

Causes, Consequences and Remedies for Organizational Related Confusion: The Case of the Texas Air National Guard

By

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Applied Research Project

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The rising STAR of Texas

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The views expressed are those of the author and do not necessarily reflect the official policy or position of the Air Force, the Department of Defense, the U.S. Government, the Texas Air National Guard, the Texas Military Department, the State of Texas, or any public official named herein.

This project has been reviewed and is authorized for public release in accordance with Air Force Instruction 35-102; *Public Affairs, Security and Policy Review Process*.

Abstract

Purpose: The purpose of this research is to conduct a preliminary exploration of the organizational confusion that emerges from the overlapping jurisdictions governing the missions and members of the Texas Air National Guard. The organization is a complex state-federal entity that is collocated within the Texas Military Department and the U.S. Air Force, and fall under dual chains of command, which vary depending on mission. Broadly, this research seeks to determine if confusion exists in and around the organization, what impact it has on the organization's missions or personnel, and ways to mitigate any identified confusion.

Method: This project employs a pillar question conceptual framework focused on a case study of the Texas Air National Guard. The conceptual framework implements a mixed-use methodology, including: semi-structured, in-person interviews of Texas Air National Guard personnel and an analysis of state and federal documents related to the organization's operations.

Findings: This applied research project revealed there to be perceived confusion among Texas Air National Guard members concerning the organization's structure, with how it accomplishes federal and state missions as well as personnel management. The effects of the organizational related confusion on mission accomplishment or personnel matters was not definitive, but it was clear that any real or perceived confusion has not had a negative impact on the organization's operations. However, effective communication and training were identified as a way to mitigate the effects of the confusion on personnel-related matters, particularly as personnel enter or transfer within the organization.

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Prior to his current positions, Phil served as a Central Texas-based aide to numerous state and federal officials, including U.S. Sen. John Cornyn, where he served nearly two years in the Senator Cornyn's Austin office. He also worked in legislative staff positions during three regular sessions of the Texas Legislature. His state legislative staff experience includes service as a legislative director and chief of staff to state representatives, a policy analyst for a Texas Senate committee, and as a committee clerk

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(Photo courtesy of Phil Fountain.)

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Glossary of Acronyms

ACC:	Air Combat Command
AD:	Active Duty
ADOT:	Active Duty for Training
AETC:	Air Education and Training Command
AFI:	Air Force Instruction
AFL-CIO:	American Federation of Labor and Congress of Industrial Organizations
AFRICOM:	Africa Command
ANG:	Air National Guard
ANGI:	Air National Guard Instruction
AFSC:	Air Force Specialty Code
AFSPC:	Air Force Space Command
AGR:	Active Guard Reservist
CCM:	Command Chief Master Sergeant
CDAE:	Counter Drug Aviation Element
CDR:	Commander
CENTCOM:	Central Command
COCOM:	Combatant Command
CPA:	Texas Comptroller of Public Accounts
DAG-Air:	Deputy Adjutant General for Air (A state official appointed by the Governor of Texas under Texas Government Code, Chapter 437, Texas Military).
DoD:	U.S. Department of Defense
DOMOPS:	Domestic Operations Task Force (Texas Military Department)

Dual-Status Commander:	A military officer who has command authority over Title 10 and Title 32 military forces.
Dual-Status Technician:	A federal civilian whose position is contingent upon membership in the National Guard.
DSCA:	Defense Support to Civil Authorities
DSG:	Drill Status Guardsman - Traditional member of the National Guard who typically serves one weekend per month and 15 days per year, unless activated by state or federal officials.
EMAC:	Emergency Management Assistance Compact
EUCOM:	European Command
FEMA:	Federal Emergency Management Agency
FTNGD:	Full-Time National Guard Duty
FTNG-OS:	Full Time National Guard for Operational Support
HA/DR:	Humanitarian Assistance/Disaster Relief
GSU:	Geographically Separated Unit
IADT:	Initial Active Duty Training
IDT:	Inactive Duty Training
IRB:	Institutional Review Board
JOC:	Joint Operations Center
LEA:	Law Enforcement Agency
MAJCOM:	Major Command
MPA:	Military Personnel Appropriations
MRP:	Mission Ready Package
NDAA:	National Defense Authorization Act
NGAUS:	National Guard Association of the United States

NGB:	National Guard Bureau
NORTHCOM:	Northern Command
OSD:	Office of the Secretary of Defense
PACOM:	Pacific Command
RegAF:	Regular Air Force
RC:	Reserve Component
SAD:	State Active Duty
SECDEF:	Secretary of Defense
SM:	Traditional National Guard Service Member
SOUTHCOM:	Southern Command
SPP:	State Partnership Program
SPS:	Strategic Planning System
T5:	Title 5, United States Code - governs federal civilians
T10:	Title 10, United States Code - governs active duty military forces
T32:	Title 32, United States Code - governs reserve component military forces
TAG:	The Adjutant General – the senior National Guard officer in each state or territory (appointed by the governor).
TCMJ:	Texas Code of Military Justice
TDEM:	Texas Division of Emergency Management, a component of the Texas Department of Public Safety.
TMD:	Texas Military Department
TVC:	Texas Veterans Commission
TXANG:	Texas Air National Guard

TXARNG:	Texas Army National Guard
TXMF:	Texas Military Forces
TXNG:	Texas National Guard
TXSG:	Texas State Guard
UCMJ:	Uniform Code of Military Justice
USAF:	United States Air Force
USAFR:	United States Air Force Reserve
USERRA:	Uniformed Services Employment and Reemployment Rights Act
VA:	U.S. Department of Veterans Affairs

Glossary of Locations

136AW:	136th Airlift Wing
147RW:	147th Reconnaissance Wing
149FW:	149th Fighter Wing
203SFS:	203rd Security Forces Squadron
204SFS:	204th Security Forces Squadron
254CCG:	254th Combat Communications Group
272EIS:	272nd Engineering Installation Squadron
273COS:	273rd Cyber Operations Squadron

Chapter I – Introduction

Few part-time jobs in America have as much complexity as service in the National Guard. There are glossaries of acronyms and locations included with this research, located before this chapter, to assist with navigating through many of the duty statuses and terms associated with this topic. The focus of this research is to bring greater clarity to this nebulous organization and topic in general.

A typical member of the National Guard serves one weekend per month and 15 days of annual training per year. However, individual National Guardsmen may be asked to serve in a myriad of duty statuses, which differ based on the funding source of the requested duty. Additionally, each status may bring a different command structure. For example, during a natural disaster, a National Guardsman may be called to serve by the state's governor and is paid by the state through "state active duty" funds. Should the disaster require federal assistance, the National Guardsman may then be converted to serve on federal "Title 32" orders, which are funded by the federal government, but the service member remains under the command and control of the state. There are other sets of orders that can federalize a National Guardsman to serve alongside active duty forces for training purposes or contingency operations at home or abroad.

On August 3, 2016, Secretary of Defense Ash Carter swore into office the 28th Chief of the National Guard Bureau (NGB), Gen. Joseph L. Lengyel (Cronk 2016). Lengyel, of Bulverde, Texas, is a member of Texas Air National Guard (TXANG) who is serving on active duty, while on extended military leave from his civilian employer, a commercial airline. The role of the Chief, NGB is to serve as a conduit between the Department of Defense (DoD) and states' adjutants general, who are appointed by their

respective governors to lead National Guard forces within each state or territory.

Additionally, Chief, NGB is a member of DoD's Joint Chiefs of Staff. Lengyel succeeded Gen. Frank J. Grass, who was a member of the Missouri Army National Guard (Fountain 2016).

Within the National Guard, military members are aligned with the United States Army or the United States Air Force (USAF). For purposes of this research, the examination will be limited to the connection between the TXANG and the USAF.

“Aim High ... Fly – Fight – Win!” is the motto of the USAF. Within the structure of the Air Force, there are active duty units, as well Air Force Reserve units and those of the National Guard. The U.S. National Guard is comprised of 54 entities, each representing a U.S. state, territory, and Washington, DC. Other than the District of Columbia, each organization falls under the control of their state or territorial governor (Bowman, Kapp and Belasco 2005, 7).

Shift to Texas – TXANG

Texas is home to three Air National Guard (ANG) air wings, which together, along with a combat communications group, comprise the TXANG. The TXANG is a complex, state-federal organization that is rooted in state and federal law. As a state organization, the TXANG is nested within the Texas Military Department (TMD). TMD is a 23,000-plus-member organization that includes the TXANG, Texas Army National Guard, and the Texas State Guard; combined, they are the “largest state military force in the country” (Nichols, Texas Military Department Legislative Appropriations Request; Request for Fiscal Years 2018 and 2019 2016, 1). The majority of the TMD workforce is

comprised of traditional National Guard members, who live and work in the civilian community and fulfill their service obligation part-time.

TXANG members primarily stand ready to serve the state of Texas and fall under the control of the governor of Texas, except when called into the service of the United States by president through NGB (Tex. Gov't Code, Chapter 437, Texas Military¹).

TXANG members hold dual-status positions within the National Guard of the Texas, the state-controlled military of Texas that also includes the Texas Army National Guard, and the National Guard of the United States, which serves as a reserve component within the DoD. While there may be a perception that Guard units do not have to meet the same standards as their active duty counterparts, TXANG members hold state and federal positions and they train in units that are required to meet training standards established for the USAF.

Additionally, there is complexity related to the overlapping structures of the ANG and who has control over its activities. The TXANG's wings not only fall under state command and control from the governor through the adjutant general of Texas, they are also aligned with Air Force Major Commands (MAJCOMs) and have federal missions. Further, their activities typically take place on federal military installations, as opposed to community-based armories where their Army National Guard counterparts train.

Distinction between Air National Guard and Air Force Reserve

The Air National Guard and Air Force Reserve are distinct components within the U.S. Air Force enterprise – when discussed along with the active component forces are referred to as the Total Force. The Air National Guard traces its roots to the *Militia Act of*

¹ <http://www.statutes.legis.state.tx.us/docs/GV/htm/GV.437.htm>

1903 and Congress established the Air Force Reserve in 1948 (Air Force Reserve Command 2016).

