission				1	
Missouri City	1			1	
New Braunfels				2	
North Richland Hills	1	1			
Odessa				1	1
Pearland		1		1	1
Plano				3	
Richardson	1			1	3
San Antonio					3



San Marcos	2			2	
Sugarland		1		2	
Town of Flower Mound					1
Victoria				1	
TOTAL (n = 87)	17	5	5	38	22

\*For the purposes of this study, senior center personnel will apply to Parks and Recreation Directors

According to Rodriguez and Portugal (2019), government surveys typically yield a response rate around 40 percent. Moreover, when demographic profiles mirror the personal characteristics of the city management profession, then non-response bias may not be a principal limiting factor in most studies (Rodriguez & Portugal, 2019). This study then assumes that non-respondents do not deviate from respondents. That is, based on the majority of respondents identifying themselves most commonly as Caucasian (75.5 percent), this study statistically concludes that non-respondents are perhaps similar to respondents and thus generalize the findings to the population. Therefore, non-respondents are very unlikely to severely impact the generalizing of statistical results.

The following tables report demographic data of the surveyed population; including respondent’s gender, race and ethnicity, age range, education level, years of public service experience, and job title. Table 4 contains the demographics of the surveyed population by the respondent’s gender.

*Table 4  
Respondents Gender*

#	Answer	%	Count
1	Male	54.26%	51
2	Female	45.74%	43
3	Any other	0.00%	0
4	I do not wish to disclose my gender	0.00%	0
	Total	100%	94

Table 4 shows the final sample of 94 respondents identified themselves as 54.3 percent male and 45.7 percent female. The demographics in Table 5 shows the participants were not ethnically diverse and a high percentage identified most commonly as Caucasian, which constituted for the majority of the participants in the study. That is, 71 of the 94 respondents or 75.5 percent of all respondents in the study identified themselves as Caucasian. Hispanic and African American respondents trailed far behind with only 13.8 and 6.3 percent respectively. There is one respondent that identified as two or more races and three respondents that did not want to disclose their racial or ethnic identity.

*Table 5*  
*Respondents Race/Ethnicity, n = 94*

#	Answer	%	Count
1	White or Caucasian but not Hispanic/Latino	75.53%	71
2	Black or African American but not Hispanic/Latino	6.38%	6
3	Hispanic or Latino	13.83%	13
4	Asian or Pacific Islander	0.00%	0
5	Native Hawaiian or Alaska native	0.00%	0
6	Two or more races	1.06%	1
7	Unknown race/ethnicity	0.00%	0
8	Other	0.00%	0
9	I do not wish to disclose my racial/ethnic identity	3.19%	3
	Total	100%	94

A third demographic measured is the respondent's age range. The demographics contained in Table 6 shows the highest participation rate of 39.4 percent came from 37 respondents who are between the ages of 45 and 54. This is somewhat surprising

considering the purpose of the study, which is primarily based on creating public added value in meeting the needs of the aging population (those 65 years old and older) in the state of Texas. That said, only 10.6 percent or ten of all respondents 65 years or older participated in the survey. Twenty-six participants or 27.7 percent of all respondents are between the ages of 55 and 64. Sixteen participants or 17 percent of all respondents are between the ages of 35 and 44. The smallest percentage of survey participation came from 5 younger respondents or 5.3 percent between the ages of 25 and 34.

*Table 6  
Respondent's Age Range, n = 94*

#	Answer	%	Count
1	18-24	0.00%	0
2	25-34	5.32%	5
3	35-44	17.02%	16
4	45-54	39.36%	37
5	55-64	27.66%	26
6	65+	10.64%	10
7	I do not wish to provide my age	0.00%	0
	Total	100%	94

A fourth demographic measured the respondent's highest level of education obtained. Education level demographics are contained in Table 7. The study included questions regarding the highest level of education a person has completed to get a general overview of educational attainment by public and elected officials working in local government in the state of Texas. Education attainment varied among all respondents. Forty-two of the respondents or 44.7 percent of all respondents reported they had a bachelor's degree. Thirty-six or 38.3 percent of all respondents indicated they had a

master’s degree. A relatively smaller share of respondents reported earning a doctoral (n=3) or professional degree (n=3) at 3.19 percent respectively as their highest education level. Five percent of all respondents or 5 respondents noted they had an associate’s degree. Four respondents or 4.3 percent of all respondents declared they had some college credit, but no college degree. A low 1 percent of all respondents reported trade, technical or vocational training as their highest level of education.

*Table 7  
Respondent’s Education Level, n = 94*

#	Answer	%	Count
1	Some high school, no diploma	0.00%	0
2	High school graduate, diploma or the equivalent (for example: GED)	0.00%	0
3	Some college credit, no degree	4.26%	4
4	Trade/technical/vocational training	1.06%	1
5	Associate degree	5.32%	5
6	Bachelor’s degree	44.68%	42
7	Master’s degree	38.30%	36
8	Doctorate degree	3.19%	3
9	Professional degree	3.19%	3
	Total	100%	94

A fifth demographic measured is the number of years of experience a respondent has in public service. The demographics are contained in Table 8. The highest percentage of 31.9 percent all respondents span between 21 and 30 years of public service experience. Only fourteen respondents or 14.9 percent of all respondents had more with 31 years or greater of job experience in public service. Moreover, there were twenty-five respondents or 26.6 percent of all respondents that had between 11 and 20 years of public service experience. Eighteen respondents or 19.15% of all respondents

reported having between 1 and 10 years of experience in public service. Interestingly, 7.4 percent (mainly elected officials) had less than one-year experience in public service.

**Table 8**  
*Years of Experience in Public Service, n = 94*

#	Answer	%	Count
1	Less than 1 year	7.45%	7
2	1-10	19.15%	18
3	11-20	26.60%	25
4	21-30	31.91%	30
5	31 and above	14.89%	14
	Total	100%	94

The last demographic measured is the respondent’s job title. The demographics are contained in Table 9. There is a combined high response to the survey with over 72 percent of Parks and Recreation Directors, City Council Members, and Assistant City Managers (40.4 percent, 24.5 percent, and 21.28 percent, respectively) completing the questionnaire. Conversely, there is a discouraging low response to the survey by Human Resources Directors and Information Technology Directors with only 8.51 percent and 5.32 percent of all respondents, respectively.

**Table 9**  
*Respondent’s Job Title, n = 94*

#	Answer	%	Count
1	City Council Member	24.47%	23
2	Assistant City Manager	21.28%	20
3	Human Resources Director	8.51%	8
4	Director of Information Technology	5.32%	5
5	Parks and Recreation Director	26.60%	25
6	Senior Center Manager	5.32%	5
7	Senior Center Supervisor	3.19%	3
8	Activities Center Recreation Coordinator	5.32%	5
	Total	100%	94

## Level of Consensus with the PAVI Dimensions

The four key components for measuring public value appear to be important across a range of policy and local government contexts. Table 10 shows respondent's answers to Items 7, 2, 14, and 19 selected from their respective four dimensions that comprise the Public Added Value Index (PAVI). The independent variable (i.e., PAVI) index designed to measure public added value comprise the following dimensions: transformational leadership, trust and legitimacy, and ICT and e-government. The summed percentages to the six questions shows that over 60 % of survey respondents either agreed or strongly agreed with the four dimensions that comprise the PAVI. Conversely, approximately 14.5 % of the respondents *disagreed* or *strongly disagreed* with the PAVI dimensions, and 22.65% were *undecided*.

Table 10  
*Level of Consensus with the PAVI Dimensions, n = 94*

PAVI Index	SD (%)	D (%)	N (%)	A (%)	SA (%)	Count	%	Missing
Employment Opportunities	1 (1.1)	14 (14.9)	32 (34)	40 (42.5)	7 (7.5)	94	100	0
Transformational Leadership	3 (3.2)	4 (4.3)	15 (16)	40 (42.5)	32 (34)	94	100	0
Trust and Legitimacy	3 (3.2)	4 (4.3)	8 (8.5)	39 (41.5)	40 (42.5)	94	100	0
ICT and E-Government	4 (4.3)	21 (22.8)	29 (31.5)	28 (30.4)	10 (10.9)	94	100	2
Total	11 (2.9)	43 (11.6)	84 (22.5)	147 (39.2)	89 (23.7)	376	100	2

## Inferential Statistics

The Likert response survey items were based on a response scale: 5 (strongly agree), 4 (agree), 3 (undecided), 2 (disagree), or 1 (strongly disagree). After the Likert item responses for each individual respondent were recorded and assigned a weight, the responses were summed to form a composite measure of that category. The Likert item responses in Table 11 are in response to Question 1 through Question 6: *Please provide your input to the following questions related to the style of leadership in your organization.* The questions relate to the study's research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors?

The '*Transformational Leadership*' dimension primarily contains items of impacts of transformational leadership on cultivating follower's creativity, which can positively effect innovation in public organizations. Question seven, 'My city makes a significant effort to foster the inclusion of diverse perspectives to develop creative ideas among employees' had the highest level of consensus with almost 82% of respondents (agreeing or strongly agreeing). This may indicate that transformational leadership appears to be a relevant factor in enhancing followers' creativity at the individual level, which could have a positive impact on innovation at the organizational level. Dissimilarity, question four, 'My city's manager is innovative. He or she introduces innovative ideas into the work environment in a systematic way,' had the lowest level of agreement with 15.9 % (disagreed or strongly disagreed) and 13.8% of respondents reported that they were *undecided*.

Table 11  
*Leadership Style, n = 94*

Question	#	SD Count	D Count	N Count	A Count	SA Count	Total
My city makes a significant effort to foster the inclusion of diverse perspectives to develop creative ideas among employees.	1	1.06% (1)	9.57% (9)	7.45% (7)	55.32% (52)	26.6% (25)	94
My city fosters employee creativity by allowing employees to search out new technologies, processes, and techniques.	2	3.19% (3)	4.26% (4)	15.96% (15)	42.55% (40)	34.04% (32)	94
My city's manager serves as a good role model for creativity because he/she searches out new working methods, techniques or instruments that are especially useful to the organization.	3	4.26% (4)	8.51% (8)	18.09% (17)	29.79% (28)	39.36% (37)	94
My city's manager is innovative. He/she introduces innovative ideas into the work environment in a systematic way.	4	3.19% (3)	12.77% (12)	13.83% (13)	38.3% (36)	31.91% (30)	94
My city articulates a compelling vision of the future.	5	1.06% (1)	7.45% (7)	14.89% (14)	41.49% (39)	35.11% (33)	94
My city can be described as flexible, continually adapting to change.	6	4.26% (4)	8.51% (8)	15.96% (15)	50% (47)	21.28% (20)	94

The Likert item responses in Table 12 are in response to Question 7 through Question 12: *Please provide your input to the following questions related to fostering employment opportunities for seniors (those 65 years old and older).* This dimension relates to the moral obligation's of public officials and their responsiveness to their



citizens who have some kind of disadvantage(s) in the labor market (e.g., seniors) while also helping government continue to meet its commitments to older citizens.

The survey questions relate to the study’s research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors? Question nine, ‘City practices take the senior population into account when crafting public policy, strategic plans, programs; local planning, narrowing the digital divide; or creating novel ideas to achieve desired social outcomes,’ had the highest level of accord with nearly 66 percent of all respondents agreeing or strongly agreeing. In contrast, question ten, ‘My city plays an active role in advocating for equal opportunities for seniors in the labor market,’ had the lowest level of agreement with nearly 30 percent of all respondents either disagreeing or strongly disagreeing, and 38.30 percent of all respondents were *undecided*.

