

Implementation Product #1 (P1)

To:	Katelyn Kasberg
From:	Ray L. Belk, SPHR, SHRM-SCP, PMP
Subject:	Implementation Product: Executive Summary of The Five-Stage Workforce Development Lifecycle Project
Project Number:	5-9055-01
Project Title:	The Five-Stage Workforce Development Lifecycle Project
Date:	October 31, 2024

Implementation Product 1: Executive Summary The Five-Stage Workforce Development Lifecycle Project

Implementation Product #1 (P1) addresses the following in matrix format:

1. A summary of technical assistance provided throughout the project.
2. Results of product validation.
3. Implementation success stories.

Technical Assistance Provided

The following information outlines the type of direct Technical Assistance (TA) provided where data was captured. TA was provided in three formats:

1. On-site face-to-face meetings with key decision makers.
2. Virtual or off-site meetings with key decision makers.
3. Phone and/or email advice and guidance with front-line managers or decision-makers.

On-site face-to-face meetings.

As noted in Table 1, face-to-face meetings were conducted on-site with several organizations. Before this type of meeting, virtual meetings, phone calls, and emails had often been undertaken to establish the level of assistance the organization sought.

Virtual or off-site meetings.

Numerous virtual meetings were held with organizations in response to emails or phone inquiries. Table 1 reflects those organizations with whom meetings were conducted.

Phone and/or email advice.

All TAs began with a phone call, an Email, or sometimes a casual meeting with a point of contact from an organization, which led to a meeting or eventually an on-site or face-to-face meeting.

TABLE 1: CATEGORIES OF TECHNICAL ASSISTANCE

City/County	On-Site	Virtual or off-site	Phone / Email
Bastrop County	X		X
Bee County		X	X
Bell County	X		X
Bexar County		X	X
Brazos County	X		X
Burleson County		X	X
Collin County		X	X
City of Arlington	X	X	X
City of Burleson			X
City of Carrollton		X	X
City of Coleman			X
City of Colleyville			X
City of Daingerfield			X
City of Dallas	X		X
City of Denton		X	X
City of Fort Worth	X	X	X
City of Frisco	X	X	X
City of Garland	X		X
City of Gilmer			X
City of Grand Prairie			X
City of Halton			X
City of Irving		X	X
City of Lancaster		X	X
City of Mansfield		X	X
City of McAllen		X	X
City of Richardson	X	X	X
City of Southlake			X
City of University Park			X
City of Weimar			X

Comal County	X	X	X
Dallas County	X	X	X
Ector County	X	X	X
Fannin County		X	X
Gillespie County		X	X
Guadalupe County		X	X
Hardin County	X		X
Harris County PCT2		X	X
Harris County PCT4		X	X
Hemphill County			X
Hunt County	X	X	X
Hutchinson County		X	X
Jack County			X
Jefferson County		X	X
Johnson County	X		X
Kendall County	X	X	X
Liberty County			X
Lubbock County		X	X
McLennan County	X		X
Midland County			X
Milam County			X
Orange County	X	X	X
Potter County			X
Tarrant County	X	X	X
Washington County		X	X
Wichita County		X	X
Wise County		X	X
Yoakum County			X
TOTALS	19	32	57
PERCENTAGES	33.3%	56.1%	100.0%

Technical Advice was provided directly to the public works component of 57 organizations, 22 cities, and 35 counties. 33% were provided direct on-site TA, 56.1% by virtual meeting or another off-site (not on the organization's premises) location such as a sit-down meeting for 60 minutes at a conference, and 100% were provided phone or email TA.

Composition of Technical Advice

Standardized Questionnaire Checklist

The lead researcher, Ray L. Belk, prepared and used a standardized questionnaire when providing TA, regardless of the level of support sought from an organization. The following questions were posed to organizations to determine their desired direction and discover their expected outcomes.