Since all members of the Total Force wear the same uniforms and train part-time, confusion can quickly arise with key leaders and the public at-large. Table 1.1 provides a high-level comparison of some of the specific differences between the USAFR and ANG.

Table 1.1 – Difference Between Air Force Reserve and Air National Guard (Graphic courtesy of U.S. Air Force Reserve Command².)

	Air Force Reserve	Air National Guard
Legal Status	Title 10	Title 32
Command and Control	Full-time and part-time service, under command of the President	Full-time and part-time service, under the control of the state Governor. If Mobilized or volunteer for Active Duty, under command of the President.
Homeland Support	Restricted under Posse Comitatus Act. 100 % weather reconnaissance (Hurricane Hunters), 100 % aerial spray, 25% aerial firefighting squadrons. Can be mobilized with 12304a authority.	In state role, not restricted under Posse Comitatus Act. 100 % air defense, 75% aerial firefighting squadrons.
Federal Accessibility	Available/accessible via established voluntary and/or involuntary mobilization authorities. Additional access to 790,000 (Individual Ready Reserve, Standby Reserve, Retired Reserve and Retired Active Duty) with mobilization.	With consent of state, available/accessible via volunteerism via established mobilization authorities.
Active Duty Integration	Approximately two-thirds of AF's Total Force Integration associations. Approximately 10% of selected reserve force are individual reservists serving throughout DOD staffs.	Approximately one-third of AF's TFI associations.
HQ Management	Single MAJCOM, three Numbered Air Forces and a directorate on Air Staff to support dual-hatted Chief of the Air Force Reserve.	National Guard Bureau, Air National Guard Readiness Center and 54 national Guard Joint Force Headquarters-State.
Senior Leader	As Chief of the Air Force Reserve, advisor to SecAF and CSAF.	Director of Air National Guard reports to Chief of National Guard Bureau.
Federal Funding	100% federally funded.	100% of personnel funding for federal missions and training. 91% federal funding for National Guard installation's base operations and maintenance costs, other 9% state funded.
Full-time vs Part-time	17% Full-time 83% Part -time	30% Full-Time 70% Part-Time

Both organizations require members to attend training periods monthly and annually, typically one weekend per month and two weeks per year. The Reserve

² Air Force Reserve Command. "The difference between Guard and Reserve." July 26, 2016. <http://www.afrc.af.mil/AboutUs/FactSheets/Display/tabid/5102/Article/857897/the-difference-between-guard-and-reserve.aspx> (accessed October 15, 2016).

provides trained units for exclusive use active duty leadership. While the National Guard also provides active duty leadership with trained forces, their members may also train to support their state governments to “assist communities endangered by storms, floods, fires, and other disasters” (U.S. Department of Veterans Affairs 2012).

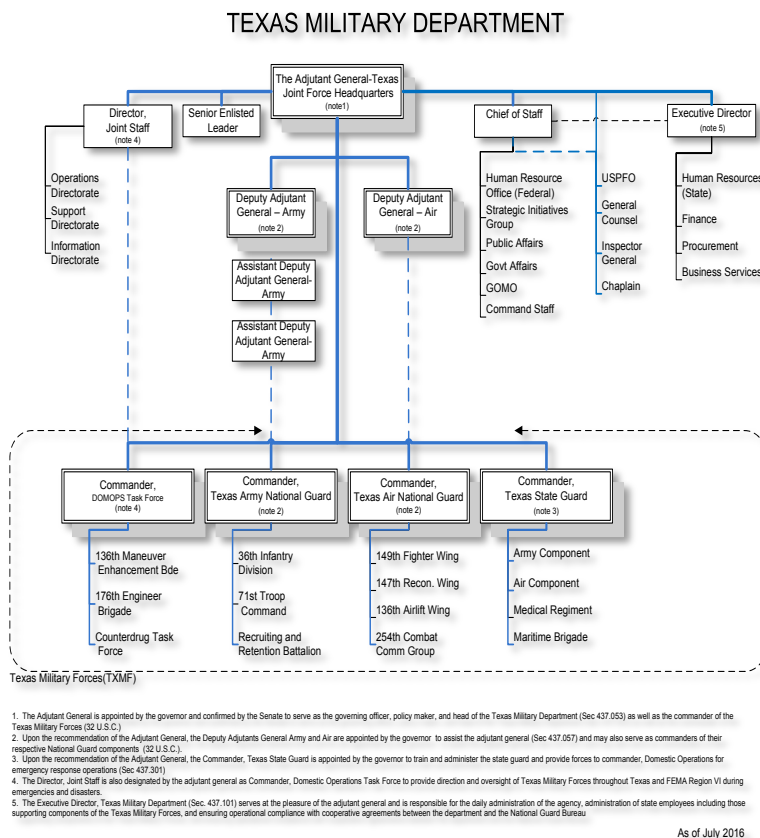
Purpose

The purpose of this research is to conduct a preliminary exploration of the organizational confusion that emerges from the overlapping jurisdictions governing the missions and members of the TXANG. This particular organization, and its subordinate units, is situated within and around multiple layers of direct state and federal command and control functions and blended funding streams. Additionally, the organization’s hierarchical operations are interwoven into state and federal laws and administrative policies.

Chapter II – Setting

As of October 1, 2016, the TXANG is state organization within the TMD. It is also a federal reserve of the USAF (National Guard 2016). As a TMD force, the TXANG is controlled by the state of Texas under the authority of the governor, as commander-in-chief, and the adjutant general of Texas, who is appointed by the governor and serves as the administrative head of the agency and commanding general of the Texas military forces. TMD is organized under Chapter 437 of the Texas Government Code³. Figure 2.1 provides a graphic representation of how TMD is organized.

Figure 2.1 – Organization of the Texas Military Department (Graphic courtesy of Texas Military Department⁴.)

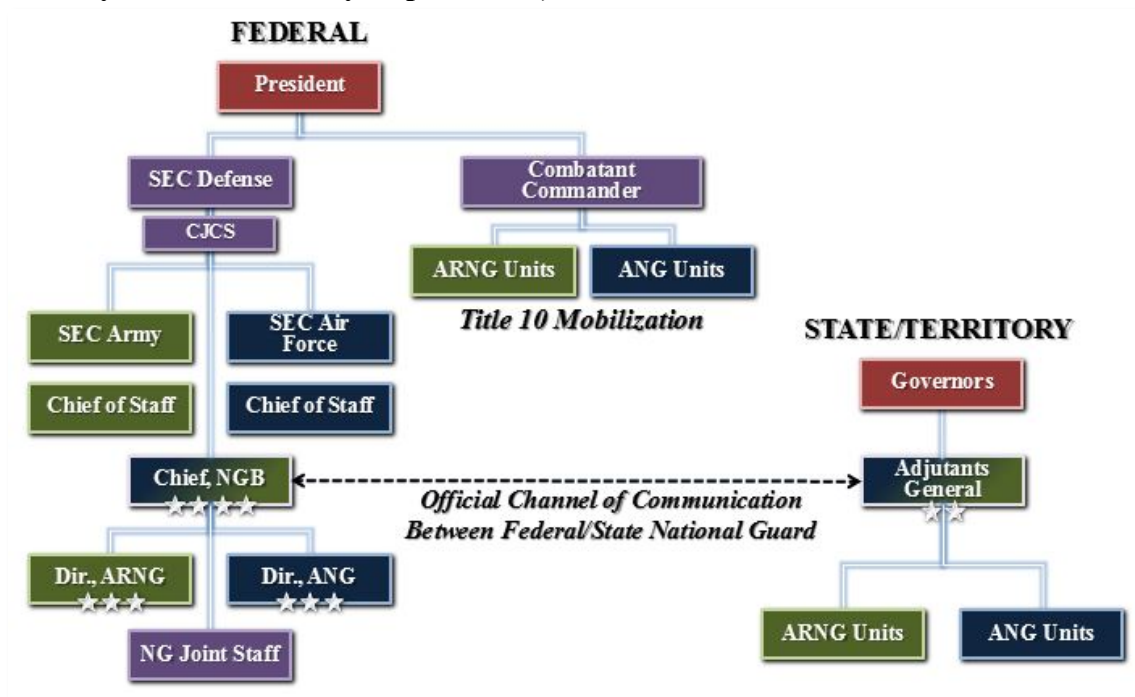


³ <http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.437.htm>

⁴ (Nichols, Texas Military Department Legislative Appropriations Request; Request for Fiscal Years 2018 and 2019 2016, 8)

The Texas Military Forces are composed of the Texas Army National Guard, the TXANG, and the Texas State Guard. The Texas Army National Guard is a reserve force of the U.S. Army, and the Texas State Guard is a predominately voluntary force that is controlled by the state of Texas as “an organized state militia under the authority Title 32 of the U.S. Code and Chapter 437 of the Texas Government Code” (Texas Military Department 2016).

Figure 2.2 – National Guard (Army and Air) Command Structure (Graphic courtesy of Texas Military Department.)



When mobilized for Title 10 federal service⁵, TXANG units and members fall under federal control from the president of the United States, as commander-in-chief, through combatant commanders. However, for non-mobilized federal service (e.g., state-controlled Title 32⁶) but readiness levels are linked to DoD standards, which is formally

⁵ Title 10, U.S. Code, governs the activities of the armed forces of the United States, which are federally funded and controlled (e.g., U.S. Army, U.S. Navy, U.S. Marine Corps, U.S. Air Force).

⁶ Title 32, U.S. Code, governs the activities of the National Guard and authorizes these forces to be federally funded while serving under state control.

coordinated through NGB to the state and territorial adjutants general down to the individual units. Additionally, each ANG unit's federal operations fall in line with a USAF MAJCOM.

Senior Leadership of the Texas Air National Guard

Currently, the TXANG has three air wings, and smaller geographically separated units, within the state of Texas (Texas Air National Guard 2016). A colonel who reports to the TXANG commander (a general officer appointed by the adjutant general) commands each wing. Additionally, upon recommendation of the adjutant general, the governor may appoint a deputy adjutant general for air (DAG-Air), a colonel or general officer, to assist the adjutant general carry out the duties of the office in relation to all matters involving the TXANG. The commander and DAG-Air position may be held concurrently, as was the case with Maj. Gen. Kenneth W. Wisian, who held the positions between 2011 and 2015 until he retired from the TXANG (Fountain, TXANG welcomes new commander; salutes outgoing commander 2016, 14).

