

TEXAS MILITARY DEPARTMENT

WORKFORCE PLAN 2019-2023

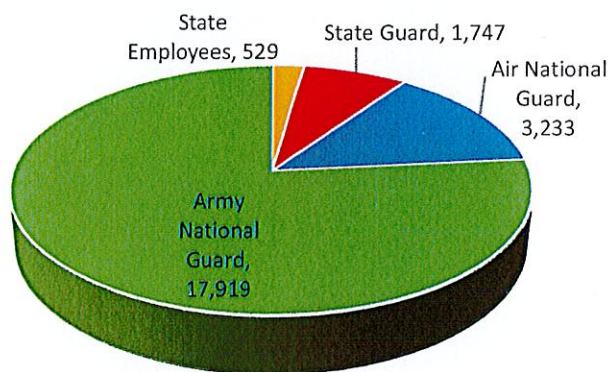
SCHEDULE F: AGENCY WORKFORCE PLAN

OVERVIEW

The Texas Military Department (TMD) is a unique state agency where civilian and military personnel work closely together in service to the governor and Texans. TMD features multiple staff directorates and components, all of which the Adjutant General of Texas leads. Agency personnel, including service members in the Texas Military Forces (TXMF), work under the TMD banner to respond to the governor's call for assistance related to emergencies, disasters and other needs in Texas; National Guard Soldiers and Airmen must also maintain readiness to assist federal missions at the call of the president.

There are more than 23,000 members of the TXMF — which is comprised of the Texas Army National Guard (TXARNG), the Texas Air National Guard (TXANG) and the Texas State Guard (TXSG)—making it the largest state military force in the country. As illustrated by the chart to the right, TMD's total workforce includes TXMF members and state employees. Satisfying the TMD's many missions specifically involves a combination of state employees, Army National Guard and Air National Guard service members, State Guard members, active service and federal military technicians who fall under the Adjutant General of Texas.

Texas Military Department
Workforce Components



Fewer than 50 state employees under the direction of the Executive Director support

TMD's state-related administrative efforts and, collectively, a workforce of more than 4,000 full-time service members and state employees. TMD also relies on more than 450 state employees whose salaries the federal government reimburses the state through a cooperative agreement. To sustain operations and activities in Texas, TMD manages dollars that flow from the federal and state government.

TMD resources support Texas border efforts like Operation Secure Texas (OST). Operation Secure Texas (formerly Operation Strong Safety) began in 2014 as a multi-agency effort to reduce crime along the Texas border. From August 2014 through December 2014, approximately 1,000 service members per month served on OST. Although fewer service members have been assigned to border security over the past four years, TMD support for OST continues. In April 2018 at the call of the president, TMD began deployment of additional service members to the Texas-Mexico border to support Border Protection and Homeland Security. The Texas National Guard presence is expected to increase to more than 1,400 service members along the state's southern border.

TMD resources also support Operation Border Star and Operation Drawbridge, which are camera surveillance missions; and natural disaster relief efforts, including the response to Hurricane Harvey in August and September of 2017. Refer to pages 2 and 5 of the Strategic Plan for more information.

Besides responding to the governor's call and maintaining readiness for federal missions, the TMD is responsible for the utilities, construction, repair, and maintenance of Texas Guard military facilities. These facilities include Texas Army National Guard and Texas Air National Guard readiness centers (armories),

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maintenance and aviation facilities. Nearly seven million square feet support Texas Army and Air National Guard Service members. The TMD uses the facilities primarily to train personnel and maintain and store equipment.

TMD resources support a variety of other programs and activities. For example, the Texas National Guard's Joint Counterdrug Task Force has provided unsurpassed, enduring and operational counterdrug support for more than 27 years. The task force's full-time personnel and assets are federally funded and available to state and local law enforcement agencies; its highly skilled Soldiers and Airmen offer the continuity necessary to foster and maintain positive relationships with more than 200 federal, state and local law enforcement agencies and community-based organizations across Texas. The task force makes significant contributions to counternarcotic operations along the Texas-Mexico border.