1. What challenges are you experiencing the most right now?
 - a. Attracting quality applicants?
 - b. Keeping quality employees (high or unacceptable turn-over rate)?
 - c. Lack of direction from senior management or elected officials?
 - d. Obtaining quality training that is right for your employees?
2. What solutions to your problems have you tried, if any?
 - a. Did any of your solutions work?
 - b. If so, what did work?
 - c. If not, what do you suspect caused the continued failure?
3. Do you have an onboarding process versus an orientation process?
4. Do you have a structured training and development process?
5. What, if any, employee engagement programs do you have?
6. Are you presently conducting employee evaluations?
 - a. If yes, what is your process and structure?
 - b. If yes, does your entire organization conduct evaluations, or are some departments opting out of conducting them?
 - c. If no, have you done them in the past?
 - d. Is there any underlying reason you do not do employee evaluations?
7. Is any department or the organization as a whole engaged in succession planning?
 - a. If yes, is it successful?
 - b. If not, what are the roadblocks?
8. Regarding your workforce, what is your goal or vision in one year, three, and five years?

Depending on the level of assistance requested by each organization, one of three outcomes was usually reached:

1. Forwarding of additional resource materials or links or answering questions.
2. Preparing and submitting 3-page or less advice documents based on high-level input.
3. Preparing a detailed white paper for the organization's unique needs.

Indirect Technical Assistance

Based on anecdotal comments from conference attendees, LTP400, 404, or 405 class attendees, and educational seminars where presentations were conducted, numerous organizations acknowledged

they were in receipt of the 5-Stage Model materials or links and would be taking the information back to the organization to implement in their framework without requesting any technical assistance.

Results of Product Validation

Reference TM6 – Recalibration and Validation Methods and Results report dated May 31, 2024, when the baseline survey was completed and reported on Results of the Product Validation representing 10 cities and 29 counties.

The same methodology was applied in June and July 2024, adding 12 cities and 6 counties to the final survey.

The questions posed were:

1. Has your organization implemented any stages or all of the 5-Stage Model?
2. If so, which stages are in progress?
3. Do you plan to implement any stages at a future date that are not in progress at this time?
4. If yes, which stages?
5. Are you aware of the Workforce Strategy, Planning, and Alignment resource document developed and incorporated into Version 2 of the *Guide*? All replies were “Yes.”
6. Are you currently engaged in Organizational Strategic Planning based on the resource document?
7. If not, do you plan to in the future?

The data results are shown in the following graphs, with notations about the data and comments from end users. All numbers reflected are expressed in percentages.

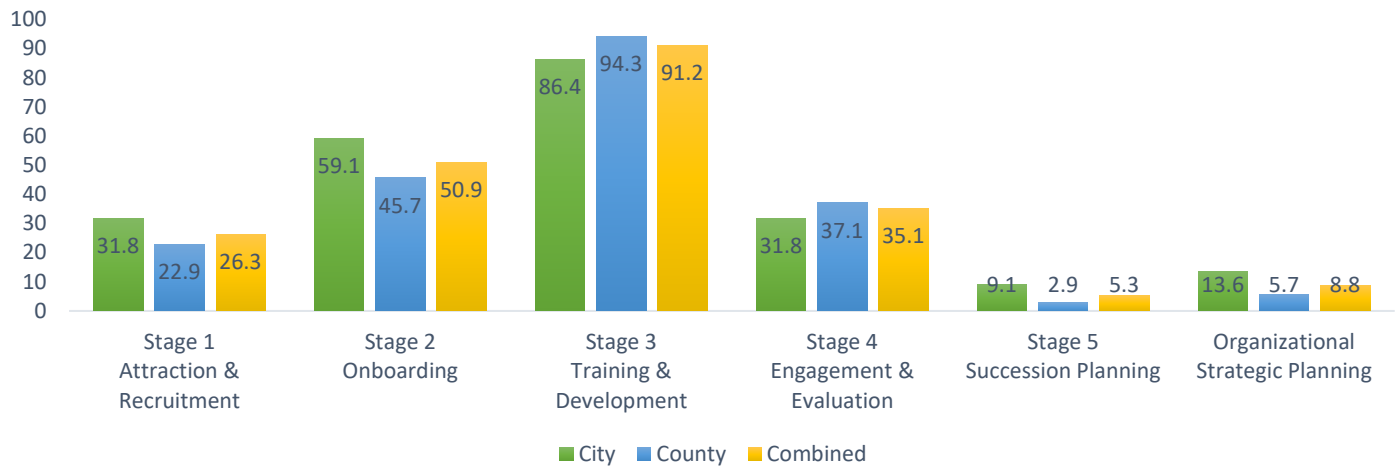
Table 2 details the Public Works (or Road & Bridge) department of the various cities and counties to provide the list of documented users, their current status, and future projected status. Charts 1 and 2 provide the information in linear percentile format.