Upon Wisian's retirement, two separate people filled the positions of commander and DAG-Air. Texas Gov. Greg Abbott appointed Col. Dawn M. Ferrell of Wichita Falls to the post of DAG-Air in November 2015, which subsequently led to her promotion to the rank of brigadier general, making her the first female TXANG general officer (Lacy 2016, 8). Concurrently, Maj. Gen. John F. Nichols, the adjutant general of Texas, appointed Brig. Gen. David M. McMinn to serve as the commander of the TXANG, elevating him from the position of chief of staff of the TXANG. Ferrell is a federally recognized general officer that serves as a full-time employee of the state of Texas within the Texas Military Department. McMinn is a traditional, part-time National Guard officer

who also maintains a civilian career as a commercial airline pilot (Fountain, TXANG welcomes new commander; salutes outgoing commander 2016, 14).

Figure 2.3 – Texas Air National Guard Command Structure (Graphic courtesy of Texas Military Department.)



136th Airlift Wing (Naval Air Station Fort Worth Joint Reserve Base)

The current, primary federal mission of the 136th Airlift Wing (136AW) is to employ the C-130 Hercules tactical aircraft for missions assigned through the Air Force's Mobility Air Command, which is headquartered at Scott Air Force Base, Illinois. For the state of Texas, the 136AW aircraft are an integral part of the state's emergency management plan and emergency management compacts between Texas and other states contemplate their availability. These aircraft are currently the only National Guard C-

130s assigned to a state along the Gulf Coast (Fountain 2012, 6) and have been deployed for natural disaster responses, including Hurricane Katrina in 2006.

Additionally, the 254th Combat Communications Group is a geographically separated unit of the 136AW and is located at Hensley Field, in Dallas (Texas Air National Guard 2016).

147th Reconnaissance Wing (Ellington Field Joint Reserve Base, Houston)

The current, primary federal mission of the 147th Reconnaissance Wing (147RW) is to operate the MQ-1 Predator remotely piloted aircraft for missions aligned with the Air Force's Air Combat Command, which is headquartered at Langley Air Force Base, Virginia. The unit is slated to transition from the MQ-1 to the MQ-9 Reaper, also a remotely piloted aircraft, in 2017. For the state of Texas, the 147RW has available personnel and resources that may be used to assist during natural disasters, such as hurricane relief and evacuation assistance along the state's Gulf coast.

149th Fighter Wing (Kelly Field Annex, Joint Base San Antonio-Lackland)

The current, primary federal mission of the 149th Fighter Wing (149FW) is to train pilots to employ the F-16 Fighting Falcon aircraft for missions aligned with the Air Force's Air Education and Training Command, which is headquartered at Joint Base San Antonio-Randolph, Texas. For the state of Texas, the 149FW has available personnel and resources that may be used to assist during natural disasters, such as hurricane relief and evacuation assistance along the state's Gulf coast.

The 149FW also has geographically separated units at Fort Bliss, in El Paso. These units, the 203rd and 204th Security Forces Squadrons, provide training and

operational support for the Air Force's Security Forces Center, headquartered at Joint Base San Antonio-Lackland. Additionally, separated from the main unit, is the 149FW's Detachment 1, which is located in McMullen County, as part of Naval Air Station Kingsville, and operates Yankee Range to accommodate F-16 combat training. The 149FW is also provides administrative and logistical support for the Headquarters, Texas Air National Guard, which operates out of Camp Mabry, in Austin.

Chapter III – Literature Review

Purpose

The National Guard is a complex organization, but is one Americans rely upon to serve during times of need. The literature reveals the intricate history of the National Guard and its unique role within our civil-military structure.

Merriam-Webster provides a definition for *confusion*⁷ as “a situation in which people are uncertain about what to do or are unable to understand something clearly” (Merriam-Webster 2016). A present examination of the literature finds similar results. However, one topic that seems to permeate throughout the literature is facets of a yet defined concept of organizational confusion. Terms such as “symbiotic relationship” (Johnson, Kniep and Conroy 2013, 107-129) and “unique hybrid” (Rich 1994, 35) have been used to describe the nature of the National Guard’s state and federal organization.

Conceptual Framework Overview

As a result of limited literature on the topic of organizational confusion, it was determined a pillar question conceptual framework would be well suited for a preliminary analysis of the situation currently at hand. All of the challenges presented lead to inherent confusion about the national and role of the TXANG, which leads to further questions about the effects of this confusion and to determine ways to mitigate those effects.

Pillar questions are considered “starting points guided by reflective thought, a search of the literature and consideration of personal experience” (Shields and

⁷ <https://www.merriam-webster.com/dictionary/confusion>

Rangarajan 2013, 148). The pillar questions model is linked with the exploratory research and is one of five conceptual frameworks (Shields and Rangarajan 2013, 26).

This research attempts to bring clarity to the following areas within the TXANG, which are sources of organizational confusion:

- How the system works;
- Who is in charge; and
- Where people can go for help

Therefore, this research will focus on (1) causes of confusion, (2) effects of confusion, and (3) mitigation of the organizational confusion, in order to carry this inquiry forward. The Pillar Questions are summarized and tied to the literature in Table 3.1 (Conceptual Framework Table). The first pillar question is – What are causes of organizational related confusion at the Texas Air National Guard?

Pillar Question #1: Causes of Confusion – What are causes of organizational related confusion at the Texas Air National Guard?

“The financial relationship between the federal government and the states has never been more intertwined and complex” (Pattison 2015). Notwithstanding the financial interconnection, controversies between the jurisdictions of the two governments must be ultimately resolved (Hamilton, Madison and Jay 1996, 196). The U.S. Supreme Court may resolve such jurisdictional conflicts.

The overlapping jurisdictions can not only create confusion in the eyes of National Guardsmen themselves, but also their active duty counterparts, and state and federal policymakers who oversee their operations and activities. In a state the size of Texas, with multiple military installations involving Air Force assets, their roles,

missions, and capabilities can quickly become blurred to the lay observer. Specifically, this confusion could create command and control delays at critical moments in time. Thus, a pillar question emerges, PQ1: What are causes of organizational related confusion at the Texas Air National Guard?

Causes of Organizational Confusion (PQ1)

The causes of organizational confusion related confusion at the TXANG are connected with the complexity of the National Guard as a whole. This includes the nature its organization, from its historical role within the United States military, its state-federal structure and relationship, to the management of assets and personnel within the federalist structure of American governance.

According to an article on the National Guard's website, the organization controls longest serving American military units, which can be traced to 1636 in the Massachusetts Bay Colony (National Guard 2016). During the founding of the United States, the state-based militias – the precursors to modern National Guard organizations – where contemplated as serving alongside the national military. The nation's founders were concerned about a standing army, but they provided for one in the U.S. Constitution. "Thus, these two prevailing opinions, that standing armies are dangerous, but also that they are necessary, shaped the Constitution and resulted in the creation of both a standing army and state militias" (Romano 2008, 223).

Service for National Guardsmen is more complex than their active duty counterparts. The soldiers and airmen of the National Guard "live in two different yet coexisting cultures," that of a citizen in civilian-focused atmospheres as well as a service member in a military environment (Aquino 2013, 90). Most National Guardsmen are

traditional, in that they typically serve one-weekend per month and two-weeks per year. They have added challenges, perhaps balancing a second career, attending college, and maintaining personal relationships with friends and family members. Others may not fully understand the challenges that derive from military service as well as someone living on or near a military installation with a spouse serving on active duty (Aquino 2013, 5).

While it was not a universally held belief at the time, the basic principle of federalism in America is derived from a “decentralizing impulse” (Huq 2015, 40). The nation’s founding documents tend to agree with this assertion. For example, *Federalist No. 39*, purportedly written by James Madison, laid out one founder’s idea of the state-federal relationship, that “the proposed government cannot be deemed a *national* one; since its jurisdiction extends to certain enumerated objects only, and leaves to the several States a residuary and inviolable sovereignty over all other objects” (Hamilton, Madison and Jay 1996, 196). This principle later became codified as the Tenth Amendment to the U.S. Constitution, which states, “[T]he powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people” (National Constitution Center 2016).

Now that some of the causes have been revealed, it brings us to a sub-topic related to missions.

State and Federal Missions (PQ1a)

The TXANG is asked to perform a myriad of missions, from state active duty during a crisis, federal training and airlift support, to combat support for overseas

operations. At any given moment, TXANG members may be independent of or directly alongside their federal, active duty counterparts.

Figure 3.1 – TMD Command Structure for State and Federal Missions (Graphic courtesy of Texas Military Department.)



Within its definition of the term *mission*, the Department of Defense defines the term to include: “the task, together with the purpose, that clearly indicates the action to be taken and the reason therefore,” and “when applied to lower military units, a duty assigned to an individual or unit; a task” (Department of Defense 2016, 155). It is natural to conclude, for mission to be successful and achievable, it must be clearly articulated and understandable at all levels of the military chain of command.

During a mid-1990s study on the state and federal missions of the National Guard, it was “determined that there was a paucity of national-level documentation and literature

addressing the National Guard's experience in state missions" (Brown, Fedorochko Jr. and Shank 1995, xiv). The role of the National Guard has become increasingly significant to the national security strategy of the United States. Depending upon need, the National Guard may serve as a "domestic security force and a major component of U.S. combat power for overseas operations" (Brown, Fedorochko Jr. and Shank 1995, 1). Within this broad scope of activity, numerous operations may take place that are state or federal. How does one determine whether a National Guard mission is state or federal?

To help differentiate between state and federal missions, one needs to determine where a mission is authorized and who has command and control over the mission, as well as who pays for it, where it takes place, and what laws or policies govern the National Guard members during the mission. Federal missions are performed under the authority of Title 10, U.S. Code, and state missions are conducted under Title 32, U.S. Code, for state active duty or a non-federal status that is federally funded (Brown, Fedorochko Jr. and Shank 1995, 7).