In June 2013, the Texas State Legislature appropriated funds for the Texas Military Department to hire full-time behavioral health counselors to address gaps in service not met by the federal government. The counselors are based in Austin, El Paso, Fort Worth, Houston, Weslaco and Tyler. To further improve services, Family Support Service Behavioral Health assets developed the TMD Behavioral Health Team and a TMD counseling line (512-782-5069) that is available 24 hours a day, seven days a week. In June 2017, the Texas State Legislature appropriated additional funds to support an expansion of the program in FY 18. As a result, three additional full-time behavioral health counselors have been hired. In FY 16 and FY 17, TMD behavioral health counselors provided 6,016 consultation/counseling sessions and behavioral health training to more than 47,116 TMD commanders, service members and families.

TMD resources support two ChalleNGe Academy sites in Texas. One location is in Sheffield; the second site, opened in FY 16, is in Eagle Lake. The ChalleNGe Program is open to young men and women ages 16 to 18 who have dropped out of high school or are in danger of doing so. The ChalleNGe Program provides tools to help students become responsible, productive citizens who contribute their talents to the community. Approximately 75 percent of the graduates pass the GED or earn a high school diploma. Others accumulate valuable school credits—students recover five and one-half credits on average, or approximately the amount earned in a year of public school—for their return to high school.

The Texas Legislature developed the State Tuition Assistance Program to assist Texas service members with tuition costs and mandatory fees associated with postsecondary education. Postsecondary education accelerates military readiness and personal and professional development. The program is unique to TXMF and remains a valuable tool to recruit, train and retain membership.

State tuition assistance is the only education benefit available to most State Guard members and some Army and Air National Guard members. Since FY 2014, the demand for state tuition assistance has increased more than 30 percent. The growth is a result of a significant reduction in the Department of Defense's Federal Tuition Assistance Program benefits coupled with the rising costs of tuition and mandatory fees at Texas institutions of higher education. In FY 16 and FY 17, demand for tuition assistance to support full-time students exceeded the program budget and award amounts dropped to \$2,250 per semester—the average cost per semester for tuition and fees at a state public university is \$8,821.

FUTURE CONSIDERATIONS

Potential changes at the federal level represent an overarching issue that may affect TMD in many areas over the coming years. Texas is dependent upon federal authorities for use of federal assets in state missions. State use of federal equipment simply is an ancillary benefit to the state. Developments at the

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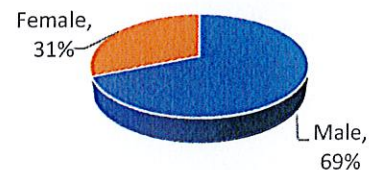
federal level can affect Texas' ability to respond to emergencies and disasters locally. In the face of federal budget reductions and potential structural changes to the National Guard, the state's leaders may have to confront difficult decisions on a way forward in Texas. Additionally, the governor has expressed the desire to see an increase in the Texas State Guard membership to a strength force of up to 5,000. An increase of this magnitude would impact TMD's indirect support activities for Texas Military Department operations.

CURRENT STATE EMPLOYEE WORKFORCE PROFILE

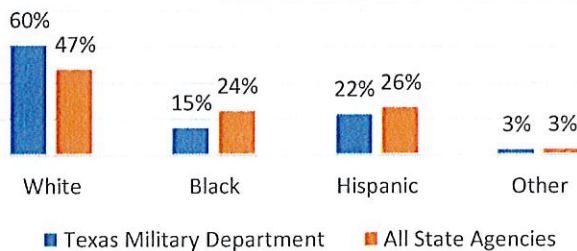
State Employee Demographics

TMD has 569 authorized state employee positions for the FY 2018 – 2019 Biennium; the agency continually strives for diversity within its workforce and fairness in its hiring practices. Due to continuous high turnover in certain areas, TMD's actual FTEs fluctuate. To illustrate, TMD's state employee workforce as of March 31, 2018 was comprised of 529 state employees. The chart to the right displays the gender distribution of these FTEs. Females make up about one third of TMD's state employee workforce. That is a 5 percent increase since 2014.