Table 2: Current Use vs. Planned Future Use - Stages of the 5-Stage Model													
City/County	Stages Used							Future Use of Stages					
	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Strategic Planning		Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	All Stages?
Bastrop County			X					X		X	X		No
Bee County			X					X	X	X	X		Yes
Bell County		X	X	X				X	X	X	X	X	Yes
Bexar County	X	X	X	X				X	X	X	X	X	Yes
Brazos County		X	X	X				X	X	X	X	X	Yes
Burleson County		X	X					X	X	X	X		No
Collin County	X	X		X				X	X	X	X	X	Yes
City of Arlington		X	X	X		X		X	X	X	X	X	Yes
City of Burleson		X	X					X	X	X	X		No
City of Carrollton		X	X					X		X	X	X	Yes
City of Coleman			X							X	X		No
City of Colleyville		X	X					X	X	X	X		No
City of Daingerfield			X						X	X	X		No
City of Dallas		X	X		X	X		X	X	X	X	X	Yes
City of Denton	X	X						X	X	X	X	X	Yes
City of Fort Worth	X	X	X	X				X	X	X	X	X	Yes
City of Frisco		X	X	X				X	X	X	X	X	Yes

Table 2: Current Use vs. Planned Future Use - Stages of the 5-Stage Model														
City/County	Stages Used							Future Use of Stages						
City of Garland	X		X	X				X	X	X	X	X	X	Yes
City of Gilmer		X	X					X	X	X	X			No
City of Grand Prairie	X		X					X	X	X	X	X	X	Yes
City of Halton		X	X						X	X	X			No
City of Irving	X	X	X					X	X	X	X	X	X	Yes
City of Lancaster	X			X				X	X	X	X	X		No
City of Mansfield			X					X	X	X	X	X		No
City of McAllen			X	X				X	X	X	X	X		No
City of Richardson	X	X		X	X	X		X	X	X	X	X	X	Yes
City of Southlake			X						X	X	X			No
City of University Park			X						X	X	X			No
City of Weimar		X	X						X	X	X	X		No
Comal County		X	X		X			X	X	X	X	X	X	Yes
Dallas County	X		X					X	X	X	X	X	X	Yes
Ector County		X	X	X				X	X	X	X	X	X	Yes
Fannin County			X						X	X	X			No
Gillespie County			X						X	X	X			No
Guadalupe County			X							X	X			No
Hardin County			X						X	X	X			No
Harris County PCT2	X	X	X					X	X	X	X	X	X	Yes
Harris County PCT4	X	X	X					X	X	X	X	X	X	Yes
Hemphill County			X						X	X				No
Hunt County		X	X					X	X	X	X	X	X	Yes
Hutchinson County			X						X	X	X			No
Jack County			X						X	X	X			No
Jefferson County		X	X						X	X	X			No
Johnson County		X	X						X	X	X	X		No
Kendall County	X	X	X	X				X	X	X	X	X	X	Yes
Liberty County			X						X	X	X			No
Lubbock County		X	X	X				X	X	X	X	X	X	Yes
McLennan County			X	X					X	X	X			No
Midland County			X	X				X	X	X	X	X	X	Yes
Milam County		X	X						X	X	X			No
Orange County	X		X	X		X		X	X	X	X	X	X	Yes
Potter County			X						X	X				No
Tarrant County	X		X	X				X	X	X	X	X	X	Yes
Washington County				X				X	X	X		X	X	Yes
Wichita County		X	X	X		X		X	X	X	X	X	X	Yes
Wise County			X						X	X	X			No
Yoakum County			X							X	X	X		No
TOTALS	15	29	52	20	3	5		36	52	57	54	33	27	Yes = 28 No = 29