Table 12  
EOS, n = 94

Question	#	SD Count	D Count	N Count	A Count	SA Count	Total
My city supports senior’s participation in the labor market by fostering cross-sector collaborations to promote employment opportunities for seniors within its jurisdiction.	7	1.06% (1)	14.89% (14)	34.04% (32)	42.55% (40)	7.45% (7)	94
My city supports work skills development for seniors within its jurisdiction.	8	1.06% (1)	18.09% (17)	36.17% (34)	40.43% (38)	4.26% (4)	94

City practices take the senior population into account when crafting public policy, programs; narrowing the digital divide; or creating novel ideas to achieve desired social outcomes within its jurisdiction.	9	1.06% (1)	13.83% (13)	19.15% (18)	44.68% (42)	21.28% (20)	94
My city plays an active role in advocating for equal opportunities for seniors in the labor market.	10	3.19% (3)	26.6% (25)	38.3% (36)	25.53% (24)	6.38% (6)	94
My city has adopted aging-friendly policies geared toward senior services.	11	3.19% (3)	18.09% (17)	26.6% (25)	42.55% (40)	9.57% (9)	94
My city has implemented aging-friendly policies geared toward senior services.	12	5.32% (5)	15.96% (15)	30.85% (29)	39.36% (37)	8.51% (8)	94

The Likert item responses in Table 13 are in response to Question 13 through Question 18: *Please provide your input to the following questions related to trust and legitimacy in your city.* Trust and legitimacy refers to the extent to which an organization and its activities are trusted and perceived to be legitimate by the public and by key stakeholders (Faulkner and Kaufman, 2018, p. 79). A city’s transparency policies affect its trust and legitimacy, which may or may not generate public support for the promotion of employment opportunities for seniors within its jurisdiction.

The survey questions relate to the study’s research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors? Two survey questions, fifteen ‘My city is perceived as legitimate’ and question eighteen, ‘My city makes publications of council reports and performance readily available to the

public,’ had the exact highest level of agreement with both receiving 89.36 percent of all respondents agreeing or strongly agreeing. Moreover, question fourteen, ‘My city operates justly and fairly, leading to just and fair conditions in the society at large,’ closely followed with 84.04 percent of all respondents agreeing or strongly agreeing. In contrast, question sixteen, ‘My city identifies and measures how public services for seniors are currently delivering added value within its jurisdiction,’ had the lowest level of agreement with 26.6 percent of all respondents either disagreeing or strongly disagreeing. Also, 26.6 percent of all respondents were *undecided*.

Table 13  
Trust and Legitimacy, n = 94

Question	#	SD Count	D Count	N Count	A Count	SA Count	Total
My city is a transparent institution one can trust.	13	3.19% (3)	2.13% (2)	8.51% (8)	44.68% (42)	41.49% (39)	94
My city operates justly and fairly, leading to just and fair conditions in the society at large.	14	3.19% (3)	4.26% (4)	8.51% (8)	41.49% (39)	42.55% (40)	94
My city is perceived as legitimate.	15	3.19% (3)	2.13% (2)	5.32% (5)	43.62% (41)	45.74% (43)	94
My city identifies and measures how public services for seniors are currently delivering added value within its jurisdiction.	16	6.38% (6)	20.21% (19)	26.6% (25)	34.04% (32)	12.77% (12)	94
My city engages senior citizens in an iterative process for creating public value.	17	5.32% (5)	19.15% (18)	18.09% (17)	40.43% (38)	17.02% (16)	94
My city makes publications of council reports and performance readily available to the public.	18	1.06% (1)	1.06% (1)	8.51% (8)	30.85% (29)	58.51% (55)	94

The Likert items in Table 14 are in response to Question 19 through Question 24: *Please provide your input to the following questions related to ICT and E-Government in your city.* The survey questions directly relate to the study’s research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors? The ICT and e-government dimension primarily comprises items relating to bridging the connectivity divide for older people. Question twenty-three, ‘My city provides free access to government online services through kiosks, mobile apps, community centers, post offices, libraries, and public spaces to ensure seniors have access to appropriate new technology,’ had the highest level of consensus with nearly 85 percent of all respondents agreeing or strongly agreeing. This may indicate city practices take the older population into account when crafting public policy, programs, and narrowing the digital divide by ensuring seniors have access to appropriate new technology. Conversely, question nineteen, ‘My city provides targeted online services tailored to seniors (those 65 years old or older),’ had the lowest level of agreement with 27.18 percent of all respondents either disagreeing or strongly disagreeing, and 31.5 percent of all respondents were *undecided*.

**Table 14**  
*ICT/E-Government, n = 94*

Questions	#	SD Count	D Count	N Count	A Count	SA Count	Total
My city provides targeted online services tailored to seniors (those 65 years old or older).	19	4.35% (4)	22.83% (21)	31.52% (29)	30.43% (28)	10.87% (10)	92
My city recognizes the appropriate social media platforms (e.g., Facebook, Twitter, YouTube, etc.) to provide services and communication to the senior citizen population within their jurisdiction.	20	2.17% (2)	8.7% (8)	11.96% (11)	48.91% (45)	28.26% (26)	92

My city effectively supports seniors' digital skills development with e-government portals to access local government services.	21	3.26% (3)	9.78% (9)	23.91% (22)	53.26% (49)	9.78% (9)	92
My city's public managers are technically competent in their effectiveness with ICT and e-government.	22	1.09% (1)	5.43% (5)	20.65% (19)	46.74% (43)	26.09% (24)	92
My city provides free access to government online services through kiosks, mobile apps, community centers, post offices, libraries, and public spaces to ensure seniors have access to appropriate new technology.	23	2.17% (2)	5.43% (5)	7.61% (7)	43.48% (40)	41.3% (38)	92
My city promotes electronic inclusion of seniors or e-inclusion to access local government services within its jurisdiction.	24	2.17% (2)	9.78% (9)	21.17% (25)	42.39% (39)	18.48% (17)	92

#### Public Added Value Index Scale Reliability – Cronbach's Alpha Test

The summed percentages of the 24 survey questions were used to test the inter-item reliability of the Public Added Value Index (PAVI). More specifically, to answer the question of whether the three dimensions selected to construct the PAVI are related to each other and whether or not they measure the same construct. Internal reliability of the aggregated measurement is assessed using Cronbach's alpha to measure the internal consistency among the four dimensions (includes the EOS dimension) that frame the PAVI. That is, for reliability of the scale Cronbach's alpha is used to measure the reliability or internal consistency (e.g., inter-correlations among survey items) of a set of scales or test items (Cronbach, 1970). Generally, alpha coefficient ranges in value from 0 to 1 and can be used to measure internal consistency ("reliability") of factors extracted from dichotomous multi-point Likert surveys that form a scale (i.e., rating scale: 1 = strongly disagree, 5 = strongly agree), and you wish to determine if the scale is reliable (Hair et al., 2006; Frankfort-Nachmias & Nachmias, 2008). The reliability of the scale is generally accepted if the value of Cronbach's alpha for each construct is equal or greater

than 0.70. A high value of alpha ( $>0.7$ ) is normally considered as evidence that the items accurately measure an underlying construct. An assumption of internal reliability is that all items are written to measure for one overall aggregate construct (Hair et al., 2006; Frankfort-Nachmias & Nachmias, 2008). Table 15 shows Cronbach's alpha coefficient of .955 is computed, which indicates a high level of internal consistency for this study's scale of reliability.

Table 15 - Cronbach's Alpha

Reliability Statistics		
Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
0.955	0.954	24

### Correlation Analysis

A correlation matrix is used to measure the strength of association of the independent variables of transformational leadership ( $X_1$ ), trust and legitimacy ( $X_2$ ), ICT and E-Government ( $X_3$ ), and the dependent variable of EOS ( $Y=b_0$ ).

Table 16

Correlation Matrix of Independent, Dependent and Control Variables

	EOS	T_Leadership	Trust	ICT	Population	Age	Education
EOS	1						
Transformational Leadership	.785**	1					
Trust and Legitimacy	.707**	.805	1				
ICT and E-Government	.553**	.533**	.547**	1			
Population	.048	-.038	-.049	.037	1		
Age	-.160	-.070	-.015	-.016	.247*	1	
Education	.126	.038	.111	.022	-.111	-.105	1

\*\*Correlation is significant at the 0.01 level (2-tailed).

\*Correlation is significant at the 0.05 level (2-tailed).

## Evaluation of Correlation Matrix Findings

In the Table 16 results, the statistical analysis showed strong positive correlations between the dependent variable, *Employment Opportunities for Seniors (EOS)* and the independent variables of transformational leadership (.785), trust and legitimacy (.707), and ICT and E-Government (.553). It also shows a strong correlation with the control variable of age (.247). The correlations between EOS and all other variables were not statistically significant.

## Hypotheses Testing and Regression Equations

To identify and understand key variables, correlation analysis is utilized as a preliminary statistical tool in this study. The multivariate technique of multiple linear regression analysis is used to analyze the relationship between a single dependent (criterion) variable and several independent (predictor) variables while controlling for population size, age and education. The objective of this multivariate technique is to predict changes in the dependent variable in response to changes in the independent variables, which is most often achieved through the statistical rule of least squares (Hair et al., 2006). The next section will discuss the three hypotheses reported in chapter three, which will then be followed by the findings of the regression analysis. The following hypotheses have been established to answer the study's primary research question: What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors?

## Hypotheses 1

Hypothesis 1 assesses the extent and nature of the relationship between a public organization's *Transformational Leadership* style and the promotion of employment opportunities for seniors.

**H1:** All factors being equal, a city's **transformational leadership** style leads to the promotion of employment opportunities for seniors within its jurisdiction.

*H1<sub>0</sub>:* There is no statistically significant relationship between transformational leadership and employment opportunities for seniors.

*H1<sub>a</sub>:* There is a statistically significant relationship between transformational leadership and employment opportunities for seniors.

## Hypotheses 2

Hypothesis 2 assesses the extent and nature of the relationship between a city's perceived level of trust and legitimacy and the promotion of employment opportunities for seniors.

**H2:** All other factors being equal, a city's transparency policies affect its **trust and legitimacy** to promote employment opportunities for seniors within its jurisdiction.



*H2<sub>0</sub>*: There is no statistically significant relationship between trust and legitimacy and employment opportunities for seniors.

*H2<sub>a</sub>*: There is a statistically significant relationship between trust and legitimacy and employment opportunities for seniors.

### Hypotheses 3

Hypothesis 3 assesses the extent and nature of the relationship between ICT and E-Government and the promotion of employment opportunities for seniors.

**H3**: All other factors being equal, a city's delivery of **information practices** affects the electronic inclusion of seniors to access local government services and employment opportunities.

*H3<sub>0</sub>*: There is no statistically significant relationship between ICT and e-government and employment opportunities for seniors.

*H3<sub>a</sub>*: There is a statistically significant relationship between ICT and e-government and employment opportunities for seniors.

### Variables:

- Dependent Variable:
  - Employment Opportunities for Seniors (EOS): Percent of cities that promote employment opportunities for seniors.
- Independent Variables:
  - Transformational Leadership: Percent of public

managers that cultivate follower’s creativity to effect organizational innovation resulting in public sector creative governance to create public value to seniors.

- Trust & Legitimacy: Percent to which there is legitimacy of and trust in public action.
- ICT and E-Government: Percent to which a public organization promotes electronic inclusion or e-inclusion to seniors to access local government services online.
- Education: Respondents highest level of education
- Age: Matureness of respondents
- Population: Current total population in each respective city.

Since the research is interested in the relationship between EOS and transformational leadership, including other independent variables, multiple linear regression analysis is the most appropriate test to answer the study’s research question.

Table 17  
*Multiple Linear Regression Analysis Results*

<b>Model Summary</b>				
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.824 <sup>a</sup>	.680	.658	.502

a. Predictors: (Constant), ICT and E-Government, Age, Education, Population, Transformational Leadership, and Trust and Legitimacy.