While serving in Title 32 status, the National Guard chain-of-command goes down from the state or territorial governor, through the adjutant general, then the assistant adjutant general for air, to each unit's commander (Secretary of the Air Force 2008, 63). Benefits associated with Title 32, which allows National Guard members to receive federal credit for service, pay and benefits, but remain under the operational control of the state chain of command, avoiding *Posse Comitatus*⁸ Act restrictions (Bowman, Kapp and Belasco 2005, 8).

⁸ Posse Comitatus: "the power of the county: a: the entire body of the inhabitants who may be summoned by the sheriff to assist in preserving the public peace (as in a riot) or in executing a legal precept that is forcibly opposed including under the common law every male inhabitant who is above 15 years of age and not infirm" (Merriam-Webster 2016).

The *Posse Comitatus Act* was initially approved in 1878 and has been amended numerous times. Generally, it precludes military involvement in civil law enforcement matters, unless expressly authorized by Congress. Specifically, it states:

“Whoever, except in cases and under circumstances expressly authorized by the Constitution or Act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute the laws shall be fined under this title or imprisoned not more than two years, or both. 18 U.S.C. 1385” (Doyle 2000).

The flexible use of the National Guard under Title 32, which falls outside of the *Posse Comitatus Act*, proved useful following the terrorist attacks of September 11, 2001, when the National Guard was called in by states to protect “critical infrastructure” and strategic locations from additional attacks (Bowman, Kapp and Belasco 2005, 7). For months after the attacks, National Guardsmen served in the nation’s airport, providing a show of force and managing security operations (Gilmore 2002).

After 9/11, policy makers decided to adjust national strategies to allow for greater coordination at each level of government. Taking into account state’s concerns about losing too much control of National Guard assets, as well as *Posse Comitatus* restrictions on the federal military involving itself in police activities, Congress modified Title 32 to allow for dual status commanders. Such commanders may simultaneously serve “on state status while serving on active duty with the authorization and consent of the President and Governor” (National Commission on the Future of the Air Force 2014, 39).

Another area of interest is the potential of using remotely piloted aircraft, or RPAs, in state domestic operations missions, such as disaster relief. There are numerous legal constraints in place, depicted in Table 3.1, which preclude their use in state missions and currently require the approval of the Secretary of Defense (SECDEF) if they are to be used to support local authorities (Guerra and McNerney 2015, 14). In 2013,

SECDEF approved use of MQ-1 Predator RPAs assigned to the California Air National Guard's 163rd Reconnaissance Wing, headquartered at March Air Reserve Base, in Riverside, to combat a wildfire near Yosemite National Park (Cone 2013). This decision was said to have saved lives and provided decision-makers with information “on the ground in real-time, providing them with valuable time to employ the most effective and efficient measures to extinguish the blazes and protect firefighters” (Kasitz 2013).

Table 3.1 – Constraints on ANG RPA Operations (Graphic courtesy of RAND Corporation⁹)

Constraints on ANG RPA Operations		
Type of Constraint	Reason	Description
Operational		
Availability	Not all RPAs in ANG inventory are available for domestic missions	<ul style="list-style-type: none"> Approximately 25 RPAs potentially available for domestic missions at any given time out of 40+ in inventory
Cost	ANG requires funding/reimbursement for RPA operations	<ul style="list-style-type: none"> MQ-1 missions: \$618 per flying hour for DoD; \$777 for other users MQ-9 missions: \$1,142 per hour for DoD; \$1,322 for others
Air safety	The FAA has special regulations to address public concerns about RPAs sharing airspace with traditional aircraft	<ul style="list-style-type: none"> FAA certificates of authorization (COAs) can take up to 60 days to receive; required for any action in unrestricted airspace FAA aircraft safety standards
Policy		
Posse Comitatus	There are public sensitivities to DoD's support to law enforcement activities	<ul style="list-style-type: none"> Prohibits use of the armed forces to perform the tasks of civilian law enforcement unless explicitly authorized by appropriate civilian law enforcement officials
Sensitivity		
Proper Use Memoranda (PUMs)	There are public sensitivities to the execution of domestic surveillance missions by DoD	<ul style="list-style-type: none"> Required by DoD for any domestic collection of airborne or satellite imagery
Secretary of Defense approval	There are public sensitivities to use of RPAs domestically by DoD	<ul style="list-style-type: none"> Required for any ANG use of RPAs in support of civil authorities
Interagency coordination	There are internal government sensitivities to DoD acting domestically without sufficient integration with civilian agencies	<ul style="list-style-type: none"> Information sharing Agency clearances

⁹ Guerra, Stephen J., and Michael J. McNerney. *Air National Guard Remotely Piloted Aircraft and Domestic Missions*. Santa Monica, CA: RAND Corporation, 2015. (via http://www.rand.org/content/dam/rand/pubs/research_reports/RR1000/RR1016/RAND_RR1016.pdf)

The concept of overlapping jurisdictional authority is not unique to the National Guard. Congress frequently delegates powers to multiple organizations in the same policy area, and may include multiple levels of government. While there might be overlapping authority, one will ultimately have dominant authority (Gerson 2006, 208-210).

In addition to the complexity of state and federal missions, National Guard members may be placed in state or federal duty status, which have their own complexity. These statuses determine if personnel are state funded and controlled, federally funded and controlled, or federally funded and state controlled. This ambiguity leads to sub-pillar question, PQ1a: How are the missions (Federal and State) of the Texas Air National Guard a source of organizational confusion?

Personnel Management (PQ1b)

In addition to wearing two proverbial hats in their personal lives, TXANG members are called to serve multiple entities in connection to their military duties. At any given moment, they may be under full or partial control of their state or territorial governor or they may be federalized into active duty service at home or abroad and placed under the complete jurisdiction of the Department of Defense and subject to the federal Uniform Code of Military Justice (UCMJ).

During his initial remarks following his swearing in as Chief, NGB, Lengyel thanked the support of civilian employers. Speaking of employer support, Lengyel said, “Our business model doesn’t work without them” (Fountain, New National Guard Bureau chief has strong ties to Texas 2016). Lengyel is a high-level example of the challenges and confusion each National Guardsman may face during their career. Flowing between multiple duty statuses, with different administrative and command channels, while

wearing the same uniform their active duty counterpart is wearing. Additionally, each status may have different impacts to the National Guardsman's pay and benefits.

What delineates the duty status of National Guard members is where they are authorized in law. By having access to multiple duty statuses, the National Guard is a unique military force that can be leveraged by states and the federal government for a myriad of missions (Ebbinghausen 2006, 27-28).

There may be times when TXANG members receive federal funding and compensation for non-training missions within the scope of their state service, such as law enforcement activities that active duty service members are typically precluded from performing under the federal *Posse Comitatus Act* (Bowman, Kapp and Belasco 2005, 9). Additionally, there are other times when they may be under the full control and funding of their state or territory, typically referred to as State Active Duty. But the uniform is the same; hence, the confusion that may arise to the lay bystander during a natural disaster or similar event.

There is a myriad of classifications and pay statuses for those who serve the TXANG in a full-time capacity, whether as a state or federal civilian, a military member or combination of each. The typical ANG unit has numerous duty statuses its members may be in from the Active Guard Reserve (AGR) program to the drill-status Guardsmen, among others (Dailey 2008, 10-11).

The Department of Defense describes AGR members as being on "voluntary active duty providing full-time support to National Guard, Reserve, and Active Component organizations for the purpose of organizing, administering, recruiting,

instructing, or training the Reserve Components” (Department of Defense 2016, 2). As such, AGR members are on call all days and at all hours (Dailey 2008, 10-11).

Another status is that of the National Guard technician. This is “a unique category of military member,” as they are required to maintain “a dual status as both a federal civilian employee and a National Guard member while performing their employment duties” (Forte 2007, 343). Further, the National Guard technician holds a military rank and a civilian pay grade; they are generally limited to working 40 hours per week and are “managed by an intricate set of administrative procedures that are overseen by the Office of Personnel Management” (Forte 2007, 287). Even within the unit, there is little to no outwardly visible delineation between service member’s duty statuses, often leading to greater confusion.

The public mostly likely associates National Guard operations with the drill status Guardsman, those who serve a weekend a month and two weeks per year. These service members may be called out by the governor to respond to a disaster or may be mobilized into federal service (National Commission on the Future of the Air Force 2014, 83).

Upon entering military service, members of the National Guard take state and federal oaths. The U.S. Constitution gave Congress the power to organize, arm, and provide disciplinary measures for the militia, but left for the states to appoint its officers and the authority to conduct training in accordance with federal standards. While the “governor of each state has almost unbridled power over its militia,” the U.S. Supreme Court, in *Sterling v. Constantin*, determined it cannot be used “to undermine legitimate federal action” (Romano 2008, 223). There are several examples from U.S. history that

prove the federal government has ultimate control over National Guard forces, but few more compelling than some examples during the Civil Rights era in American history.

In 1957, President Dwight D. Eisenhower federalized the Arkansas National Guard to integrate the Little Rock public schools after “Arkansas governor Orville Faubus stationed the state National Guard at high schools in Little Rock to prevent the integration” (Romano 2008, 223). Next, in 1963, George C. Wallace, then governor of Alabama, famously stood in front of a school house door to prevent Court-ordered integration of Alabama public schools. Wallace only stepped aside after “President John F. Kennedy federalized the Alabama National Guard, and ordered its units to the [University of Alabama] campus” (Alabama Department of Archives and History 2012). The federal government enforced court-ordered integration with the support of National Guardsmen (Romano 2008, 223).

These instances could have turned into potential Constitutional crises, but ended up being an example of the professionalism of National Guardsmen. The guardsmen showed how they could seamlessly shift between their state and federal roles. However, there was no doubt that the guardsmen were ultimately bound to orders of the federal government. In these instances, it is clear that the federal government had “dominant authority” with respect to the employment National Guard forces (Gerson 2006, 210).