State Employee
Gender Distribution



State Employee Ethnic Distribution

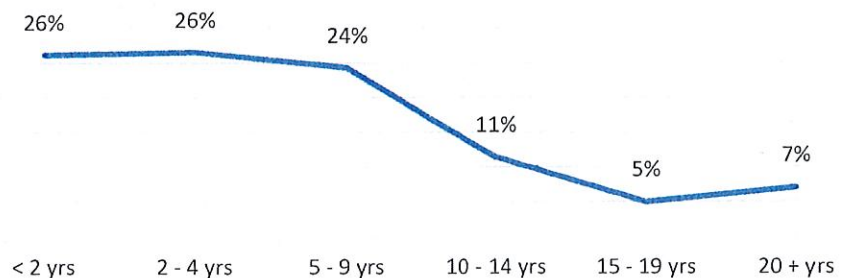


Ethnic minorities constitute approximately 53 percent of the total state workforce, as shown on the chart to the left. By comparison, TMD's ethnic minority population constitutes 40 percent of the agency's state employee workforce, slightly lower than the combined state agency population. Over the last four years, TMD has increased its ethnic minority state employee population by 6 percent.

Recruiting efforts to attract minorities and females will continue to be a priority as the agency seeks to align its workforce to reflect Texas' diversity. Analysis of available applicant demographics data over the past two years shows that females made up 38.5 percent of TMD's applicant pool and 60 percent identified with a minority ethnicity. The agency will continue to monitor hiring trends to ensure that new hire demographics appropriately represent the applicant pool.

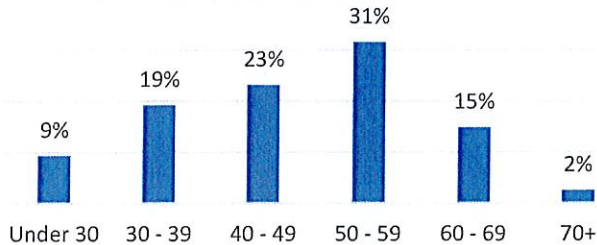
The chart to the right represents state employee tenure with TMD. A majority of state employees' length of service with the agency is relatively short; 52 percent have been employed by TMD for less than five years.

State Employee Tenure



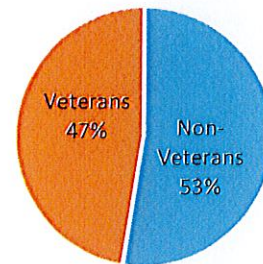
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State Employee Age



Many Veterans, who bring valuable experience with them, see state employment as an opportunity to continue public service while pursuing second careers. Far exceeding the 20 percent employment goal for state agencies (see Government Code Sec. 657.004), 47 percent of TMD's state employee workforce consists of Veterans.

State Employee Veterans Status



The Employees Retirement System estimates that between FY 2017 and 2021, about 23 percent of TMD's

State Employee Retirement Eligibility Forecast	
Currently Eligible	72
2019	16
2020	27
2021	41
2022	59
2023	78

state employees will be eligible to retire. Using employee age and service data only, the chart at left forecasts the number of TMD state employees eligible to retire each year through 2023.