Table 17 provides the R<sup>2</sup> value (.680), which indicates the total variation of the dependent variable ‘EOS’ that can be explained by the independent variables in the model by 68 percent. R-squared varies between 0 and 1. In this case it is .680, which indicates ICT and E-Government, Age, Education, Population, Transformational Leadership, and Trust and Legitimacy can explain 68 percent of the variance in the promotion of employment opportunities for seniors. This does not imply causality.

$$Y = f(\text{PAVI} + C)$$

$$\text{EOS} = .360 + .114 (\text{population}) + -.135 (\text{age}) + .082 (\text{education}) + .562 (\text{transformational leadership}) + .163 (\text{trust and legitimacy}) + .156 (\text{ICT and E-Government}) + e$$

Table 18  
ANOVA

ANOVA					
Model	Sum of Squares	df	Mean Square	F	p
Regression	46.569	6	7.761	30.771	.000 <sup>b</sup>
Residual	21.945	87	.252		
Total	68.513	93			

- a. Dependent Variable: Employment Opportunities for Seniors (EOS)
- b. Predictors: (Constant), ICT and E-Government, Age, Education, Population, Transformational Leadership, and Trust and Legitimacy.

The ANOVA in table 18 indicates that the regression model is statistically significant with a P value <0.05. The table also shows that the proportion of variance explained in the first table is significant. It also shows that the overall effect of the three independent

variables on EOS is significant. In other words, the variables have a significant combined effect on the dependent variable.

The Regression Model in table 19 shows the relationship between the study's dependent variable *Employment Opportunities for Seniors* (EOS) and several independent variables (i.e., Transformational Leadership, Trust and Legitimacy, and ICT and E-Government) while controlling for population size, age and education.

Table 19  
Regression Model -Coefficients

Model	Coefficients <sup>a</sup>				
	Unstandardized Coefficients		Standardized Coefficients		Sig.
	B	Std. Error	Beta	t	
EOS	.360	.484		.745	.459
Transformational Leadership	.570	.107	.562	5.346	.000
Trust and Legitimacy	.182	.119	.163	1.528	.130
1 ICT and E-Government	.149	.071	.156	2.108	.038
Population	.008	.005	.114	1.802	.075
Age	-.113	.053	-.135	-2.134	.036
Education	.065	.049	.082	1.320	.190

a. Dependent Variable: Employment Opportunities for seniors (EOS)

## PAVI Regression Equation Models

$$Y = f(\text{PAVI} + C)$$

$$\text{EOS} = .360 + .114 (\text{population}) + -.135 (\text{age}) + .082 (\text{education}) + .562 (\text{transformational leadership}) + .163 (\text{trust and legitimacy}) + .156 (\text{ICT and E-Government}) + e$$

$$Y = f(\text{TRANSFORMATIONAL LEADERSHIP} + C)$$

$$\text{EOS} = .360 + .562 (\text{transformational leadership}) + .114 (\text{population}) + -.135 (\text{age}) + .082 (\text{education}) + e$$

$$Y = f(\text{TRUST AND LEGITIMACY} + C)$$

$$\text{EOS} = .360 + .163 (\text{trust and legitimacy}) + .114 (\text{population}) + -.135 (\text{age}) + .082 (\text{education}) + e$$

$$Y = f(\text{ICT AND E-GOVERNMENT} + C)$$

$$\text{EOS} = .360 + .156 (\text{ICT and E-Government}) + .114 (\text{population}) + -.135 (\text{age}) + .082 (\text{education}) + e$$

The Regression Model in table 19 indicates the coefficient on the ‘Transformational Leadership’ variable is positive and statistically significant at the  $p < .05$  level. That is, creative governance is highly dependent on transformational leadership style and organizational structure, which sets the stage for creativity to flourish and results in innovation. Concomitantly, leading to the creation of public added value to seniors. A one-unit increase in the percentage of transformational leadership increases the percentage of EOS by 56 percent. According to the Beta value, transformational leadership has the strongest relationship with the EOS variable. These findings support

hypothesis 1: There is a statistically significant relationship between transformational leadership and employment opportunities for seniors.

The coefficient on the 'Trust and Legitimacy' variable is positive, however the results did not produce a statistically significant result ( $p > .13$ ). In this case, fail to reject the null hypothesis in favor of the alternative hypothesis. The variables p-value (.130) is greater than the usual significance level of 0.05. A one-unit increase in the percentage of *trust and legitimacy* decreases the percentage of EOS by 16.3 percent. Hypothesis 2 is not supported by the results of the regression analysis: There is no statistically significant relationship between trust and legitimacy and employment opportunities for seniors.

The coefficient on the 'ICT and E-Government' variable is positive and statistically significant at the  $p < .05$  level. That is, ICT enabled public institutions have a positive impact on public services and their delivery, both via Internet websites, portals, and mobile technology. A one-unit increase in the percentage of ICT and E-Government increases the percentage of employment opportunities for seniors by 15.6 percent. These findings support hypothesis 3: There is a statistically significant relationship between ICT and e-government and employment opportunities for seniors.

Lastly, as shown in Table 19 the coefficient on the 'Age' variable is negative and statistically significant at the  $p < .05$  level. An interesting perception based on the data is middle-aged public officials are more likely to create public added value to seniors in their respective jurisdictions. Put differently, it is perceived local government officials between the age ranges of 45 to 54 are more likely to promote creative governance practices and influence ways of innovation to create public added value in meeting the needs of the aging population in the state of Texas. A one-unit decrease in the percentage of population age increases the percentage of EOS by 13.5 percent.

The following tables (i.e., Table 20, 21, and 22) show's regression analysis on the relationship between the study's dependent variable EOS and each of the study's independent variables; Transformational Leadership, Trust and Legitimacy, and ICT and E-Government respectively, while controlling for population size, age and education.

Table 20  
Regression Model – Transformational Leadership

Model	Coefficients <sup>a</sup>					
	Unstandardized Coefficients		Standardized Coefficients		Sig.	
	B	Std. Error	Beta	t		
1	EOS	.652	.492		1.325	.189
	Population	.009	.005	.119	1.821	.072
	Age	-.104	.055	-.124	-1.906	.060
	Education	.077	.050	.097	1.524	.131
	<b>Transformational Leadership</b>	<b>.788</b>	<b>.064</b>	<b>.777</b>	<b>12.298</b>	<b>.000</b>

a. Dependent Variable: Employment Opportunities for Seniors' (EOS)

The Regression Model in table 20 indicates the coefficient on the 'Transformational Leadership' variable is positive and statistically significant at the  $p < .05$  level. A one-unit increase in the percentage of transformational leadership increases the percentage of EOS by 78 percent. This is a 22 percent increase over performing the regression analysis with all variables.

Table 21  
Regression Model – Trust and Legitimacy

Model	Coefficients <sup>a</sup>					
	Unstandardized Coefficients		Standardized Coefficients		Sig.	
	B	Std. Error	Beta	t		
1	EOS	1.057	.557		1.897	.061
	Population	.009	.005	.130	1.747	.084
	Age	-.148	.062	-.177	-2.371	.020
	Education	.034	.058	.043	.594	.554
	<b>Trust and Legitimacy</b>	.787	.061	.705	9.728	.000

a. Dependent Variable: Employment Opportunities for Seniors (EOS)

The Regression Model in table 21 indicates the coefficient on the Trust and Legitimacy variable is positive and statistically significant at the  $p < .05$  level. A one-unit increase in the percentage of Trust and Legitimacy increases the percentage of EOS by 70.5 percent. This is a 54.2 percent increase when variable is run independently.

Table 22  
Regression Model – ICT/E-Government

Model	Coefficients <sup>a</sup>					
	Unstandardized Coefficients		Standardized Coefficients		Sig.	
	B	Std. Error	Beta	t		
1	EOS	1.979	.641		3.088	.003
	Population	.006	.006	.079	.885	.378
	Age	-.133	.074	-.159	-1.793	.076
	Education	.084	.069	.106	1.223	.224
	<b>ICT and E-Government</b>	.521	.082	.545	6.342	.000

a. Dependent Variable: Employment Opportunities for seniors<sup>3</sup> (EOS)



The Regression Model in table 22 indicates the coefficient on the ICT and E-Government variable is positive and statistically significant at the  $p < .05$  level. A one-unit increase in the percentage of ICT and E-Government increases the percentage of EOS by 54.5 percent. This is a 38.9 percent increase over performing the regression analysis with all variables.

### Summary of Findings from the Survey Data Analysis

The data collected from 87 Qualtrics web based surveys were analyzed and three hypotheses were tested and summarized in Chapter 4. In this study, correlation analysis is utilized as a preliminary statistical tool. The multivariate technique of multiple regression analysis is used to analyze the relationship between a single dependent (criterion) variable and several independent (predictor) variables while controlling for population size, age and education. The validity of the hypotheses is corroborated by the correlation analysis. The two hypotheses tested were supported by the results of the regression analysis. For instance, the statistical analysis indicated positive correlations between the dependent variable (i.e., employment opportunities for seniors) and the independent variables of transformational leadership, and ICT and e-government. However, the results did not produce a statistically significant relationship between the independent variable of trust and legitimacy and the dependent variable of EOS ( $p > .13$ ). Therefore, the results of the regression analysis rejected the null hypothesis in favor of the alternative hypothesis. Multiple linear regression analysis is performed to examine whether the independent variables of transformational leadership, trust and legitimacy, and ICT and e-government predict (impact) employment opportunities for seniors (dependent variable). The overall model explained 68.0 percent of variance in output,

which is revealed to be statistically significant,  $F(6, 87) = 30.77, p < .001$ . An inspection of individual predictors revealed that Age (Beta =  $-.135, p < 0.05$ ), transformational leadership (Beta,  $.56, p < .001$ ), and ICT and E-Government (Beta =  $.16, p < 0.05$ ) are significant predictors of overall EOS. For instance, higher levels of transformational leadership are associated with higher levels of employment opportunities for seniors. In a like manner, higher levels of ICT and e-government are also linked to higher levels of employment opportunities for seniors. Interestingly, the 'Age' predictor had the highest participation rate of 39.4 percent, which came from 37 respondents who are between the ages of 45 and 54. This predictor could be used to guide future development and validation of public added value measures at the local government level.

## Chapter V: DISCUSSION

This chapter highlights the most significant findings of this study while taking into consideration theoretical propositions developed by the public value research. It also presents the implications for practice drawn from the results of this study. Next, recommendations for future research will be discussed. The chapter ends with conclusions summarizing the importance of the study's findings. First, the study's hypotheses are succinctly restated followed by the purpose of this quantitative correlational research study.

### Restatement of Hypotheses

#### Hypotheses 1

The study hypothesized, a city's transformational leadership style leads to the promotion of employment opportunities for seniors. The positive coefficient on the variable is statistically significant, indicating creative governance is highly dependent on a public organizations transformational leadership style and organizational structure, which sets the stage for creativity to flourish and results in innovation. Thereby, creating public added value to seniors. The positive coefficient suggests, the more public officials are morally responsive to the best interests of their citizens, the more a city will promote employment opportunities for seniors within its jurisdiction. Moreover, transformational leadership is a principal dimension of creative governance practices in public organizations when responding to the social, economic and policy implications of the aging population.

## Hypotheses 2

The study also hypothesized, a city's transparency policies affect its legitimacy of and trust in public action, which may effect the generation of public support for the promotion of employment opportunities for seniors. Although, the coefficient on the "Trust and Legitimacy" variable is positive, the results did not produce a statistically significant result when regression analysis is carried out with all variables (i.e., independent and control variables). The regression coefficient suggests that the more a city is trusted and perceived legitimate, the less public officials are morally responsive to promoting employment opportunities for seniors. In fact, a one-unit increase in the percentage of Trust and Legitimacy decreases the percentage of employment opportunities for seniors by 18.2%. However, when regression analysis is carried out with a single independent variable (i.e., trust and legitimacy) while controlling for population size, age and education, the dimension is positive and significant. That said, the Regression Model in table 21 indicates the coefficient on the Trust and Legitimacy variable is positive and statistically significant at the  $p < .05$  level. A one-unit increase in the percentage of Trust and Legitimacy increases the percentage of EOS by 70.5 percent. This is a 54.2 percent increase over performing the regression analysis with all variables.

## Hypotheses 3

This hypothesis proposed a city's delivery of information practices affects the electronic inclusion of seniors to access local government services and employment opportunities. The coefficient on the "ICT and E-Government" variable is positive and statistically significant. That is, ICT enabled public institutions have a positive impact on public services and their delivery, both via Internet websites, portals, and mobile

technology. Moreover, the positive coefficient suggests the more a city uses ICT technologies, the more overall connection older adults will have to employment opportunities, online communities, increased knowledge, and a better overall connection to society.