- Note: Harris County is represented twice by individual precincts. This is due to the large number of employees in each precinct, and the precincts operate individually from one another as if they were separate counties in many cases.

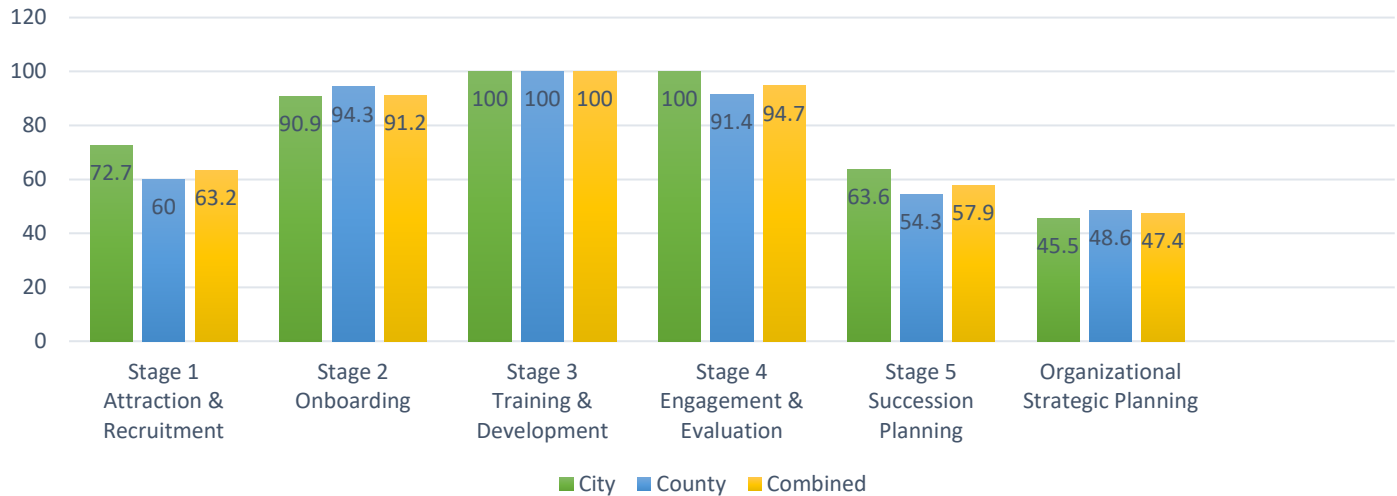
Chart 1
City/County Current Use
5 Stages + Strategic Planning