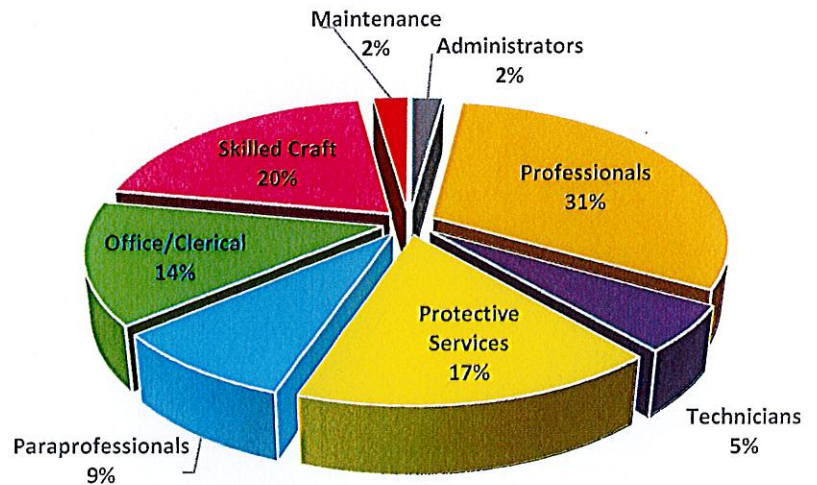
Ultimately, just under 30 percent of TMD's state employee workforce will be eligible to retire in the next five years. Historically, actual retirements have fallen well below eligibility levels; only about 20 percent of those eligible have actually retired in recent years. Currently, TMD employs 10 state retirees who subsequently resumed state service.

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Knowledge, Skills and Abilities

TMD employs personnel with diverse skill sets to meet the unique mission of the organization and its varied programs. The chart below illustrates the percentages of TMD state employees classified in each job category.

Professionals, para-professionals, technical, clerical and administrative categories collectively make up 61 percent of TMD's total state employee workforce; the remaining 39 percent fall within the protective services, skilled craft and maintenance areas. Among the 45 to 50 core state employee administrative support staff under the agency's executive director, the critical knowledge and skills areas include finance, human resources, accounting, purchasing, communications, information technology, legal, administrative and management. Other state employees perform facilities and project management, environmental protection, youth education and behavioral health functions. The protective services category includes security officers located at five army training sites across Texas including Camp Mabry; and security and aircraft rescue specialists (fire-fighters) at Ellington Field in Houston. This job diversity is a significant shift from four years ago when the majority of agency personnel provided grounds maintenance, skilled craft work — plumbing, carpentry, HVAC, etc. to repair and maintain buildings and vehicles — and security services to protect the locations and equipment. This shift in workforce composition percentage is in part a result of the shutdown of the federal Readiness Sustainment Maintenance Shop (RSMS) Program that employed primarily skilled craft workers and the opening of the second Texas Challenge Academy site that employs primarily Residential Specialists and other youth support staff.



State Employee Job Categories

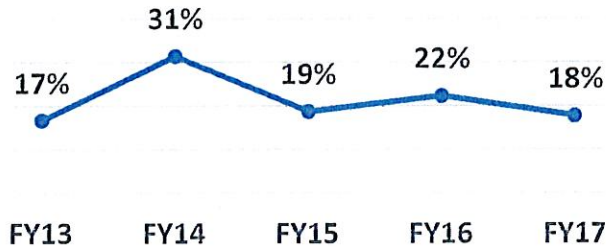
GAP ANALYSIS

State Employee Turnover

The aging workforce and significant number of employees eligible to retire over the next five years, as well as a trend (noted below right) for a majority of state employees who have less than five years of service with TMD to leave the agency, reemphasizes the need for strong retention and succession plans and effective knowledge transfer processes.

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State Employee Turnover Rates