### Purpose of Study

The purpose of this quantitative correlational research study is to assess the factors that influence the moral obligation's of public officials and their responsiveness to their citizens who have some kind of disadvantage(s) in the labor market (e.g., seniors) and to determine whether these factors were related to the organizational leadership style, perceived level of trust and legitimacy, and ICT and E-Government. At the heart of this study is public value creation achieved by building a robust case for age-friendly policies, programs, and fostering employment initiatives focused on enhanced public service delivery for seniors, and the common good. A contribution of this study is the development of the Public Added Value Index (PAVI), which assesses public value creation in contemporary public administration. This study couples the PAVI to Public Value Theory (PVT) in a quantitative research study.

The participants in this study were local public and elected officials in 43 cities across different geographical locations in the state of Texas. Data collected from a web based survey of 231 public and elected officials were used to test hypotheses and confirm findings. Only two hypotheses were supported by the survey data: transformational leadership and ICT and E-Government. Moreover, since the research is interested in the relationship between and transformational leadership, including other independent variables, multiple linear regression analysis is the most appropriate test to answer the study's research question: What factors influence public administrators to incorporate

creative governance practices through cross-sector collaborations to promote employment opportunities for seniors?

### Findings integrated with Public Value Theory

A significant finding in this study is a transformational leadership style in public organizations appears to be a relevant factor in enhancing followers' creativity at the individual level, concomitantly having a positive impact on innovation at the organizational level. According to De Vries et al. (2014), empowered employees are an important source of innovation. Harnessing employee ideas and creativity is important in order to boost growth, greater efficiencies, and higher performance (Banbury & Mitchell, 1995; Baer & Frese, 2003). Moreover, transformational leaders possess an extraordinary talent for coupling visions of success to empowerment and motivation among their followers (Rainey, 2009, p. 327). Indeed, based on survey data responses, today's public administrators create public added value by fostering the inclusion of diverse perspectives; promoting employee creativity by empowering employees to search out new technologies, processes and techniques; by being flexible and continually adapting to change; and articulating a compelling vision of the future. These leadership skills couple well with perceptions of Public Value Theory. For example, the conceived approach to public value conceptualizes 'value' as value added or created through the activities of public organizations and their managers (Moore, 1995). According to Rodriguez et al. (forthcoming) leadership plays an integral role in promoting and harnessing organizational creativity resulting in public sector creative governance. Moreover, transformational leadership is assumed to promote collaboration, collective decision-making, open communications, trust, and creativity (Rodriguez and Portugal, 2019).

Another significant finding in this study are innovations in ICT and E-Government services to seniors. In particular, technological innovations that promotes meaningful electronic inclusion of seniors as a way to access local government services. This finding is also consistent with the perceptions of Public Value Theory. Public added value is created when city practices takes the older population into account when crafting public policy, programs, or when narrowing the digital divide by ensuring seniors have access to appropriate new technology. This corroborates the findings of Questions 20 through 24, which established that over 60 percent of the respondents either strongly agree or agree that their respective city promote electronic inclusion of seniors to access local government services.

An important study conducted by Coursey and Norris (2008), *Models of E-government: Are they correct? An empirical assessment*, compare five models that predict the development or evolution of e-government. The authors suggest, local e-government in the United States moves at an incremental pace and has not advanced (i.e., transformative change) as much as the normative models have predicted. Instead, local e-government primarily delivers information and services online, with sparse transactions and limited interactive capability. This study takes the incremental pace of e-government into consideration and nevertheless suggests decreasing digital inequality among older adults at the local government level increases public added value no matter the rate of technology. For example, the diminution of the digital divide and the use of technology create public added value by increasing knowledge, elicit closer family ties, and leads to improved overall connection to society (Delello & McWhorter, 2017). Other advantages of ICT use by older adults include: increased feelings of personal growth and a purpose in life; and, an increase feeling of independence (Berkowsky et al., 2013). Moreover, the

use of Internet technologies has also contributed to additional benefits (as cited in Kernaghan, 2015), including personal fulfillment, health preservation, functional capability and activity, and social connectedness (Baker, 2013). According to Lawhon, Ennis, and Lawhon (1996), ICTs can positively benefit the quality of life of older adults by increasing socialization and productivity, enhancing physical and mental functioning, and increasing self-esteem.

### Implications for Practice

The data from this study should interest public managers, policymakers, practitioners, and academic scholars. This study could inform public policy and program decisions of public administrators on the implications of population aging. This study will also help identify to what degree local government management factors influence the ways of creative governance practices and meet the needs of the diverse population of older citizens (those 65 and older) in the state of Texas. Moreover, this study aligns with Faulkner and Kaufman's (2018) postulation that public value may be capable of being measured in a largely standardized manner across organizations. With that said, this study provides an empirical basis to incorporate the Public Added Value Index (PAVI) into the public value discourse. The PAVI also supports public organizations to reliably measure the extent to which they are generating public added value for seniors at the local government level in the state of Texas and reveals how much of the created public value is governmental.

### Research Limitations

According to Creswell (2009), quantitative survey research methods have inherent limitations including honesty in answering survey questions, generalization of research



findings, and omission of some salient variables that could have been included in the survey. For this reason, accuracy of the findings depends on the honesty and reliable time the respondents put forth when answering the questions. Additional limitations or threats to the validity include sample size, personal bias, survey question administration and content, and coding matters.

### Recommendations for Further Research

Despite the fact that the economic and social problem of an aging population is well-known, there is still a dearth of research on aging by public administration scholars in the United States. Specifically, on local governments employing public service and cross-sector collaborations to think creatively by incorporating innovative ways to counter the serious future implications of population aging on society. As a consequence, these actions have the potential to provide a direct benefit to the aging population and an indirect benefit to society.

Future research should seek to replicate the Public Added Value Index (PAVI) dimensions, and perhaps use the same methodology to capture and measure perceptions and individual desires of seniors concerning: the moral obligations of public official's to their senior citizens, the legitimacy of and trust in public action, and; ICT and e-government. Moreover, a city could augment the PAVI with a construct that is unique to its respective jurisdiction (e.g., senior population ratio). Although the trust and legitimacy dimension is not statistically significant in this study, it is nevertheless a very important construct to consider in future research based on previous literature on public value (e.g., Moore, 1995; Kelly et al., 2002; Meynhardt & Bartholomes, 2011; Kim & Lee, 2012; de Vries et al., 2014; Denhardt & Denhardt, 2015; Al-Hujran, et al., 2015).

That said, replication of the PAVI model in future research should include the trust and legitimacy dimension based on the importance of the dimension in the public value literature.

Future research could also adopt analytical themes of public value measurement found in the systematic review of the growing literature on public value measurement conducted by Faulkner & Kaufman (2018), *Avoiding Theoretical Stagnation: A Systematic Review and Framework for Measuring Public Value*. These themes include: outcome achievement, service delivery quality, and efficiency. Additionally, future research may consider correlating EOS with other predictor variables such as senior population ratio, budget (i.e., fiscal capacity to promote senior programs), and senior debt ratio to see if they play a role in the creation of public added value for baby boomers. Future research could also expand the geographical area to include states with similar population totals for seniors.

In order for public value efficacy as a framework to be fully realized, future research should also include empirical investigation for a more robust understanding of the public value creation and creative governance innovation through strong cross-sector collaborative networks. Following Meynhardt and Bartholomes (2011), I agree future research should also consider a controlled longitudinal study design to gain a better insight into the creation of public value.

## Conclusions

In chapter three, the study identified the need for empirical research in order to advance the public value discourse. This study's design fills the gap by providing empirical evidence on public sector creative governance practices and administration to

create and deliver public added value to the aging population of baby boomers. Thus, contributing to a more evidence-based body of knowledge in the public value research and literature. This quantitative study developed a public added value index (PAVI), which is comprised of three dimensions essential for assessing and measuring the extent to which local public agencies in Texas create public value for older Americans. The dimensions are (1) transformational leadership; (2) trust and legitimacy, and; (3) information and communications technologies (ICT) and e-government. These three dimensions of public value can be generalized across most or all types of contemporary public organizations in the state of Texas. This study also assumes that public value creation at the local government level is evaluated against these three dimensions.

This research provides empirical data to inform public policy and program decisions of public administrators. It may also allow for the modification and re-evaluation of existing aging policies, static employment practices and aging programs. What is more, the empirical data could provide guidelines for lessening the strain on federal, state, and local budgets due to increased pressures for public expenditures on pensions and entitlement programs that support seniors such as Social Security, Medicare, health and aged care.

Important findings in this study show there are commonalities among local government aging policies, innovation and creative governance initiatives for seniors in the state of Texas. An interesting perception based on the data is that middle-aged public officials are more likely to create public added value to seniors. That is, local government officials between the age ranges of 45 to 54 are perceived to more likely promote creative governance practices and influence ways of innovation to create public added value in meeting the needs of the aging population in the state of Texas. In the same spirit, public

organizations have a moral obligation to be responsive to the needs of the aging population. As a consequence, the creation of public added value to seniors could have positive individual and societal impacts by providing a direct benefit to the aging population and an indirect benefit to society. As an example, homeowners in the state of Texas are obligated to pay school taxes even though they may not have any children. Paying school taxes comes with positive externalities to society as a whole when children in a community are educated. These same children will grow to have a positive effect on the economy and society (R. Hissong, personal communication, September 29, 2016).

While no single approach can solve societal problems like the rapid aging population, local governments are at the front lines of public value creation (Getha-Taylor, Pierce & Blackmar, 2015). Moreover, depending on how local governments counter the demographic shift will determine the quality of public service well into the distant future (Benest, 2007). Also, the magnitude of an aging society will depend on the severity of population aging and how well public policy on aging adjusts to the new demographic realities (Lee and Mason, 2017). To that end, public administrators should proactively plan and prepare for the coming age wave of seniors turning 65 years old or older. When devising comprehensive policies for sustainable economic growth, they would do well to recognize the silver lining to managing the effects of a changing demographic, and the economic and social value that older Americans bring to local government.

By embracing open innovations through strong cross-sector collaborations to develop age-friendly public policy measures that would improve the economic and social well-being of older Americans, public administrators could collaboratively deliver public

added value to seniors, while contemporaneously delivering impactful solutions to the societal problem of population aging.

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## Proposed Study Timeline

New Public Service: Gray Matters in the Delivery of Public Added Value through Creative Governance Practices – A Silver Lining to Managing the Effects of a Changing

### Demographic

- March 28, 2019 – June 15, 2019: Submit surveys, collect data, and conduct data analysis.
- April 15, 2019: Submit application for graduation
- June 16, 2019 – July 14, 2019 – Develop and submit a complete draft of my dissertation to my committee chair.
- July 15, 2019 – July 19, 2019: Defend dissertation results to the dissertation committee.
- August 1, 2019 – Submit approved dissertation to library
- August 2, 2019 – Submit dissertation defense report to office of admissions, records and registration
- August 7, 2019 – Submit intellectual property and survey of earned doctorates form to library
- August 8, 2019 – Upload dissertation to Vireo (after all edits have been completed)
- December 13, 2019 – Commencement/Graduation (No summer commencements will take place)

## APPENDIXES

### Appendix A – Questionnaire

The following questions are directed at local government public officials.

Instructions:

1. By continuing with the survey, you are voluntarily consenting to participate and attest that (a) you have read and understand the consent; (b) are voluntarily agreeing to participate in this research; and (c) are 18 years of age or older.
2. Personally Identifiable Information (PID) such as name, Social Security Number (SSN) etc., is not required to participate in this survey. Please do not indicate your name, SSN, or any other information that could be used to associate you with this questionnaire.
3. The purpose of this research is to better understand the extent local government administrators in cross-sector collaborations, influence ways of innovation, and creative governance practices to create public added value in meeting the needs of the aging population in the state of Texas. Specifically, the advancement of economic, social and age-friendly policies geared toward senior services and employment opportunities that may help increase disposable income, which could improve the quality of life for some older Americans that need it (those 65 and over).