Observations: Current Use of the 5 Stages + Strategic Planning

- Many users expressed the ease of use of the 5-Stage model because it is flexible and does not have to be followed sequentially.
- Stage 1: Attraction & Recruiting (A&R). 31.8% of cities reported modifying and upgrading their recruitment processes based on the model's guidance compared to 22.9% of counties. Metro cities and counties indicated that hiring quality talent is challenging due to competition from the public sector regarding salary, making Attraction and Recruiting a top priority. All surveyed indicated they will use information and resources to compete with the private sector.
- Stage 2: Onboarding (OB). 59.1% of cities and 45.7% of counties are now using the onboarding information as it is a straightforward implementation stage that does not affect their budget.
- Stage 3: Training and Development (T&D). Most cities and counties had some form of a T&D program but indicated their programs were not structured for their public works personnel nor had a logical sequencing of skill building. They also stated their programs tended to be reactive in addressing the loss of skilled employees or when safety issues occurred, resulting in incidents. 86.4% of cities and 94.3% of counties (for a combined 91.2%) are now using the matrix approach developed under the TxLTAP Program and other Stage 3 advice.
- Stage 4: Engagement and Evaluation (E&E). 31.8% of cities and 37.1% of counties indicated they are refining and modifying their E&E activities based on the resources provided in the model or having attended the LTP405 course. They are taking those processes and transferring knowledge skills to the workplace as part of their implementation. As of this report, 12 sessions of the LTP405 course have been conducted, with 179 participants completing the course.
- Stage 5: Succession Planning (SP). 9.1% of cities and 2.9% of counties are engaged in Succession Planning. All cities/counties polled acknowledged this is their biggest challenge of the five stages; however, many plan to implement this stage in the future, as reflected in Chart 2.
- Organizational Workforce Planning. 13.6% of cities and 5.7% of counties are engaged in organizational workforce planning. All cities/counties polled acknowledged this is their second-most challenging of the five stages; however, many plan to implement this stage in the future, as reflected in Chart 2.

Chart 2
City/County Future Planned Use
5 Stages + Strategic Planning



Observations: Current Use + Future Planned Use of the 5-Stages + Strategic Planning

- Stage 1: Attraction and Recruiting (A&R). This stage is expected to see an above-average increase, from a combined 26.3% current use to a projected 63.2% usage.
- Stage 2: Onboarding (OB). 90.9% of cities and 94.3% of counties (or 91.2% combined) project to implement this stage (from actual combined current use of 50.9%), resulting in a 40.3% increase. Most organizations realize its value as reasonably easy to implement with existing resources. Comments from workshop attendees indicate this will be the #2 stage to be implemented (after training and development) in the next six months.
- Stage 3: Training and Development (T&D). Due to the high percentage of organizations currently engaged in T&D activities, all organizations polled reported an expected 100% implementation in the future. This is a significant improvement in T&D activities from five years ago when the primary researcher for this project noted that approximately 40% of cities and counties he worked with had any T&D for their public works employees.
- Stage 4: Engagement and Evaluation (E&E). 100% of cities and 91.4% of counties have implemented or will implement this stage. This is a significant movement from a combined 35.1% current use to a projected usage of 94.7%. This is partially attributed to the development of the LTP405 course in conjunction with new leadership in cities and counties realizing the value of pay-for-performance models versus traditional across-the-board pay models.
- Stage 5: Succession Planning (SP). Only 5.3% of organizations are currently engaged in SP. However, 57.9% report they will be engaged in SP in the future. All polled indicated the value realized after exposure to the process from the 5-Stage model.

Organizational Workforce Planning. Akin to E&E activities and succession planning, significant planned usage is in the future for many organizations, moving from the 8.8% current rate to 47.4%. Organizational commentary reflected that many had never engaged in strategic planning because they lacked the in-house experience or budget to hire a consultant. It was not considered to be a critical business problem to be addressed.

Implementation Success Stories

Numerous comments have been received from persons exposed to the 5-Stage Model regarding how it will be a well-used resource in their respective cities or counties. Two success stories shared with multiple cities and counties when introducing the 5-Stage Model have been the success of both Comal and Kendall County Road and Bridge (aka Public Works) departments. The beginning of these two success stories slightly preceded the introduction of the 5-Stage Model in February 2023 as the lead researcher for this project had begun work with both counties on multiple approaches to resolve the workforce problems they were facing. Input from these two counties also served as building blocks for the 5-Stage Model.

Comal County

Comal County requested on-site technical assistance due to the high turnover rate the Road and Bridge (R&B) department was experiencing. The initial on-site visit uncovered several challenges the R&B department faced that contributed to the high turnover rate. At the time of the initial meeting, the R&B section was experiencing a 33% annual turnover rate.

Follow-up visits to Comal County resulted in developing a comprehensive, structured training and development (T&D) plan based on the existing organizational structure and tied to job classification job duties. The T&D program was kicked off with a department-wide Operator Skill Assessment to determine the existing skill levels of all R&B employees and place them in the correct level of training.