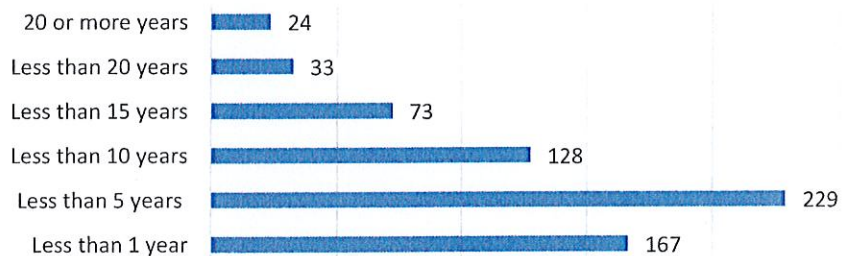


TMD's state employee turnover rate over the last five fiscal years averages 21 percent (see chart at left). Data reported in the last Workforce Plan for FYs 13, 14 and 15, excluded transfers to other state agencies or higher education institutes. This is consistent with the statewide turnover rate. The spike in FY 2014 to 31 percent reflects the closure of the RSMS Program. All state employees within the RSMS Program were subject to a Reduction in Force (RIF).

The chart to the right displays employee tenure with TMD at the time of separation over the last five and a half years, including the number of employees in each category. The turnover rate of new employees is higher than the agency-wide turnover rate; 25 percent of employee separations have been new hires with less than one year of service. Another 35 percent of employee separations have been employees with less than five years of service. The fact that 60 percent of employee separations are relatively new employees is concerning. Retention of employees with five or more years of service is improving, however separations by employees with less than five years of service has increased by 10 percent over the last two years. Employee exit surveys and other data should be analyzed to determine the reasons why this trend is occurring and to develop an effective retention plan. Among other things, this may indicate a need for an improved new employee onboarding process to better integrate employees into the TMD work environment. Many new employees have a general lack of understanding of the complex organizational structure and mission, and that can affect performance. Ambiguity, the extended time it takes to obtain a Common Access [Identification] Card (CAC) — which is required before an employee can become fully functional in a position — employee engagement, training and development are issues TMD is aggressively working to address.

Overall, there is a steady rate of turnover and an ongoing need to recruit and retain qualified employees in all areas of the organization.

State Employee Tenure at Time of Separation (654 separations from FY13 - March of FY18)



STRATEGY DEVELOPMENT

A. Employee Training and Development

Training and development starts with new employees. The agency must help new hires successfully adapt to the organizational culture if they are to succeed in their jobs. TMD's performance evaluation form requires supervisors to identify training and development opportunities and activities for employees to help improve critical technical and interpersonal skills. Employees are encouraged to seek development and training opportunities they see as beneficial to their current and/or desired positions within the agency; attendance is subject to program funding availability.

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TMD will continue to: (1) identify and encourage employee participation in training opportunities available through the Employee Assistance Program, the Comptroller's Office and various professional organizations; and (2) support employees attending continuing education courses required to maintain job-related licenses and certifications. TMD will also continue to develop leadership training and provide access to training for all levels of management, including developmental opportunities for aspiring managers. In addition, technical training and interpersonal skills training programs for supervisors will be a priority.

TMD will leverage technology and seek opportunities to provide internal and external training in the classroom and remotely to accommodate geographically dispersed employees. Further, managers will continue to be encouraged to identify opportunities that allow employees who are seeking new challenges to work on special projects, cross train and/or be given developmental assignments. This helps prepare employees for advancement when opportunities become available. Employees will be encouraged to seek mentors to help identify career goals and plan their career development.

Management recognizes the importance of knowledge transfer; institutional knowledge can suffer as state employees retire or leave the agency within a relatively short period of time. Because the agency employs a rising number of state employees with less than five years of service to TMD and given the employees who are retirement eligible, the potential institutional knowledge deficit grows. Management emphasis is on effective succession planning and knowledge transfer processes in key areas throughout the agency. Documenting policies and procedures and cross training will continue to be a high priority.

B. Recruitment and Retention

TMD responds to turnover and attrition by actively recruiting new talent and developing, cross-training and promoting current employees. TMD will continue to advertise jobs online using the agency website, WorkInTexas.com, USJobs.com and Indeed.com. Additionally, TMD is scheduled to implement a new applicant tracking system — CAPPS Recruit — in August 2018. TMD expects the new system will improve staffing efforts by providing a more efficient and streamlined recruitment and hiring process. Human Resources and management will target recruitment efforts for critical or hard to fill positions through, for example, local job fairs, colleges and universities and minority, veteran, and professional organizations.