While the federal government may be dominant in many ways, there are examples that show how the federal government depends upon states to enact programs. As a result, these intergovernmental issues are something state policymakers must contemplate. With regards to the National Guard, this becomes apparent in the area of funding, pay, and benefits (Pattison 2015, 1)

In 2013, the National Guards of nine states with bans on same-sex marriage had to navigate through this state-federal relationship. In June 2103, the U.S. Supreme Court authorized federal recognition of same-sex marriages. This led to questions about the status of employees enrolling eligible beneficiaries, due to the fact that National Guard members hold dual obligations to the state and federal governments, and some states have constitutional restrictions concerning same-sex marriage. In the end, the states found ways to process the federal benefits. Along with some other states, Texas placed National Guard employees into a federally controlled status, when needed, to enroll the benefits (Margolin 2013, 2).

Texas law recognizes the dual-status nature of National Guard service. Chapter 437, Texas Government Code¹⁰ states, “Federal law prescribes the terms and the qualifications and requirements for enlistment and appointment in the Texas National Guard. The governor and legislature may prescribe additional terms, qualifications, and requirements that do not conflict with federal law.” When a conflict in duty status arises in within the state, a state active duty order from the governor “takes precedence over training and most other duties performed under the provisions of Title 32” (Brown, Fedorochko Jr. and Shank 1995, 58).

While National Guard units are “structured and sized based solely upon federal mission requirements” (Brown, Fedorochko Jr. and Shank 1995, xx), a “governor does not have to request his state’s National Guard to participate (in a domestic response); he owns it” (Clark 2005, 2). When in a “state” status, under the control of the governor, a service member may not be disciplined under the UCMJ (Gregory 2012, 12) and are not afforded the protections of the *Uniformed Services Employment and Reemployment*

¹⁰ <http://www.statutes.legis.state.tx.us/docs/GV/htm/GV.437.htm>

Rights Act or USERRA (Forte 2007, 287). These and other factors can impact numerous aspects of mission planning and personnel management.

Language in the *National Defense Authorization Act for Fiscal Year 2016*¹¹ represents an emerging challenge that may soon face National Guard leaders is a language contained in the, which calls on the Secretary of Defense to “convert not fewer than 20 percent of the dual-status military technician positions in general administration, clerical, and financial occupations to positions filled by federal civilian employees under Title 5” (Wasserbauer 2016). It is not clear how this change would benefit the service members or improve their organizational structure. This issue has caused push-back by some of the state’s governors who are concerned that the “personnel would be shifted from state control to federal control, meaning governors would not be able to use those employees during a state emergency” (Rowell 2016).

More pointedly, in a letter from National Governors Association to key congressional leaders, (Branstad and Malloy 2016) assert that this change is:

“...a serious shift in authority from governors, as commanders-in-chief of the National Guard in our states, to the federal government. The long-term effects of the provision would include reduced National Guard readiness and military cohesion, as well as increased federal and state costs. The provision undermines state management of a critically important part of our National Guard forces and reduces the number of personnel available to states during times of emergency.”

In response, two key United States senators counter the governors’ claim, citing a 1968 act “that describes two missions for technicians—training Guardsmen and maintaining Guard equipment” (National Guard Association of the United States 2016). The senators found “a ‘bizarre assortment of positions’ are now held by technicians, including architects, entomologists, woodworkers, photographers and others ‘we find

¹¹ S. 1356 – *National Defense Authorization Act for Fiscal Year 2016*, 114th Congress (2015-2016); <https://www.congress.gov/bill/114th-congress/senate-bill/1356/text>

difficult to imagine are necessary to the administration and training of the Guard, and which certainly have nothing to do with maintain and repairing equipment”” (National Guard Association of the United States 2016).

As a result of all of these factors, a second sub-pillar question presents itself, PQ1b: How are members of the Texas Air National Guard a source of organizational confusion?

As the literature leads to the fact that organizational confusion does exist within an organization like the TXANG, this leads to a second pillar question, what are its effects and consequences?

Pillar Question #2: Effects of Confusion – What are the consequences of organizational related confusion at the Texas Air National Guard?

Effects of Organizational Confusion (PQ2)

During the course of researching the topic of organizational related confusion at the Texas Air National Guard, it was discovered there is an absence of academic literature on the topic of organizational confusion. A conceptual framework will be developed to gather information for later analysis to determine the effect of confusion about the organization’s mission and personnel, both to internal and external parties.

Based on the premise that there are effects of organizational related confusion at the TXANG, a second pillar question was developed, PQ2, what are the consequences of organizational related confusion at the Texas Air National Guard? In order to drill down further, two sub-pillar questions were developed. PQ2a, what is the effect of varying Texas and federal governance on the ability to accomplish Texas Air National Guard missions?

What is the effect of varying Texas and federal governance on the ability to accomplish Texas Air National Guard missions? (PQ2a)

As previously discussed, the TXANG is asked to perform numerous state and federal missions. The ANG's Strategic Planning System (SPS) connects state's adjutant generals with director of the Air National Guard. It is driven from the field to provide federal National Guard leaders with inputs to determine future missions (McFadden 2012). As federal missions may be less dependent on specific locations, the SPS process allows states to provide key information that may help identify why a certain mission should be located at a specific site. This is certainly an added layer of complexity for a unit that may be viable for a new or emerging mission. Is this something that streamlines or slows down mission selection? This is an issue that needs to be reviewed during the research.

The SPS is primarily focused on helping identify potential missions, but once a unit has a mission, does overlapping state and federal guidance impact how the unit is able to accomplish its mission? For example, during a natural disaster, how does a National Guardsman's duty status impact his or her ability to support those in need?

While the federal response to Hurricane Katrina was challenged at the time, the role of the National Guard further reinforces the challenges that are inherent in the American federalist system. In his memoirs, former President George W. Bush discussed how state and local governments lead disaster response, with the federal government in support, when needed. Bush told of an exchange he had with then-Louisiana Gov. Kathleen Blanco, who he said delayed authorizing federalization of the Katrina response, whereas the governors of Alabama and Mississippi sought federal support early on. Bush

wrote, “I told her it was clear that the state and local response forces had been overwhelmed. ‘Governor,’ I pressed, ‘you need to authorize the federal government to take charge of the response.’ She told me she needed twenty-four hours to think it over” (Bush 2010, 308-309).

Notwithstanding the criticism of the local, state and federal response, the day after Katrina hit, medical personnel from the TXANG arrived in New Orleans, set up a treatment facility and began “triaging and treating” patients (Winslow 2015, 1762). According to an article on the National Guard Bureau’s website, the National Guard’s response has been praised and would be “lauded in congressional hearings as the most organized, well-prepared agency responding to the disaster” (National Guard Bureau 2006). One area of confusion related to the response involved initial requests for assistance. Louisiana and Mississippi requested aircraft through an Emergency Management Assistance Compact. While the requests were facilitated through the National Guard Bureau, they were considered “state-to-state requests for assistance, not federal requests involving FEMA (Federal Emergency Management Agency) or OSD (Office of the Secretary of Defense)” (U.S. House of Representatives Select Bipartisan Committee to Investigate the Preparation for and Response to Hurricane Katrina 2006, 67).

What is the effect of varying Texas and federal governance on Texas Air National Guard members? (PQ2b)

Retired Lt. Gen. H. Steven Blum, then Chief, NGB, said of the National Guardsmen who responded to Hurricane Katrina, “Nobody asked how we were being paid [or] how long we’re going to be there” (National Guard Bureau 2006). This further

speaks to the professionalism of Guardsmen who step up to serve their neighbors in times of need, but also of the complexity that follows when administrative actions need to be completed, such as pay and benefits.

Not just pay and benefits, but a whole set of issues come into play depending on what status a service member is serving within, including disciplinary action for wrongdoing. During the research, this topic will be reviewed to bring about greater clarity.

In order to address the effects and consequences of organizational related confusion at the TXANG, a third pillar question emerges to determine if a remedy is available.

Pillar Question #3: Mitigation – What are the remedies to reduce the effects of organizational related confusion at the Texas Air National Guard?

End State (PQ3)

To mitigate potential ill effects of operating in a complex regulatory environment, agencies should consider streamlining “redundant functions [allowing] agencies to stop making unnecessary decisions and to piggyback on the work of other agencies” (Freeman and Rossi 2012, 1183). Additionally, memorandums of understanding can be used to “to clarify jurisdictional boundaries, share staff and information, and establish procedures for managing shared or closely related authority” (Freeman and Rossi 2012, 1195). Further, command structures, including organizational charts, can formalize leadership relationships and how they “make explicit expectations about the form and content of interaction between parties” (Bisen, Messersmith and Kelley 2012, 130).

For National Guard forces operating with numerous civil and military partners, one end state suggested includes, “constant training together and untiring respect for the American system (that is, local, state, and national governments coexisting) to establish genuine domestic operational preparedness” (Rodriguez 2008, 81). But there may be others.

To further identify a preferred end state, two sub-pillar questions emerge: PQ3a, what steps can be taken to reduce the effects of confusion stemming from Texas and federal missions of the Texas Air National Guard? And, PQ3b, what steps can be taken to reduce the effects of confusion stemming from the way members of the Texas Air National Guard are organized?

What steps can be taken to reduce the effects of confusion stemming from Texas and federal missions of the Texas Air National Guard? (PQ3a)

What steps can be take to reduce the effects of confusion stemming from the way members of the Texas Air National Guard are organized? (PQ3b)

A goal of the research and its results is to further address these sub-pillar questions, to determine what mitigation techniques could be successful. The end state after mitigation would be a fully informed workforce, with the critical knowledge necessary to navigate through the organization’s complex environment with minimal impact to their operations.

Chapter Summary

This chapter explored the academic literature on the challenges of the National Guard, specifically, targeting the causes, effects and mitigation of organizational

confusion as it relates to the mission and personnel management of the TXANG. A conceptual framework will be built based on the literature.

Conceptual Framework

Table 3.1 outlines the conceptual framework, as supported by the literature, and will be used to operationalize the research exploration.