The R&B Administrator requested that the T&D program merge with the existing internal leadership training he delivered to the front-line managers. In meetings with front-line managers, it was noted that the internal management training based on military leadership principles was not a good fit for them or their employees. They vocalized their desire for a more grounded program in traditional R&B operations.

With prompting from the front-line managers, the R&B Administrator asked for the LTP404 Basic Supervision and Management class. The course was well accepted and followed by the LTP400 Managing Conflict in the Workplace class. The R&B Administrator retired from service with the county, and a new R&B Administrator was selected to lead the department. He had moved his way up through the ranks over several years. The new R&B Administrator focuses on new ideas and strongly believes in management-oriented classes. The new administrator is also engaged in Succession Planning (SP) efforts based on the 5-Stage Model, which has hosted the LTP404 and LTP400 classes each year for the past two years. His goal is to reach down into the ranks of the existing workforce as much as possible to coach, mentor, and develop up-and-coming employees to become the leaders of tomorrow.

Plans are being made for the LTP405 Developing Employee Performance Plans and Conducting Employee Evaluations course, as the department will conduct evaluations for the first time beginning with the FY25 budget cycle. He is also using advice from the 5-Stage model to use on-the-job training of highly skilled tenured employees to train newer employees until they can arrange formal training such as the TxLTAP Program provides.

Under the new R&B administrator, he has instituted a structured Onboarding (OB) program based on the 5-Stage Model. They are using a six-month onboarding process with new hires, and the program is successful.

In conclusion, Stages 2 – 5 (OB, T&D, E&E, and SP) are being used right now in Comal County, and plans are in place to engage the Human Resources department at a higher level to improve the Recruiting and Attraction phase of the 5-Stage Model. Strategic Organization alignment will not be required of the R&B department as the County Engineer has approved the internal use of the 5-Stage Model to be followed. Its use will not impact other departments in the county.

Kendall County

Kendall County requested an on-site visit from two Commissioners who were looking to make changes in the management practices of the Road & Bridge department. The R&B was not receiving adequate direction or support from the County Engineer, which all commissioners knew. The R&B Administrator in place had a culture of “my way – or the highway” attitude with all of the employees in R&B that resulted in active pushback from employees, low morale, an above-average turnover rate, and decreased efficiency in work output.

Working around the County Engineer and championed by two County Commissioners and the Director of Human Resources (HR), a comprehensive Training and Development (T&D) program was developed and customized based on the perceived needs of the County Commissioners. Working with the Director of HR, job classifications and descriptions were reworked based on the 2020 TxSTIC Innovation award for the development of job descriptions for R&B and PW employees. When the R&B Administrator was presented with the plan and advised to implement it, he decided to take retirement.

A new R&B Administrator who has been with the department for several years and is change-oriented was selected. The R&B administrator requested on-site TA, and information was gathered to develop a comprehensive “make-over” of the department regarding mission, vision, goals, and management practices. The program developed was an immediate precursor to the roll-out of the 5-Stage Model. With the roll-out of the 5-Stage Model, the R&B department began planning and immediately implementing Stages 1 – 4 (RA, OB, T&D, E&E) and will begin planning and implementing SP in the coming months. In the planning phases, the Director of HR will develop an organizational-wide strategy to use the 5-Stages as approved by the Commissioners Court.

Other Success Stories

Many other success stories have been shared with the lead researcher of this project. The sharing of successes has come in the forms of:

- Being approached at conferences where attendees had received 5-Stage Model information at an earlier event and said they had taken it back to decision-makers who were adopting various components of the Model to implement. Example 2023 versus 2024 V. G. Young Institute of County Government Conferences, West Texas Judges and Commissioners Conferences, American Public Works Association North-Central Texas Conferences.
- Direct input from attendees of LTP400, 404, and 405 TxLTAP Management series training events held at The University of Texas at Arlington campus.