New Employee Onboarding

TMD has established an Operational Planning Team tasked to implement a more educational, culture oriented, and extended onboarding process. The goal is for a collaborative, standardized effort among the agency's state and federal components focused on socializing and integrating new hires to TMD's culture within their first year of employment. Because turnover is disproportionately high for new state employees with less than five years of service, a more effective onboarding process is a priority.

Culture

TMD rebranding efforts to align the organization's state civilian and military cultures will continue to be a priority. Historically, TMD's operating environment has consisted of unique cultures within the Texas Army National Guard, Texas Air National Guard, Texas State Guard, and the state support staff. TMD is undergoing a reorganization of the military components under the Joint Force Headquarters to restructure and realign responsibilities to gain and maintain unity of effort in support of the Adjutant General of Texas.

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Management at all levels throughout the organization will continue to educate employees on the vision for a cohesive culture between the state and military components. Employee exposure to TMD's mission, values, leadership and structure will help desegregate staff from employee type and promote positive interactions.

Leadership Succession and Employee Retention Planning

TMD is fortunate to have many long-term employees with a great deal of institutional knowledge, much of which will be lost without effective succession planning and improved employee retention efforts. The Adjutant General's Leadership Development Program (TLDP) is a deliberate attempt at preparing potential leaders within the organization — both military and civilian — for executive management positions.

Management will continue to identify high performers with leadership potential and will adequately train and prepare them to take on key organizational roles. Management will also explore ways to encourage employee retention, particularly for positions that are critical to the agency's: (1) ability to meet statutory and regulatory requirements and operate efficiently; and/or (2) provide essential support for agency missions and operations which require TMD to be ready and respond to the governor's call for assistance relating to emergencies, disasters, or community needs. High turnover can threaten the agency's ability to timely and effectively perform certain essential duties.

C. Workforce Plan Evaluation and Revision

State Human Resources plans to develop stronger business partnerships and collaborative relationships with each of the programs and components, as well as the federal Human Resource Office and TMD's military partners, to assist with determining training needs, workforce strategies and succession planning.

FUTURE WORKFORCE PROFILE

TMD's mission, goals and strategy are not expected to significantly change over the next five years. As an emergency response organization in support of the military, there will be fluctuations in staffing needs based on state and federal missions, natural disasters, and the number of military facilities and construction projects.

TMD continues to leverage changes in technology to provide opportunities to do more with less. The agency strives to recruit a highly trained, diverse workforce that will strengthen TMD's ability to serve Texas. Effective succession planning requires an investment in current staff, and cooperation and collaboration are key to the development of our evolving workforce. Successful knowledge transfer processes must be in place to ensure continuity of operations.

Current administration functions of state employees will continue to be critical to manage TMD's fiscal and human resources. The centralized group of less than 50 state employees under the executive director provide direct administrative support to the remaining TMD state employee workforce as well as the military and federal supervisors of state employees embedded within federal or military programs. For example, centralized procurement and contracting staff must engage in extensive close coordination with military and federal employees involved in the state procurement and asset management processes, to ensure not only timely acquisitions, but also compliance with state policies, laws and procedures. Approximately 150 military and federal TMD employees require routine daily support from the centralized finance, procurement and contracting and/or human resources staff. Additionally, when service members

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are placed on state active duty (SAD) orders, they become temporary state employees for the duration of their SAD status. If the SAD orders continue for more than 60 consecutive days, the service members are entitled to participate in state group health benefits for the duration of the uninterrupted time period on SAD status. This increases substantially the tracking, monitoring and other administrative support activities (e.g., payroll, benefits, workers compensation, unemployment, and procurement needs) provided by the centralized staff. At peak times such as Hurricane Harvey in August 2018, and the various border security missions, the number of temporary state employees rises to the thousands.