If we could understand how cities with differing levels of aging populations tackle this specific societal problem, then we may have answers to aging questions, which could help policy makers, public organizations, the private sector, and individuals to better prepare for the social, economic, and policy implications from population aging.

Thank you for your time in completing this survey.

By continuing with the survey, you are voluntarily consenting to participate and attest that (a) you have read and understand the consent; (b) are voluntarily agreeing to participate in this research; and (c) are 18 years of age or older.

- I Agree
- I Don't Agree

**I. Demographic Information:**

1. What gender do you identify yourself with?

- Male
- Female
- Any other
- I do not wish to disclose my gender

2. What is your race/ethnicity?

- White or Caucasian but not Hispanic/Latino
- Black or African American but not Hispanic/Latino
- Hispanic or Latino
- Asian or Pacific Islander
- Native Hawaiian or Alaska native
- Two or more races
- Unknown race/ethnicity
- Other
- I do not wish to disclose my racial/ethnic identity

4. What is your age range?

- 18-24
- 25-34
- 35-44

- 45-54
- 55-64
- 65+
- I do not wish to provide my age

5. What is your highest degree or level of school you have completed?

- Some high school, no diploma
- High school graduate, diploma or the equivalent (for example: GED)
- Some college credit, no degree
- Trade/technical/vocational training
- Associate degree
- Bachelor's degree
- Master's degree
- Professional degree
- Doctorate degree

6. How many years of experience do you have in government service (example: Local, State, Federal)?

- Less than 1 year
- 1-10
- 11-20
- 21-30
- 31 and above

7. Which of the following most closely matches your job title?

- Mayor
- City Council Members
- City Manager
- Assistant City Manager

- Parks and Recreation Director
- Human Resources Manager
- Director of Information Technology
- City Attorney
- Economic Development Director
- Planning Director

## II. Transformational Leadership

Please provide your input to the following questions related to the style of leadership in your organization. Refer to definitions below to answer the questions.

Indicate how strongly you agree or disagree with the statements below:

### **Definitions:**

*Creativity:* the crafting of a policy, program, work product or novel idea by an individual or team that transgresses the regular and formal boundaries, structures, or processes of an organization to provide added value to stakeholders.

*Innovation:* Is the successful implementation of creative ideas within an organization.

1. My city makes a significant effort to foster the inclusion of diverse perspectives to develop creative ideas among employees.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
2. My city fosters employee creativity by allowing employees to search out new technologies, processes, and techniques.
  - Strongly agree



- Agree
  - Undecided
  - Disagree
  - Strongly disagree
3. My city's manager serves as a good role model for creativity because he/she searches out new working methods, techniques or instruments that are unique and especially useful to the organization.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
4. My city's manager is innovative. He/she introduces innovative ideas into the work environment in a systematic way.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
5. My city articulates a compelling vision of the future.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
6. My city can be described as flexible and continually adapting to change.

- Strongly agree
- Agree
- Undecided
- Disagree
- Strongly disagree

### **III. Employment Opportunities for Seniors**

Please provide your input to the following questions related to fostering employment opportunities for seniors (those 65 years old and older).

1. My city supports senior's participation in the labor market by fostering cross-sector collaborations to promote employment opportunities for seniors within its jurisdiction.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
2. My city supports work skills development for seniors within its jurisdiction.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
3. My city provides special support to seniors (those 65 years old or older) in the labor market through cross-sector collaborations.
  - Strongly agree
  - Agree

- Undecided
  - Disagree
  - Strongly disagree
4. My city plays an active role in advocating for equal opportunities for seniors in the labor market.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
5. My city has adopted aging-friendly policies geared toward senior services.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
6. My city has implemented aging-friendly policies geared toward senior services.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree

#### **IV. Trust and Legitimacy**

Please provide your input to the following questions related to trust and legitimacy in your city.

Trust and legitimacy refers to the extent to which an organization and its activities are trusted and perceived to be legitimate by the public and by key stakeholders.

1. My city is transparent and is an institution one can trust.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
2. My city operates justly and fairly, and leads to just and fair conditions in the society at large.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
3. My city is perceived as legitimate.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
4. My city identifies and measures how public services for seniors are currently delivering added value within its jurisdiction.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree

- Strongly disagree
5. My city engages senior citizens, public managers and other stakeholder's organizations in an iterative process for creating public value.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
6. My city makes publications of council reports and performance readily available to the public.
- Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree

## V. ICT and E-Government

Please provide your input to the following questions related to ICT and E-Government in your city. Refer to the definitions below to help answer the questions.

### **Definitions:**

Information Communication Technology refers to any computer-based or computer-assisted device or application used for communicative or informational purposes. ICT is most often used to refer to Internet-connected computers, but can also be used to refer to mobile communication devices and social media applications

E-Government refers to the use by government agencies of information technologies (such as wide area networks, the Internet, and mobile computing). E-Government involves the delivery of information and transactions by public sector organizations via the Internet to stakeholders including citizens, businesses, other government agencies and employees. E-government enables people with access to take advantage of digital

government information and services.

E-Government Portal: a government website that is offering various useful electronic services to the citizens.

1. My city provides targeted online services tailored to seniors (those 65 years old or older).
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
2. My city recognizes the appropriate social media platforms (e.g., Facebook, Twitter, YouTube, etc.) to provide services and communication to the senior citizen population within their jurisdiction.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
3. My city effectively supports seniors' digital skills development with e-government portals to access local government services.
  - Strongly agree
  - Agree
  - Undecided
  - Disagree
  - Strongly disagree
  
4. My city's public managers are technically competent in their influence and effectiveness with ICT and e-government.

- Strongly agree
- Agree
- Undecided
- Disagree
- Strongly disagree

5. My city provides free access to government online services through kiosks, mobile apps, community centers, post offices, libraries, and public spaces to ensure seniors have access to appropriate new technology.

- Strongly agree
- Agree
- Undecided
- Disagree
- Strongly disagree

6. My city promotes electronic inclusion of seniors or e-inclusion to access local government services within its jurisdiction.

- Strongly agree
- Agree
- Undecided
- Disagree
- Strongly disagree

## Appendix C – Institutional Review Board – IRB Application



### INSTITUTIONAL REVIEW BOARD (IRB) FOR THE PROTECTION OF HUMAN SUBJECTS APPLICATION FOR RESEARCH INVOLVING HUMAN SUBJECTS

Faculty, staff, or students who propose to engage in any research, research development, testing or evaluation with human subjects must have review and approval from the IRB prior to initiation. Some activities involving humans are not considered human subject research requiring IRB review (i.e., class projects, program evaluation, oral histories, quality improvement). Refer to the [Research Project Chart](#) for more information.

**\*\*Utilize the [IRB Submission Checklist](#) to guide you through the full IRB application process. NOTE: All study personnel must have completed Human Subjects Protection (HSP) Training prior to study approval. HSP Training expires and must be retaken every 3 years.\*\***

If you require assistance to complete this form or need additional information, please contact Regulatory Services at 817-272-3723 or [regulatoryservices@uta.edu](mailto:regulatoryservices@uta.edu). Regulatory Services also has open office hours every Thursday from 9:00 – 11:00am.

#### SECTION A: GENERAL INFORMATION

- 1. Non-UTA Personnel:** *Enter all individuals that are NOT affiliated with UTA who will interact or intervene with human subjects for the research study OR who will access identifiable subject data. **UTA-affiliated** personnel should be listed on the electronic portion of the protocol (#3) in the electronic submission system.*

**\*Note:** *In the electronic submission system, upload a completed Non-UTA Collaborator Form and Human Subject Protection training for each listed Non-UTA individual.*

Name:	Organization:



2. **Expected Start Date and Completion Date: Start date: February 04, 2019, Completion Date: April 15, 2019** (You are not authorized to start any research on human subjects including subject recruitment until the IRB has approved the research protocol.)

3. **Funding:** Indicate existing, potential, or pending sources of funding below (you may select more than one).

\*Note: If you do (or may) receive funding from NSF, NIH, CMMS, DOD, DOJ, DOE, DOEd, DOT, or any other federal agency, you MUST disclose this funding source below to ensure that your study is reviewed in accordance with the appropriate federal regulations for that specific federal funding source.

**External:**

**Federal (Sponsor:        )**     **State (Sponsor:        )**     **Industry**  
(Specify Sponsor:        )

**Grants & Contracts Bluesheet Number from Mentis:**

**Other:**

**UTA Department Account**     **Personal Funds**     **Other:**  
 **None**

**SECTION B: RESEARCH CLASSIFICATION, RATIONALE, PROCEDURES, SITES, QUALIFICATIONS, OVERSIGHT**

4. **Research Classification:** Indicate if this study is categorized as **Minimal Risk (MR)** or **Greater than Minimal Risk (GMR)**. “Minimal Risk (MR)” means that the probability and magnitude of harm or discomfort anticipated in the research are not greater in and of themselves than those ordinarily encountered in the subjects’ daily life or during the performance of routine physical or psychological examinations or tests. “Greater than Minimal Risk (GMR)” refers to research activities that do not meet the definition of “Minimal Risk.” Throughout this application form, there may be additional questions or information requested for studies categorized as GMR; these instructions will be presented in purple.

**Minimal Risk (MR)**             **Greater than Minimal Risk (GMR)**

\***Note:** Studies that are federally funded and/or FDA regulated will be further classified into exempt, expedited, or full board in accordance with the Common Rule 45 CFR 46 and/or 21 CFR parts 50 and 56. See **Flowchart**.

5. **Rationale:** List the primary research questions, hypotheses, and / or objectives guiding this study.

**Primary research question:** What factors influence public administrators to incorporate creative governance practices through cross-sector collaborations to promote employment opportunities for seniors?

**Hypotheses:**

**H1:** All factors being equal, a city's **transformational leadership** style leads to the promotion of employment opportunities for seniors within its jurisdiction.

**H2:** All other factors being equal, a city's transparency policies affect its **trust and legitimacy** to promote employment opportunities for seniors within its jurisdiction.

**H3:** All other factors being equal, a city's delivery of **information practices** affects the electronic inclusion of seniors to access local government services and employment opportunities.

6. **Procedures:** *Describe the procedures step-by-step, including details on all methods that will be used to collect human subject data from the beginning to the end of the study. Describe what data will be collected (and if it will be individually identifiable); when and where the data will be collected; and how it will be collected (instruments or other measures). Use clear, concise layman's language that can be easily understood by persons outside your field and provide definitions for any technical terms. Add pictures if needed. **\*Note: Refer to the Types of Research guidance page for a list of specific information required for different types of research.** For GMR research, it is also helpful to provide references or pilot data to support the proposed procedures.*

The research procedures will consist of a Qualtrix on-line 24-item questionnaire and secondary data. The study will survey 231 local government officials from 43 cities located across the state of Texas. Public officials will include Assistant City Managers, Human Resource Directors, Information Technology Directors, Parks and Recreation Directors, Parks and Recreation Managers, and City Council Members. The survey will collect demographic data, as well as Likert response scales ranging from 1 to 5 (e.g., 5= Strongly agree, 4 = Agree, 3 = Undecided, 2 = Disagree, 1 = Strongly Disagree). To generalize the study's findings to the entire state of Texas, 43 cities will be selected from different geographical locations in the state to participate in the survey. The identities of the public officials completing survey will be kept confidential. That is, personally identifying information will not be collected or maintained for survey data. An aggregated percentage measurement that combine the responses to all the statements will be developed to measure the impact of all the individual statements on the creation of public value by local governments in the state of Texas. Data

analysis in this study will be based on quantitative research methods. Quantitative data analysis will be based on multiple regression analysis, using SPSS statistical software package, to analyze the factors that influence the extent to which public added value is created for seniors by local governments. It is anticipated that all documents gathered and analyzed will be publicly available. If any documents that are not publicly available are utilized in the research study, all information that links the documents to specific people, city, or organization will be removed from notes made on the document for data analysis and reporting. Each survey will be assigned a random identifier code; at which point the city or organization name and identifying information will be removed. A single document matching the identifier codes to the city or organization names will be kept in a locked file in Dr. Alejandro Rodriguez's office in the Public Affairs Department at UTA, and this document will be destroyed when the research study is complete. Any data revealing subjects' identities will be kept in a locked and/or encrypted location.