Table 3.2 – Conceptual Framework Linked to the Literature

Title: Causes, consequences and remedies for organizational related confusion; case of the Texas Air National Guard. Purpose: to conduct a preliminary exploration of the organizational confusion that emerges from the overlapping jurisdictions governing the missions and members of the Texas Air National Guard.	
Pillar Question	Supporting Literature
Pillar Question #1 – Causes of Confusion – what are causes of organizational related confusion at the Texas Air National Guard?	
PQ1a – Missions – How are the missions (Federal & State) of the Texas Air National Guard a source of organizational confusion?	(Bowman, Kapp and Belasco 2005); (Brown, Fedorochko Jr. and Shank 1995); (Department of Defense 2016); (Gerson 2006); (Gilmore 2002); (National Commission on the Future of the Air Force 2014); (Secretary of the Air Force 2008)
PQ1b – Personnel Management – How are members of the Texas Air National Guard a source of organizational confusion?	(Alabama Department of Archives and History 2012); (Bowman, Kapp and Belasco 2005); (Branstad and Malloy 2016); (Brown, Fedorochko Jr. and Shank 1995); (Clark 2005); (Dailey 2008); (Department of Defense 2016); (Ebbinghausen 2006); (Forte 2007); (Fountain, New National Guard Bureau chief has strong ties to Texas 2016); (Gerson 2006); (Gregory 2012); (Margolin 2013); (National Commission on the Future of the Air Force 2014); (Pattison 2015); (Romano 2008); (Wasserbauer 2016)
Pillar Question #2 – Effects of Confusion – what are the consequences of organizational related confusion at the Texas Air National Guard?	
PQ2a – Conflicting Law and Regulation – What is the effect of varying Texas and	(Bush 2010); (McFadden 2012); (National Guard Bureau 2006); (U.S. House of

federal governance on the ability to accomplish Texas Air National Guard missions?	Representatives Select Bipartisan Committee to Investigate the Preparation for and Response to Hurricane Katrina 2006); (Winslow 2015)
PQ2b – Conflicting Law and Regulation – What is the effect of varying Texas and federal governance on Texas Air National Guard members?	(National Guard Bureau 2006)
Pillar Question #3 – Mitigation – what are the remedies to reduce the effects of organizational related confusion at the Texas Air National Guard?	
PQ3a – Mitigation – What steps can be taken to reduce the effects of confusion stemming from Texas and federal missions of the Texas Air National Guard?	(Freeman and Rossi 2012); (Bisen, Messersmith and Kelley 2012); (Rodriguez 2008)
PQ3b – Mitigation – What steps can be taken to reduce the effects of confusion stemming from the way members of the Texas Air National Guard are organized?	(Freeman and Rossi 2012); (Bisen, Messersmith and Kelley 2012); (Rodriguez 2008)

Conclusion

The literature provides a general consensus that there is organizational confusion related to the missions and operations of the National Guard in general, with its overlapping jurisdictional governance, and suggest that its causes, consequences, and remedies can be explored at the Texas Air National Guard, one among numerous National Guard organizations throughout the states and territories of the United States.

The TXANG, as a complex, inter-jurisdictional organizational structure has implications, which are often difficult to understand, and occur in a contextual environment. These implications can have a direct or indirect impact on the conduct of the organization's missions and management of personnel. There are layers of leadership that impact the missions and a myriad of duty statuses involving various classifications of personnel.

Chapter IV – Research Methodology

Purpose

This chapter describes the research methodology used to determine the causes, consequences and remedies for organizational related confusion at the Texas Air National Guard, which are organized in the form of three pillar questions. The methodology is summarized in Table 4.1, which operationalizes the conceptual framework. This table is “a conceptual map in which these pillar questions form key topographical features” (Shields and Rangarajan 2013, 153). The questions are linked to the sources of evidence. In addition, this chapter defends and explains the methodological approaches (interviews and document analysis) used in data collection.

Research Method

This case study uses multiple methodologies to gather appropriate evidence about the nature of organizational confusion in the Texas National Guard. A “case study is an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context” (Yin 2009, 18). It is also well suited to exploratory research where additional evidence may add to the limited literature on organizational confusion in general and in the case of the National Guard (Shields and Rangarajan 2013).

Interviews were conducted to gain insight from key leaders about the nature of organizational confusion within and around the TXANG. In addition, an analysis of unclassified documents was conducted to gain insight on the complexity of the TXANG. The two sources of evidence have the potential to reinforce key findings and provide insights into unique issues (Shields and Rangarajan 2013).

Operationalization of Conceptual Framework

The data sources began with semi-structured, in-person interviews with key personnel who are uniquely qualified to discuss the causes and effects of the organizational-confusion as well as ways to mitigate any identified confusion. Following the interviews, key organizational documents were analyzed to determine in-depth, technical facts related to the topic at-hand.

Potential interviewees were identified to determine causes and effects of confusion with relation to the TXANG, as well as to determine ways to mitigate any effects. Questions posited during the interviews were tied to the broader pillar questions. For example, PQ1 and PQ2 seek to determine what the causes and effects of organizational confusion are at the TXANG, with sub-pillar questions developed to drill down on missions and personnel management, and conflicting laws and regulations. A third pillar question, with sub-pillar questions, was developed to determine if there are potential ways to mitigate the confusion on the organization's missions and personnel. Concurrently, organizational documents were analyzed to augment the evidence gathered from the interviews. This operationalization structure is visually represented in Table 4.1.

For example, each pillar question is subdivided into sub-pillar questions. PQ1 seeks to determine the causes of organization related confusion at the TXANG, and PQ1a and PQ1b hones in on missions and personnel management. PQ2 seeks to determine effects of any identified confusion, with PQ2a and PQ2b likewise focused on missions and personnel management. Lastly, PQ3 targets mitigation opportunities, with PQ3a and PQ3b also focused on missions and personnel management. To gather the data attempt to answer the questions, open-ended research questions were developed for use in the in-

person interviews. These questions are presented in the table. Additionally, the information that will be sought through documents is also outlined within the table.

Table 4.1 – Operationalization Table

<p>Title: Causes, consequences and remedies for organizational related confusion; case of the Texas Air National Guard.</p> <p>Purpose: To conduct a preliminary exploration of the complexity of the overlapping jurisdictions governing the missions and members of the Texas Air National Guard.</p>		
Pillar Question	Data Sources	Open-Ended Research Questions
Pillar Question #1 – Causes of Confusion – What are causes of organizational related confusion at the Texas Air National Guard?		
PQ1a – Missions – How are the missions (Federal & State) of the Texas Air National Guard a source of organizational confusion?	In-Person Interviews of TXANG Personnel	<p><i>Interview Questions</i></p> <ol style="list-style-type: none"> 1. Who has primary control over Texas Air National Guard missions? 2. Describe the chains of coordination between the Wing, HQ, TXANG, Air Force Major Commands and the National Guard Bureau. 3. How are Texas Air National Guard missions compatible with U.S. Air Force Major Command missions and priorities? 4. How are Texas Air National Guard leaders informed about current and future Texas and federal missions? 5. How do Texas Air National Guard officials inform members and other interested parties of current and future Texas and federal missions? 6. Do state missions lead to problems with implementing federal missions or vice versa? 7. How does Texas Air National Guard mirror or contrast with active duty Air Force missions?
	Document Analysis (See Table 4.2 – Linking Pillar Questions to Reference Documents)	<p><i>Information Sought</i></p> <ol style="list-style-type: none"> 1. Determine what entities have control over Texas Air National Guard missions and programs.
PQ1b – Personnel Management – How are members of the Texas Air National Guard a source of organizational confusion?	In-Person Interviews of TXANG Personnel	<p><i>Interview Questions</i></p> <ol style="list-style-type: none"> 1. When are Texas Air National Guard members governed by state law or federal law? 2. What challenges arise out of managing a dual-status workforce? 3. How does a person's duty status impact the

	Document Analysis (See Table 4.2 – Linking Pillar Questions to Reference Documents)	<p>types of missions they may participate in or benefits to which they may be entitled?</p> <p><i>Information Sought</i></p> <ol style="list-style-type: none"> 1. Determine the different duty statuses, the nature work performed, and the process for placing a Texas Air National Guard member into each status. 2. Determine how a Texas Air National Guard member’s duty status effects their compensation or associated benefits and responsibilities? 3. Determine how members of the Texas Air National Guard are organized and funded?
Pillar Question #2 – Effects of Confusion – What are the consequences of organizational related confusion at the Texas Air National Guard?		
PQ2a – Conflicting Law and Regulation – What is the effect of varying Texas and federal governance on the ability to accomplish Texas Air National Guard missions?	<p>In-Person Interviews of TXANG Personnel</p> <p>Document Analysis (See Table 4.2 – Linking Pillar Questions to Reference Documents)</p>	<p><i>Interview Questions</i></p> <ol style="list-style-type: none"> 1. What parts of the command and control structure and communication flow lead to confusion? 2. Describe how the HQ, TXANG interacts with Air Force Major Commands and how are missions assigned? 3. How does overlapping governance impact the execution of Texas Air National Guard missions? 4. Describe the times when conflicts arise between state and federal governance. 5. What Texas Air National Guard missions or processes require adjustment to accommodate overlapping Texas and federal guidance? <p><i>Information Sought</i></p> <ol style="list-style-type: none"> 1. Determine the command and control structure of the Texas Air National Guard. 2. Determine if governance structure interferes with mission accomplishment.
PQ2b – Conflicting Law and Regulation – what is the effect of varying Texas and federal governance on Texas Air National Guard members?	In-Person Interviews of TXANG Personnel	<p><i>Interview Questions</i></p> <ol style="list-style-type: none"> 1. How clear are personnel channels in instances of dispute? 2. How do overlapping governance impact the members of the Texas Air National Guard, such as grievance and appeal processes to clarity of available benefits? 3. How does overlapping governance impact pay discrepancies or the timely processing of administrative actions? 4. How are Texas Air National Guard members

	Document Analysis (See Table 4.2 – Linking Pillar Questions to Reference Documents)	<p>informed about the status of their service? 5. What is the most effective method for informing Texas Air National Guard members about personnel matters?</p> <p><i>Information Sought</i></p> <p>1. Describe the state or federal education benefits potentially available to Texas Air National Guard members, based on their service? 2. How are personnel organized under state and federal law and regulations?</p>
Pillar Question #3 – Mitigation – What are the remedies to reduce the effects of organizational related confusion at the Texas Air National Guard?		
PQ3a – Mitigation – what steps can be taken to reduce the effects of confusion stemming from Texas and federal missions of the Texas Air National Guard?	In-Person Interviews of TXANG Personnel	<p><i>Interview Questions</i></p> <p>1. Describe any memorandums of understanding the Texas Air National Guard, or subordinate units, have to clarify state or federal jurisdictional boundaries. 2. Now that we have identified some of the causes and consequences of confusion, what can be done to mitigate their effect? 3. Who else do you recommend I visit with who has been involved with or impacted by this confusion?</p>
PQ3b – Mitigation – what steps can be taken to reduce the effects of confusion stemming from the way members of the Texas Air National Guard are organized?	In-Person Interviews of TXANG Personnel	<p><i>Interview Questions</i></p> <p>1. Describe the Texas Air National Guard’s command structures, including organizational charts that formalize leadership relationships from the headquarters up and down the chain of command. 2. Now that we have identified some of the causes and consequences of confusion, what can be done to mitigate their effect? 3. Who else do you recommend I visit with who has been involved with or impacted by this confusion?</p>

Semi-Structured, In-Person Interviews

Semi-structured, in-person interviews were employed for this case study to gather evidence from those uniquely qualified to provide insight into the data being sought through the pillar questions. Those interviewed are a non-probabilistic sample, but, by design, are a purposive sample chosen to volunteer due to their subject matter expertise

(Griffith 2014, 188). A semi-structured interview allows greater flexibility, compared to a structured or unstructured interview (Moore 2014, 118).