The centralized administrative support group of state employees under the Executive Director is currently minimally staffed with limited funding. Most of the frontline staff is funded through the Centralized Personnel Plan (CPP) – an agreement that allows their salaries to be eligible for federal reimbursement by the programs under the Master Cooperative Agreement. Salary reimbursement is based on a methodology that considers the number of transactions completed and full-time equivalents (FTEs) that are supported within each program. Only the direct costs of those state personnel who administer the cooperative agreements may be reimbursed (i.e., personnel who work in the TMD finance, purchasing and human resources offices). Reimbursement is: (1) limited to the actual cost of providing centralized personnel support; (2) restricted to the direct cost of salaries and fringe benefits; and (3) based on an equitable distribution of costs for services provided.

What cannot be reimbursed under the CPP are costs for: (1) supervisory personnel; (2) personnel not associated with the cooperative agreements; (3) indirect costs except for fringe benefits; and (4) equipment and services supporting cooperative agreements. The restrictions and limitations on what can be federally reimbursed has an impact on the agency's ability to provide effective succession planning through grooming supervisors, managers and other leaders from within. The complexity of TMD's culture, structure and operational demands means new employees face an unusually difficult learning curve regardless of the state employee position they fill within the agency. Therefore, the ability to groom and promote from within, as well as retain experienced staff, are essential elements to the success and efficiency of the core administrative support staff under the Executive Director.

High turnover and unfilled vacancies can have a significant detrimental impact on the readiness of the centralized staff to efficiently and effectively support TMD's response to the governor's call in times of emergencies. Further, given the time that it takes a new employee from outside the agency to get up to speed, and the need to ensure that no key functions operate with single points of failure, some level of redundancy is reasonable and appropriate for an agency expected to respond in emergencies or otherwise upon the governor's call. Continuing operations with minimal staffing and increasing workloads puts the agency at risk of not being able to timely or adequately provide required support; and hinders the agency's ability to properly address areas of needed improvement such as those recently identified by the Sunset staff. Increased staffing and state funding is needed to adequately address areas within the agency that need attention; to allow for necessary redundancies; to fill the gaps that exist due to restrictions on the use of federal funding; and to allow for more effective succession planning and continuity of services.

Further, during its last session, the Legislature added state military support positions for TMD to the Position Classification Plan. The Adjutant General may hire service members to fill these positions as authorized by Section 437.2121 of the Texas Government Code. However, the agency lacks funding for this new category of positions. Utilization of these military support positions is a possibility in the future subject to the availability of state funds to do so. The ability to fill these positions could, among other things, help bridge gaps in operation where military sponsorships are required for state employees to

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obtain access to federal systems. The centralized operations under the Executive Director is the only department that does not have on staff a full-time military employee. This contributes to the prolonged process of obtaining a CAC — an employee must have a common access card before he or she can become fully functional in a position — due to the inability of a non-military member to initiate the process and inconsistent sponsorship of these employees which directly impacts employee engagement and retention.

Leadership is considering relocating the Texas ChalleNGe Academy currently located in Sheffield, Texas. This is consistent with a recommendation of the Sunset Commission staff. The program was transferred there from Galveston after Hurricane Ike in 2008. Historically, this location has had difficulty with attracting and retaining quality candidates due to its remote area and limited applicant pool. This would involve relocation or a reduction in force of about 52 state employees.

Over the past year, there have been unanticipated expansions of 100 percent federally funded programs that have increased the state FTE needs of TMD including the STARBASE, Security, Distance Learning and Range Training and Land Programs. If overall agency turnover were to stabilize, the staffing needs of the expanded federal programs may exceed the current state FTE cap.

Finally, the governor's desire to expand the Texas State Guard (TXSG) would increase its authorized military positions to 5,000. This is a 65 percent increase above the current TXSG military force. If this proposal is approved by the Legislature, an increase of this size is projected to also increase TMD's state FTEs by at least 54.