7. **Duration:** *Indicate how many participation sessions, interactions, or follow ups are expected for each subject participant, including the amount of time required for each visit and how long their total participation is expected to take (weeks, months, years, etc.) over the entire duration of the study.*

Participation in this survey will include one session and should last approximately 8 minutes. Total participation for each participant is one day over the entire duration of the study.

8. **Alternatives to Participation:** *Describe subjects' available options if they choose not to participate in the research study and clarify whether individuals that decline participation will still be subjected to the intervention (even if their data will not be utilized for research purposes). If research involves students, describe their alternatives to obtain course / extra credit if applicable. If research involves a health intervention, clarify whether individuals that decline will continue to receive standard care.*

There are no alternative procedures offered for this study. However, participants can elect not to participate in the study or quit at any time at no consequence.

9. **Location(s) and Site(s):** *Specify all locations where research procedures are expected to take place and which study procedures will take place at each site. Studies that take place online should specify the websites where data will be collected. Describe if any of the research will take place internationally. For multi-site research studies, review the web page for Collaborative Research. If any part of*

*this study will be conducted in an institution or location administratively separate from UTA, indicate the institution(s) and upload a site permission letter.*

Subjects for the research study will be recruited through targeted emails and telephone calls (copies of these email and telephone scripts are attached to this application). Analysis of questionnaire data will be collected using Qualtrix (a web-based survey software) available through the University of Texas at Arlington. An Email list of 231 local government officials from 43 cities located across the state of Texas will be obtained from requesting emails through an opens records request from each city. No research will take place internationally.

- 10. Personnel Qualifications:** *Describe the relevant qualifications, special training, and experience of the research team/personnel as it pertains to the specific procedures or population of the study. If you (and your faculty advisor, if applicable) do not have any relevant qualifications or experience, please state that; the IRB will consider the risk level of the study and evaluate if additional oversight or input is necessary.*

Principle investigator has a Master's degree in Public Administration, and completed at least three full academic years of progressively higher-level graduate education leading to a Ph.D. There are no other relevant qualifications, experience or special training pertaining to the population of the study.

- 11. Study Oversight:** *The Principal Investigator has ultimate responsibility for the conduct of this research, protection of subjects, and supervision of all protocol personnel. Describe your plan for oversight and communication to ensure that the entire research team: conducts the research ethically and in accordance with the approved protocol, creates/maintains appropriate study documentation and research records, and protects confidentiality of data.*

My dissertation chair, Dr. Alejandro Rodriguez, Department of Public Affairs will provide oversight and communication to ensure research is ethically conducted and in accordance with approved protocol, and will create/maintain appropriate research records, and will protect confidentiality of data.

## **SECTION C: POPULATION & ENROLLMENT**

- 12. Population(s):** *Describe the target population(s) of the study, for example: UTA students, competent or healthy adults, children, prisoners, non-English speaking, pregnant women, individuals with impaired decision making capacity, other vulnerable populations.*

The study will survey 231 local government officials. That is, public officials in cities across the state of Texas that include assistant city managers, human resource directors, information technology directors, and parks and recreation directors, senior center personnel, and city council members. The purpose of the study is measure the extent cities in the state of Texas are creating public added value by promoting employment opportunities for seniors.

**\*Note: Additional forms may be required for your population. Obtain these from the Forms & Templates Page.**

*For Individuals with Impaired Decision Making Capacity: Upload Form 2A.*

*For Pregnant Women, Fetuses, Women Undergoing In-Vitro Fertilization, or newborns: Upload Form 2B.*

*For Prisoners (Individuals involuntarily detained): Upload Form 2C.*

*For Children (Under 18 or the local legal adult age): Upload Form 2D.*

- 13. Inclusion Criteria:** *List all criteria for including subjects, and explain the methods you will use to determine whether a subject is eligible based on your criteria (i.e. pre-screen, medical chart review). If your study is/will be funded, ensure that the inclusion criteria listed here match the details in your proposal.*

The study will survey 231 local government officials. That is, public officials in each city, including assistant city managers, human resources directors, information technology directors, parks and recreation directors, senior center personnel, and city council members identified through an opens records request from each city.

- 14. Exclusion Criteria:** *Explain any specific factors or contraindications that would make a subject ineligible to participate in this study, even if they would otherwise meet the inclusion criteria listed above. If your study is/will be funded, ensure that the exclusion criteria listed here match the details in your proposal.*

- 15. Number of Subjects:** *Provide the number of subjects (or subject records/data sets) you intend to enroll over the course of the study. This information will be utilized by the IRB to understand the scope and logistics of the study; you may provide a projected range.*

240

**\*Note:** *For MR research, there is no cap on enrollment (enrollment can exceed the number provided here when needed for the study).*

*For GMR research, the proposed number of subjects must be supported by statistical justification and/or references; please provide that information here. Enrollment for GMR research is capped (IRB will approve a specific range or maximum number of participants and enrollment must not exceed that approved number unless the IRB approves a modification request).*

- 16. Recruitment Strategies:** *Describe how you will identify and contact potential participants, and how you will obtain their contact information. Upload permission letters/emails as needed from individuals or organizations providing access to private contact information. Upload a copy of all planned recruitment materials (i.e. letters/emails; website/social media posts; printed flyers; telephone scripts; subject pool posts (SONA, Mechanical Turk, Research Match); scripts for recruitment in-person).*

An email list of 231 local government officials from 43 cities located across the state of Texas will be obtained from requesting emails through an opens records request from each city. This study will approach participants in a four-step procedure: email contact, a phone call, a reminder e-mail, and – if necessary – another phone call. No research will take place internationally. All planned recruitment materials – copies of survey, informed consent, email and telephone scripts will be uploaded with this application.

#### **SECTION D: COMPENSATION AND COSTS**

**\*Note:** *You are responsible for maintaining accurate and confidential records regarding payment of your subjects. Per Accounting Services procedures, compensation must be documented for tax purposes using a W-9 form unless an exception is granted by the Accounting department. Obtaining an exception should be considered for cases of sensitive research or when disclosure of a subject's identity would expose them to high risk. Exception requests are submitted through the Business Affairs Exceptions Tracker (BAET) in SharePoint. Refer to knowledge base article KB0010632 for guidance. Contact Business Technology Services at 817-272-2155 or submit a ServiceNow ticket at <https://uta.service-now.com/selfservice/> for assistance.*

- 17. Compensation:** *Describe any compensation to subjects for participation, including monetary payments, gift cards, course/extra credit, raffle prizes, goods or services, donations to charity, etc. Describe how and when you will provide the payment to the subjects, and how confidentiality will be maintained (for example, use of coding in payment log books/receipts). If you intend to hold a raffle, explain when you expect that the raffle will be drawn, and how participants will be contacted if they win the drawing. For course / extra credit, alternative non-research assignments must be offered for an equal amount of credit.*

No compensation will be offered for participation in this study.

- 18. Costs:** *Describe any costs or expenses (monetary or non-monetary) subjects will incur as a result of participation.*

The participants of the survey will not incur any costs or expenses as a result of their participation.

## SECTION E: INFORMED CONSENT

**\*Note:** *The ethical foundation of human subject research is informed consent. It is important to ensure that subjects are provided with sufficient information to understand the requirements of their participation and the use/purpose of their data. You also cannot obtain information about a person through another individual (such as a family member) unless that person has undergone the informed consent process themselves. Use the Office of Human Research Protection (OHRP) informed consent checklist (<http://www.hhs.gov/ohrp/policy/consentckls.html>) and the IRB's Templates as guidance.*

**Informed Consent, Broad Consent, & Assent:** *Describe the informed consent process, including when, where, and how subjects will be consented. If children or mentally disabled or incapacitated persons will be subjects, explain the assent process. If broad consent (consent to use data for future studies) will be requested, describe the scope and the process for tracking subjects' accept/decline responses. Upload finalized copies of all consent, assent, and / or verbal consent script documents in the electronic system. **There are several consent form templates available for your use on the Forms & Templates Page.***

The Informed Consent Document will be sent via email, along with the recruitment email script requesting participation in the research. The following attachments will be included in this application: Informed consent document, telephone script, email recruitment script, and survey.

### **19a. Requesting a Waiver of Consent or Waiver of Written**

**Documentation:** *If you wish to waive some or all of the requirements of informed consent, or the requirement for written/signed informed consent, please describe (if your study is federally funded or FDA-regulated, also upload Form 3 from the Forms Page).*

- 19. Incomplete Disclosure / Deception:** *Describe if your study will withhold information from subjects regarding the purpose of the research or the nature of the intervention, interaction, or procedures. Provide scientific justification for utilizing deception (if your study is federally funded, also upload Form 3).*

This study will not withhold information from subjects regarding the purpose of the research or the nature of the intervention, interaction, or procedures.

## SECTION F: RISKS & BENEFITS

20. **Risks to Subjects:** *Explain any potential risks to subjects that could result from the research intervention/procedures, including **physical risks** (i.e. fainting, falls, infections, muscle soreness, pain, broken bones, physical fatigue, headache, burns, medication side effects); **psychological risks** (i.e. depression, anger, stress, guilt, embarrassment, damage to self-esteem); **social risks** (i.e. potential damage to financial standing, reputation, or employability); **risks to privacy or confidentiality** (i.e. exposing someone as a research subject, release or breach of sensitive data); and/or **risk of perceived coercion/undue influence** (i.e. if investigator could have influence by nature of their relationship or status, such as a teacher & student, manager & employee, doctor & patient).*

There are no perceived risks or discomforts for participating in this research study.

21. **Strategies to Minimize Risks:** *Explain the strategies that the research team will use to minimize the potential risks listed above.*

N/A

22. **Health & Safety Considerations:** *Specify whether the study involves any hazardous materials, locations, or equipment that is relevant to the health and safety of either the subjects or the protocol personnel (i.e. handling of human blood/body fluid/tissue, chemical or biological hazards, radiation/X-rays, lasers, or carcinogens). List any related authorizations/approvals from the Environmental Health & Safety Office.*

The study does not involve any hazardous materials, locations, or equipment that is relevant to the health and safety of either the subjects or the protocol personnel.

23. **Benefits:** *List potential benefits that may accrue directly to the study subjects as a result of their participation, if any (other than compensation). Also describe the expected or potential benefits of this study to the field or society at large.*

Data gathered from this research project may help public administrators, policy makers, public organizations, the private sector, and individuals better prepare for the social, economic, and policy implications from population aging.

## **SECTION G: PRIVACY & CONFIDENTIALITY**

24. **Privacy:** *How will the privacy of subjects be protected during the course of the study (privacy refers to controlling the environment and circumstances of interactions with subjects to prevent situations where they might be embarrassed, exposed, or stigmatized)?*



It is anticipated that all documents gathered and analyzed will be publicly available. If any documents that are not publicly available are utilized in the research study, all information that links the documents to specific people, city, or organization will be removed from notes made on the document for data analysis and reporting. Each survey will be assigned a random identifier code; at which point the city or organization name and identifying information will be removed. A single document matching the identifier codes to the city or organization names will be kept in a locked file in Dr. Alejandro Rodriguez's office in the Public Affairs Department at UTA, and this document will be destroyed when the research study is complete. Any data revealing subjects' identities will be kept in a locked and/or encrypted location.