All of the structured questions used in the study are found in Table 4.1. They are linked to their unique pillar question. Additionally, during the interview, the interviewer and interviewee were able to cross dialogue to improve the understanding of the questions, as well as parse through complex information that may not have been anticipated in the question model.

There are pros and cons to the in-person interview. They allow for direct interaction with individuals “who populate our theoretical methods” (Mosely 2013, 2). Additionally, interviews offer the interviewee an opportunity to provide complex or nuanced answers, as well as the interviewer to ask follow-up questions, as necessary. The use of interviews in research can establish or validate data and “can be a valuable source of information in preliminary research” (Lynch 2013, 34), as well as serve as “an excellent, if not the sole, source of information about such important topics as policy or program background and history, implementation of processes, political factors, and other essentially qualitative areas of interest” (Hass and Springer 2006, 28).

On the other hand, the research value of interviews can be limited because the data may be unable to be generalized to a broader subject matter. Concerns about interviews involved the potential for unrepresentative samples of individuals and that interviewees may provide biased or inaccurate information (Bleich and Pekkanen 2013, 84). Further, the “selection of a control group can heavily influence if not completely determine the conclusions drawn by a researcher” (C.-C. Bowen 2002, 346).

For the purposes of the topic at hand, the case of the TXANG, interviews are necessary to supplement the sparse literature and preliminary nature of this research. As pillar question model is designed to explore a topic, these interviews are designed to further such exploration and gather reportable data, while not seeking to lead to a specific conclusion.

Sampling Technique: Interviews

Five interviews were conducted in October 2016. Each interview lasted approximately one-hour in length. The interviews conducted for this research is a blend of convenience and purposive sampling. The persons identified to be interviewed were not representative of the whole organization, but were selected based on their military position and subject matter expertise. The interviewees were uniquely qualified to answer the questions presented based on their position within or around the Texas Air National Guard and have an understanding of the complexity of its operations.

However, to limit any potential personal risk associated with participation with the project, the names of those interviewed is not included within the findings of this research. Further, the quotes contained within Chapter V are not directly attributed to the person interviewed. This decision was made to encourage greater candor from those interviewed, with the anticipation that greater accuracy and mitigation could be identified to allow for the application of lessons for similarly situated organizations.

Human Subjects Protection

This project has been reviewed by the Texas State University Institutional Review Board and was approved at the Exempt Review Level [Approval Number – 2017148] on October 24, 2016 (See Appendix A).

Document Analysis

In order to gather enough evidence to comprehensively answer the pillar questions related to the causes and effects of organizational confusion at the TXANG, key documents were analyzed. The questions these documents are supposed to answer, or the information gathered, is found in the operationalization tables and linked to their corresponding pillar question.

The explicit link between pillar questions and source documents are found in Table 4.2. Documents that examined the causes and effects of confusion include Air Force Instructions, TMD and TXANG documents, as well as state and federal laws. Organizational documents are useful to provide explicit answers to the pillar questions posited, however, some challenges may exist. Key military data may not be available or accessible to the public or in a structured way that would be useful for proper analysis (Rendon and Snider, Retrieving What's Already There; Archival data for research in defense acquisition 2014, 79-81) and true closure to the question raised.

Sampling Techniques: Documents

Document analysis is a research method designed to complement other methods in order to create a triangulation of data in order to validate other methods. Like interviews, there are pros and cons to the use of documents in research. The advantages

include their availability and efficiency in use, when available. They are also cost-effective when original research is not practical or available.

However, documents do not always provide comprehensive details, may be difficult to retrieve, and may be biased in the sense that only an unrepresentative sample of documents may be retrieved leaving others outside research consideration (G. A. Bowen 2009, 28-32). Additionally, seeking information within a military organization can be a complex undertaking, which is limited by access and the management of “national or regional security concerns” (Soeters, Shields and Rietjens 2014, 3).

For the document analysis, the selected documents, including Internet-based resources, were gathered based on input provided by those interviewed as well as other publicly accessible documents related to the organization. Their purpose is to confirm, complement, or contradict the data gathered through interviews to ensure reliability of validate the theory of organizational confusion. Not all of the documents or resources reviewed were used within the results chapter, but are linked and listed in this chapter to provide a scale of documents that were reviewed for purposes of this project.

Table 4.2 – Linking Pillar Questions to Reference Documents

Pillar Question #1 – Causes of Confusion – What are causes of organizational related confusion at the Texas Air National Guard?	
PQ1a – Missions – How are the missions (Federal & State) of the Texas Air National Guard a source of organizational confusion?	1. Determine what entities have control over Texas Air National Guard missions and programs.
	Texas Air National Guard Briefing; 2014 Texas Military Biennial Report; AFI 90-1001; ANG Strategic Plan; T32; Labor-Management Agreement; Texas Military Department Regulation 10-01, Texas Military Department Terms of Reference; <i>Air National Guard Instruction 36-2001, Personnel; Management of Training and Operational Support within the Air National Guard</i> ; TXMF JFHQ Memorandum; Joint Force Texas Regulation 1-02, State Active Duty for Texas Military

	Forces Full-time Members
PQ1b – Personnel Management – How are members of the Texas Air National Guard a source of organizational confusion?	1. Determine the different duty statuses, the nature work performed, and the process for placing a Texas Air National Guard member into each status.
	Texas Military Department Regulation 10-01, Texas Military Department Terms of Reference
	2. Determine how a Texas Air National Guard member's duty status effects their compensation or associated benefits and responsibilities?
	Joint Force Texas Regulation 1-02, State Active Duty for Texas Military Forces Full-time Members
	3. Determine how members of the Texas Air National Guard are organized and funded?
	Texas Air National Guard Briefing
Pillar Question #2 – Effects of Confusion – What are the consequences of organizational related confusion at the Texas Air National Guard?	
PQ2a – Conflicting Law and Regulation – What is the effect of varying Texas and federal governance on the ability to accomplish Texas Air National Guard missions?	1. Determine the command and control structure of the Texas Air National Guard.
	Texas Air National Guard Briefing
	2. Determine if governance structure interferes with mission accomplishment.
	Texas Air National Guard Briefing
PQ2b – Conflicting Law and Regulation – what is the effect of varying Texas and federal governance on Texas Air National Guard members?	1. Describe the state or federal education benefits potentially available to Texas Air National Guard members, based on their service?
	Texas Military Department; U.S. Department of Veterans Affairs; Texas Veterans Commission
	2. How are personnel organized under state and federal law and regulations?
	Title 10, United States Code; Title 32, United States Code; Chapter 437, Texas Government Code; Air National Guard Instruction 36-2001, Personnel; Management of Training and Operational Support within the Air National Guard

The following documents and resources were reviewed in relation to this applied research project:

1. *2014 Texas Military Biennial Report*
2. *2017 National Guard Bureau Posture Statement*

3. Agreement; The Adjutant Generals Department, State of Texas and Texas Air National Guard Council of Locals of the American Federation of Government Employees/AFL-CIO (April 20, 1995).
4. *Air Force Instruction 1-1, Air Force Culture; Air Force Standards*
5. *Air National Guard Instruction 36-2001, Personnel; Management of Training and Operational Support within the Air National Guard*
6. *Air National Guard Strategic Master Plan, 2015-2035*
7. Chapter 437, Texas Government Code
8. *Domestic JTF Commander Training Course (JCTC) Handbook, Nov. 2014*
9. Texas Air National Guard Briefing
10. Title 10, United States Code
11. Title 32, United States Code
12. Joint Base San Antonio Guidance Memorandum (JBSAGM31-01), dated July 19, 2012
13. Joint Force Texas Policy P15-08, Personally Owned Firearms Policy
14. Joint Force Texas Regulation 1-02, State Active Duty for Texas Military Forces Full-time Members
15. Joint Force Texas Policy P15-11, Assignment of Military Training Duties to Title 32 Military Technicians
16. Texas Military Department Regulation 10-01, Texas Military Department Terms of Reference
17. Texas Military Department, Domestic Operations Task Force Mission Ready Package Catalog, dated March 28, 2016.

18. Texas Military Department State Tuition Assistance Program
(<https://tmd.texas.gov/tmd-strp>)
19. Texas Veterans Commission, Hazlewood Act
(<http://www.tvc.texas.gov/Hazlewood-Act.aspx>)
20. U.S. Department of Veterans Affairs, Education and Training, Montgomery
GI Selected Reserve (http://www.benefits.va.gov/gibill/mgib_sr.asp)
21. U.S. Department of Veterans Affairs, Education and Training, Post-9/11 GI
Bill (http://www.benefits.va.gov/gibill/post911_gibill.asp)
22. *The Military Commander and the Law*

Chapter Summary

This chapter described the manner in which this research was conducted. The methods have been laid out and examined and are connected to the framework through the operationalization tables. The evidence gathered through this methodology result in the findings that are revealed in Chapter V.