25. **Confidentiality & Data Security:** *Explain if the data collected (including biospecimens) will be anonymous, identifiable/coded, or de-identified\*. Explain the precautions that will be taken to protect confidentiality of subject data and information, and how these precautions will be communicated to subjects (during informed consent or another process). Security should be considered for each phase of data's life cycle, including: collection, transmission, accessing, collaboration, storage, analysis, reporting, and disposition. Consider the tools and resources that will be utilized for data collection, how access to identifiable data will be limited only to authorized research personnel, and who will be responsible for storage and disposition. **Recordkeeping:** UTA and the IRB must be able to access research records and consent forms at any time; therefore, **all paper documents in their original form must be stored on the UTA campus** unless the IRB grants an exception. **All electronic data must be maintained on UTA servers utilizing sanctioned storage tools** unless the Office of Information Security grants an exception. **Record Retention Period:** All records (paper or electronic) must be maintained and kept secure for at least 3 years after the closure of the protocol or in accordance with funding agency requirements (whichever is longer). Student PIs should address long-term storage arrangements if planning to leave UTA prior to the end of the retention period.*

**The informed consent document that will be emailed to participants will contain the language below:**

Every attempt will be made to see that your survey and interview results are kept confidential. A copy of this accepted consent form and all data collected from this study will be stored in the office of Dr. Alejandro Rodriguez at UT Arlington, Public Affairs Department for at least three (3) years after the end of this research. The results of this study may be published and/or presented at meetings without naming you as a participant. Additional research studies could evolve from the information you have provided, but your information will not be linked to you in anyway; it will be anonymous. Although your rights and privacy will be maintained, the Secretary of the Department of Health and Human Services, the UTA Institutional Review Board (IRB), and personnel particular to this research have

access to the study records. Your records will be kept completely confidential according to current legal requirements. They will not be revealed unless required by law, or as noted above. The IRB at UTA has reviewed and approved this study and the information within this consent form. If in the unlikely event it becomes necessary for the Institutional Review Board to review your research records, the University of Texas at Arlington will protect the confidentiality of those records to the extent permitted by law.

***\*Note:** "Anonymous" means that the data is unidentifiable (personally identifiable information will not be collected or accessed). "Identifiable" means that data obtained will be recorded in such a manner that subjects' identity can be readily ascertained, either directly or indirectly through identifiers linked to the subjects (research involving a coding mechanism that links to identifiable data is considered identifiable, but it is a helpful measure to protect confidentiality). "De-identified" means that all direct personal identifiers are permanently removed, no code or key exists to link the data to its original source, and the remaining information cannot reasonably be used by anyone to identify the source.*

**26a. Legal Limits to Confidentiality:** *If any part of this study could result in the potential identification of child abuse, elderly abuse, communicable diseases, or criminal activities that would / could not have been otherwise identified, explain this possibility and estimate the likelihood of disclosure. Describe the plan of action that you will take if this occurs. In rare circumstances when research reveals these issues, confidentiality should be maintained to the extent that the law allows.*

N/A

**26. Data Sharing:** *If you intend to share, release, or present any identifiable subject data from this study, explain where, when, and to whom the identifiable information will be shared, presented or released, and how this will be communicated to the subjects beforehand.*

No identifiable subject data from this study will be presented, shared, or released.

## **SECTION H: CONFLICT OF INTEREST**

**27. Conflicts of Interest (COI):** *Does the Investigator or any protocol personnel have an affiliation, arrangement, or financial interest that could be perceived as a conflict of interest? If yes, please describe.*

No perceived conflict of interest related to this study.

**\*Note:** All Covered Individuals in GMR research are required to have a current COI disclosure on file in Mentis (this must be complete prior to approval of the protocol). Covered Individuals are those with responsibilities for the conduct, design, or reporting of this research study.

## **SECTION I: REQUIRED ADDITIONAL ATTACHMENTS**

### **28. Upload finalized versions of the following documents as applicable to your study in the electronic submission system:**

- Survey instruments / questionnaires (and any versions translated into other languages)
- Demographics surveys
- Interview questions / prompts
- Focus group instructions / questions / prompts
- Observation data collection sheets
- Psychological & educational tests
- Educational materials
- All recruitment materials including flyers, ads, scripts, emails, social media posts, etc.
- Informed Consent Documents / cover letters and translated versions (See Forms Page for Templates)
- Permission letters from non-UTA study sites / collaborating organizations
- Signed Non-UTA Collaborator Forms & HSP Training (Collaborative Research Page)

## Appendix D – UT Arlington Informed Consent Document

### **PRINCIPAL INVESTIGATOR**

Salvador Portillo  
College of Architecture, Planning and Public Affairs  
salvador.portillo@mavs.uta.edu, 682-320-1386

### **FACULTY ADVISOR**

Dr. Alejandro Rodriguez, Department of Public Affairs  
College of Architecture, Planning and Public Affairs  
[aro@uta.edu](mailto:aro@uta.edu)

### **TITLE OF PROJECT**

New Public Service: Gray Matters in the Delivery of Public Added Value through Creative Governance Practices – A Silver Lining to Managing the Effects of a Changing Demographic

### **INTRODUCTION**

You are being asked to participate in a research study about the creation of public value for seniors (those 65 and over) at the local government level in the state of Texas. Your participation is voluntary. Refusal to participate or discontinuing your participation at any time will involve no penalty. Please ask questions if there is anything you do not understand.

### **PURPOSE**

The purpose of this research is to better understand the extent local government administrators in cross-sector collaborations, influence ways of innovation, and creative governance practices to create public added value in meeting the needs of the aging population in the state of Texas. That is, creative governance innovation through strong cross-sector collaboration systems and aging-friendly public policy measures geared toward the improvement of the economic and social well-being of older Americans (those age 65 and over). This implies the promotion of employment opportunities that could increase disposable income. It also connotes city practices are keeping the older population in mind when crafting public policy, programs; narrowing the digital divide; or creating novel ideas to achieve desired social outcomes.

### **DURATION**

Participation in this survey will last approximately 20 minutes. You may be asked to participate in a follow-up interview if necessary.

If the researcher may contact you again, please check here: \_\_\_\_\_

## UT Arlington

### Informed Consent Document

#### **NUMBER OF PARTICIPANTS**

The number of anticipated participants in this research study is 240.

#### **PROCEDURES**

As a volunteer in this research study, you will be asked to participate in a survey regarding your involvement in public value creation for seniors.

The procedures, which will involve you as a research participant include:

1. Reading this consent form and acknowledging your consent
2. Completing the survey and submitting it

#### **POSSIBLE BENEFITS**

Data gathered from this research project may help public administrators, policy makers, public organizations, the private sector, and individuals better prepare for the social, economic, and policy implications from population aging.

#### **POSSIBLE RISKS/DISCOMFORTS**

There are no perceived risks or discomforts for participating in this research study. Should you experience any discomfort please inform the researcher, you have the right to quit any study procedures at any time at no consequence.

#### **COMPENSATION**

No compensation will be offered for participation in this study.

#### **ALTERNATIVE PROCEDURES**

There are no alternative procedures offered for this study. However, you can elect not to participate in the study or quit at any time at no consequence.

#### **VOLUNTARY PARTICIPATION**

Participation in this research study is voluntary. You have the right to decline participation in any or all study procedures or quit at any time at no consequence. Your decision to participate in the study will have no effect on your reputation, employment, and/or position within an organization.

# UT Arlington

## Informed Consent Document

### **CONFIDENTIALITY**

Every attempt will be made to see that your survey and interview results are kept confidential. A copy of this accepted consent form and all data collected from this study will be stored in the office of Dr. Alejandro Rodriguez at UT Arlington, Public Affairs Department for at least three (3) years after the end of this research. The results of this study may be published and/or presented at meetings without naming you as a participant. Additional research studies could evolve from the information you have provided, but your information will not be linked to you in anyway; it will be anonymous. Although your rights and privacy will be maintained, the Secretary of the Department of Health and Human Services, the UTA Institutional Review Board (IRB), and personnel particular to this research have access to the study records. Your records will be kept completely confidential according to current legal requirements. They will not be revealed unless required by law, or as noted above. The IRB at UTA has reviewed and approved this study and the information within this consent form. If in the unlikely event it becomes necessary for the Institutional Review Board to review your research records, the University of Texas at Arlington will protect the confidentiality of those records to the extent permitted by law.

### **CONTACT FOR QUESTIONS**

Questions about this research study may be directed to Salvador Portillo at 682-320-1386 or salvador.portillo@mavs.uta.edu or Dr. Alejandro Rodriguez at aro@uta.edu. Any questions you may have about your rights as a research participant or a research-related injury may be directed to the Office of Research Administration; Regulatory Services at 817-272-2105 or regulatoryservices@uta.edu.

As a representative of this study, I have explained the purpose, the procedures, the benefits, and the risks that are involved in this research study:

Salvador Portillo  
Printed name of principal investigator or person obtaining consent

3-3-2019  
Date

UT Arlington  
Informed Consent Document

**CONSENT**

By clicking ‘Accept’, you confirm that you are 18 years of age or older and have read or had this document read to you. You have been informed about this study’s purpose, procedures, possible benefits and risks, and you have received a copy of this form. You have been given the opportunity to ask questions before you click on ‘Accept’, and you have been told that you can ask other questions at any time.

You voluntarily agree to participate in this study. By clicking ‘Accept’, you are not waiving any of your legal rights. Refusal to participate will involve no penalty or loss of benefits to which you are otherwise entitled. You may discontinue participation at any time without penalty or loss of benefits, to which you are otherwise entitled.

## Appendix E – Email Script to Respondents

Salvador Portillo  
IRB Protocol #2019-0189

Dear [subject's name],

I am a researcher working on a project focused on gaining a better understanding of public value creation by municipalities to meet the economic and social needs of the aging population in Texas. The research will help draft better policies regarding senior citizens.

You are being invited to participate in a brief survey because in your capacity as a senior municipal official, your insights on this issue are invaluable to the project. The survey will focus on your knowledge of and participation in the creation of public value for older Americans living in your city.

The procedures include:

1. Reading and consenting to participate in the survey
2. Completing the survey and submitting it

I anticipate completing the survey will last approximately 8 minutes. Your participation is completely voluntary and all of your responses will be kept confidential. Please feel free to contact me if you have any questions about the project.

**Follow this link to the Survey:**

[\\${!://SurveyLink?d=Take the Survey}](#)

Or copy and paste the URL below into your Internet browser:

[\\${!://SurveyURL}](#)

Thank you so much for your consideration.

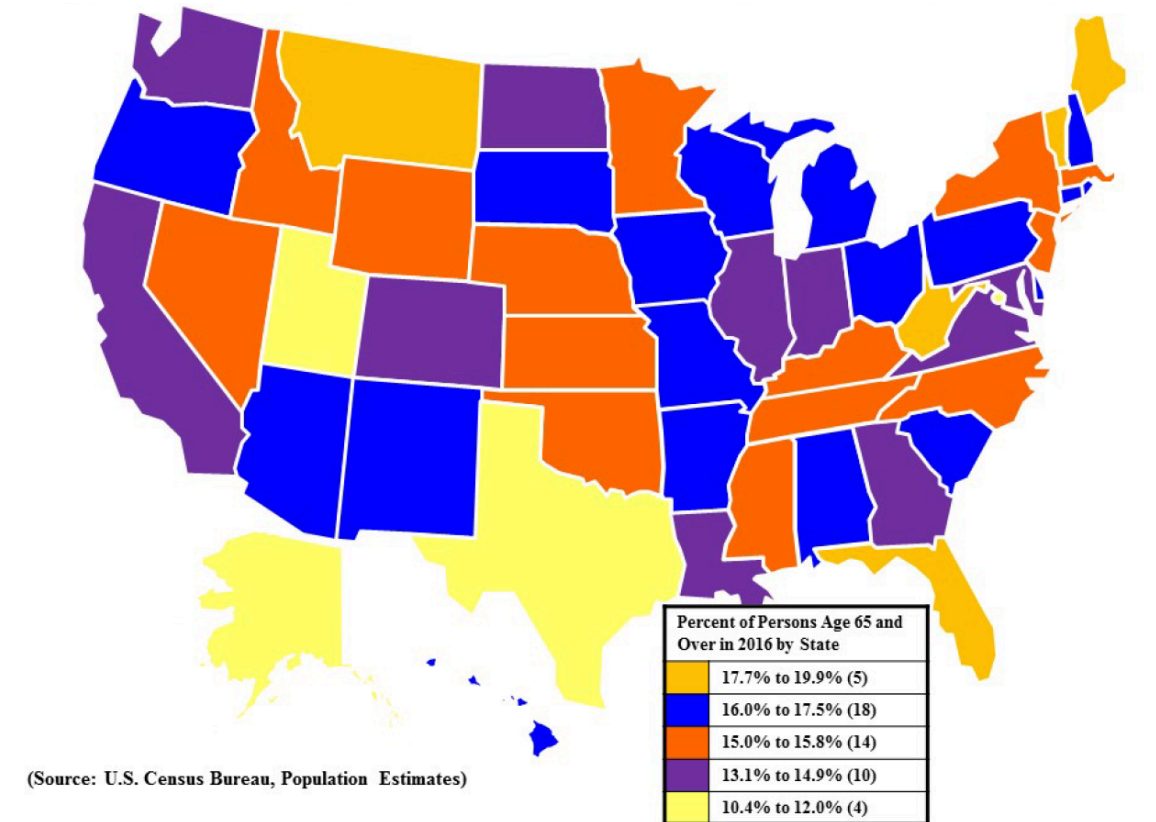
Sincerely,  
Salvador Portillo  
Ph.D. Candidate  
Public and Urban Administration  
College of Architecture, Planning and Public Affairs  
University of Texas at Arlington  
salvador.portillo@mavs.uta.edu  
(682) 320-1386

Follow the link to opt out of future emails:  
[\\${!://OptOutLink?d=Click here to unsubscribe}](#)



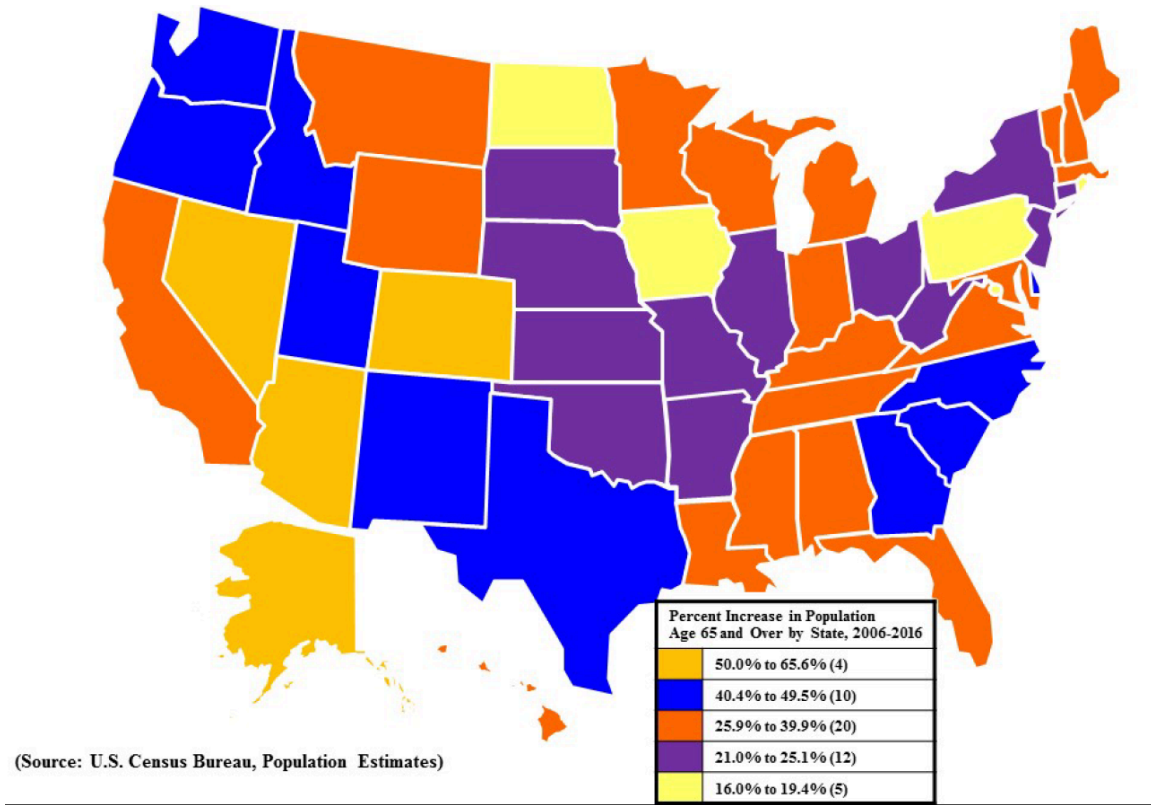
## LIST OF ILLUSTRATIONS

Figure 3: Persons Age 65 and Over as a Percentage of Total Population, 2016



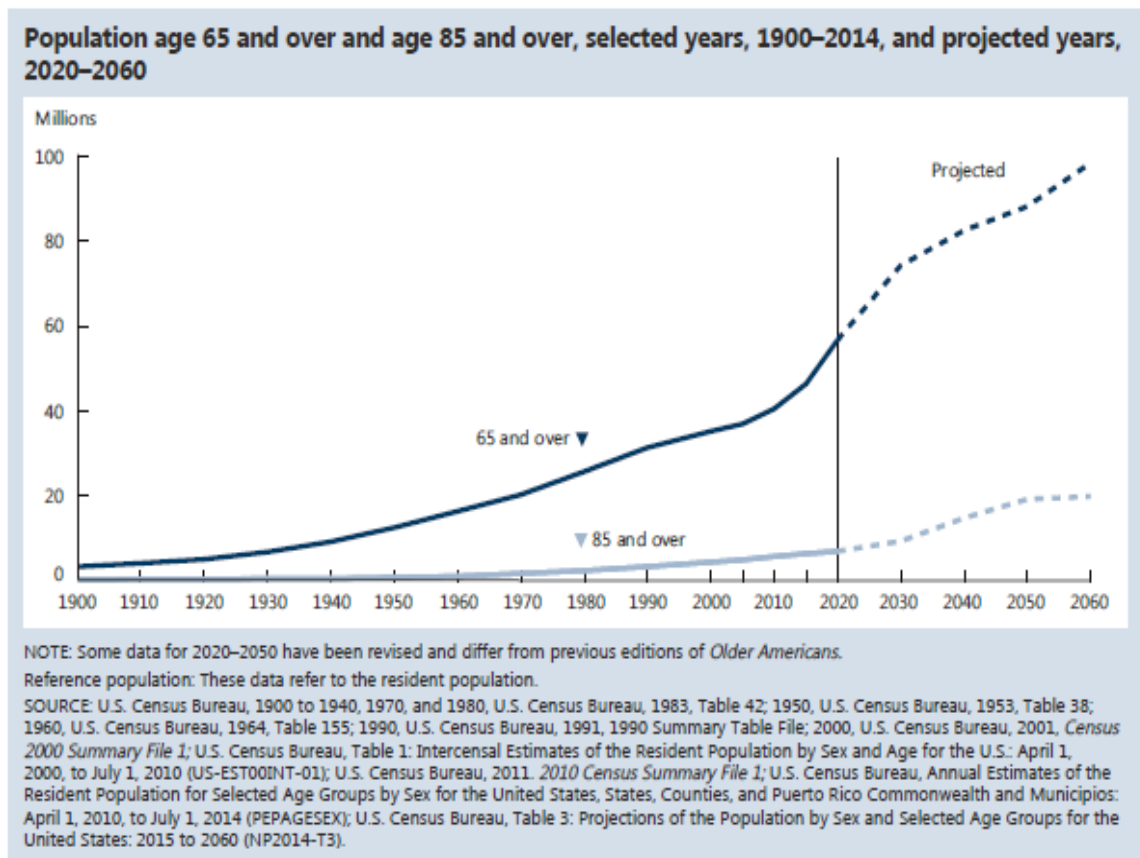
Source: U.S. Census Bureau, Population Estimates

Figure 4: Percent Increase in Population Age 65 and Over, 2006 to 2016



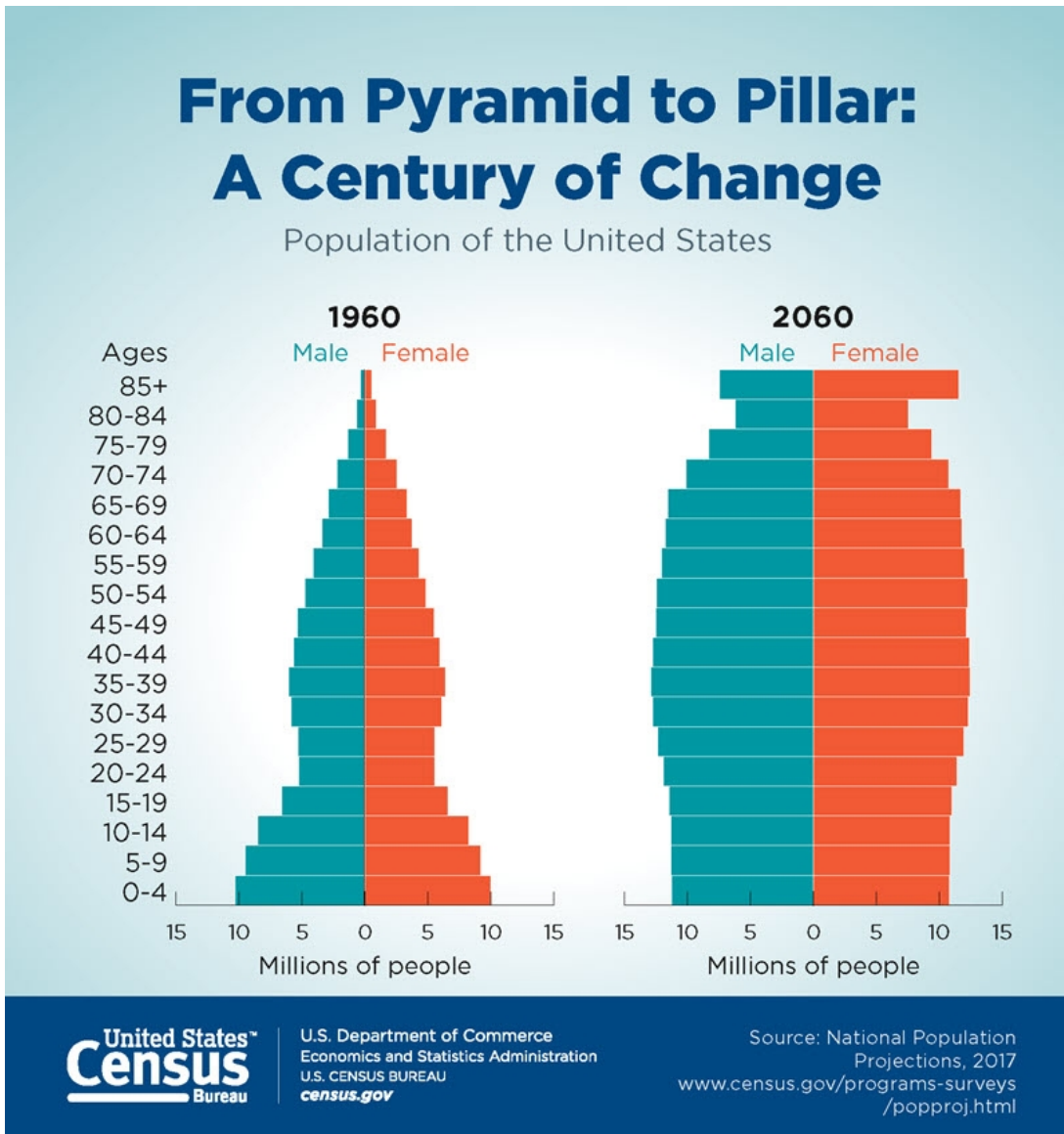
Source: U.S. Census Bureau, Population Estimates

Figure 5: Number of Older Americans



Source: U.S. Census Bureau

Figure 6: From Pyramid to Pillar: A Century of Change



Source: U.S. Census Bureau