Chapter V – Results

Purpose

This chapter describes the results of the data gathered via research methodology, which included semi-structured, in-person interviews and a collection of documents related to the questions involving the TXANG.

Context

The TXANG is comprised of three wings and four geographically separated units, with about 3,230 Airmen assigned throughout the organization. As a complex state-federal organization, the TXANG has numerous overlapping state and federal jurisdictions and inter-agency partnerships.

Causes of Confusion – (PQ1)

The interviews and documents reviewed for this project revealed the complex nature of the organization, which can lead to confusion for members at all levels, from traditional, part-time service members to unit commanders. The confusion can involve the organizations state and federal missions, as well as personnel management. For those within the organization, it may not be as confusing to those outside, but there may be a learning-curve for those new to the organization or who have transferred from other military organizations.

Missions – (PQ1a)

Air Force Instruction 90-1001, *Responsibilities for Total Force Integration*, dated April 25, 2008, describes the delineation between federal and state missions:

“Generally, ANG personnel perform federal missions under Title 10, train for federal missions under Title 32, and perform state missions (e.g., responding to natural disasters) funded by their state. While in Title 32 status or performing state missions, ANG members are subject to the command and control of their Governor. Governors have constitutionally guaranteed expectations their National Guard units will be available to perform state missions allowed by the laws of their states” (Secretary of the Air Force 2008, 66).

The TXANG is responsible for the execution of state and federal missions. The interviews determined that the predominance of the TXANG's missions are federal in nature. One interviewee made the following statement:

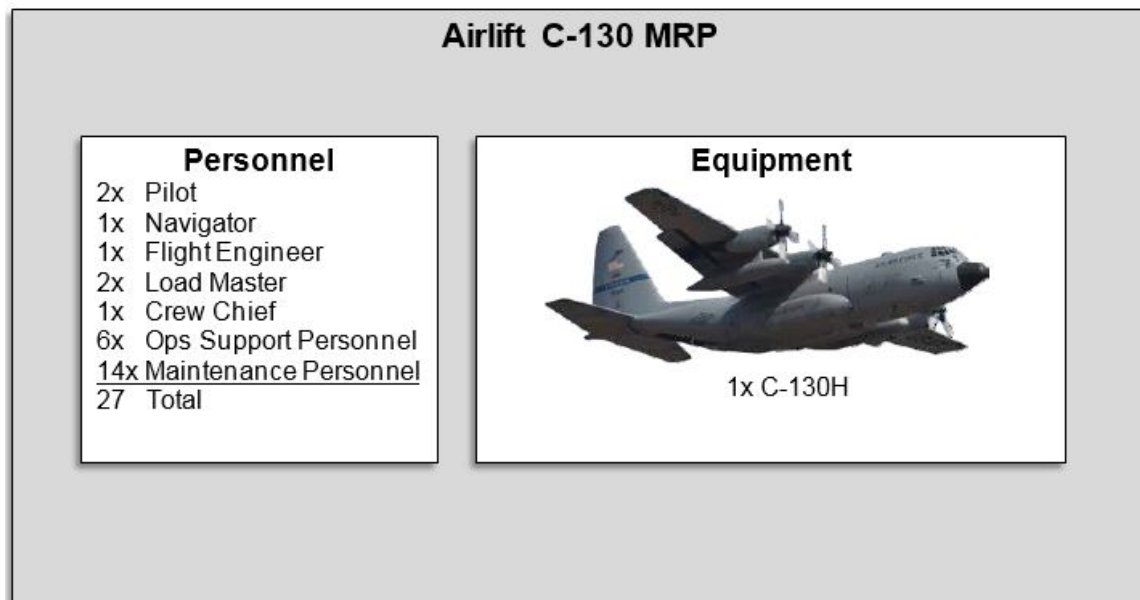
“For the most part, the Air National Guard, the missions are about 99.9 percent federal, and what that means is we operate, we train and prepare under federal dollars. Our airplanes are under federal authorization, so they can be called to do just about anything they need to from a federal side, but the governor has the ability to call not only those airplanes, but any of the troops to state active duty to help any issues within the state.”

In order to alleviate past confusion and misunderstandings about the separation between state and federal capabilities, multiple interviews discussed the how the TXANG developed mission ready packages (MRPs), which can be quickly activated for SAD missions. One interviewee said, the MRPs “are certain types of packages of people, equipment – a capability, if you will, that, if somebody calls and says ‘we need security forces personnel,’ we have different mission ready packages those are assigned to in the state.” A TXANG briefing slideshow indicates more than 480 airmen are tasked against 20 MRPs. Further, the briefing states, “98% of all domestic response events are handled without federal involvement.” The SAD activities range from airlift and aerial port operations to expeditionary and mobile kitchens to security forces responses (Santillan 2016, 13).

TMD documents also outline the scope of potential MRP operations, specifically, a DOMOPS Mission Ready Package Catalog. The TXANG is directly involved in the planning of at least 15 unique MRPs “designed to leverage military specific capabilities

in support of Civil Support Operations (CSO),” which range from airlift to public affairs support (Texas Military Department 2016, 2-5). For example, Figure 5.1 indicates the number and classification of personnel required to operate an MRP for C-130 airlift support for state operations. The catalog indicates an available C-130 Hercules can transport up to 50 people with baggage or 90 without baggage, 36 medical patients on litters, or six pallets of equipment or supplies (Texas Military Department 2016, 9).

Figure 5.1 – C-130 MRP (Graphic courtesy of Texas Military Department¹²)

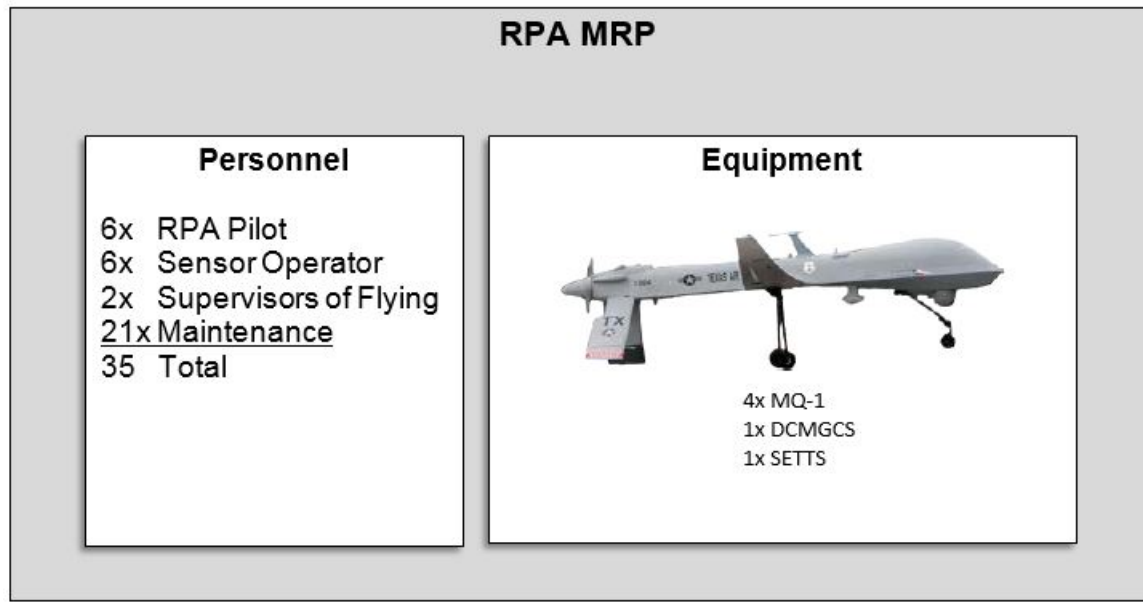


Additionally, the catalog contemplates potential use of MQ-1 Predator RPAs for state missions, which would require SECDEF approval and an FAA certification of authorization to fly in the NAS, as well as maintain FAA visual flight rules. The catalog indicates there are limitations to employing the MQ-1 for state missions, including precipitation and icing conditions.

¹² (Texas Military Department 2016, 9)

The required personnel to implement an RPA MRP are outlined in Figure 5.2 (Texas Military Department 2016, 27).

Figure 5.2 – RPA MRP (Graphic courtesy of Texas Military Department¹³)



However, while there may not be direct federal involvement non-RPA DOMOPS missions, the use of federal equipment will almost always come into play. The ANG’s Strategic Master Plan for 2015-2035 states, “The ANG can use its equipment for both federal and state missions, to include aircraft, civil engineering, security forces, and mission support equipment” (Clarke III and Kelk 2014, 22). This provides the state the ability to leverage federal assets to benefit communities during times of need, but to a lay observer, it may not always be clear who is acting and under what authority.

The interviews additionally determined that TXANG aircraft assigned under federal authorization, but the governor has the ability to access the aircraft and personnel

¹³ (Texas Military Department 2016, 27).

for SAD missions. This is particularly true for the 136AW, which has a mission of providing support via the C-130 Hercules tactical aircraft. “Whether it’s domestic operations,” one interviewee said, “I speak a little about the flying operation in the C-130s, because that’s the one mission in Texas where we actually could do it state active duty or federalize and help move people.” The complexity of these missions involves multiple funding sources and operational oversight.

Table 5.1 provides a summary of findings from the interviews.

Table 5.1 – Summary of Findings from Interviews (PQ1a)

1. Who has primary control over Texas Air National Guard missions?
<ul style="list-style-type: none"> • State Missions: Governor, through TAG, DAG-Air, CDR, TXANG, to Wing CDRs. • Federal Missions: President, through DoD (USAF, MAJCOMs, NGB) and TAG
2. Describe the chains of coordination between the Wing, HQ, TXANG, Air Force Major Commands and the National Guard Bureau.
<ul style="list-style-type: none"> • Wings have autonomy to manage operations and budget execution; Wing CDR serve as hub and coordinates through state and federal channels • Wing Command Post interacts with MAJCOMs and state JOC • NGB is a coordinating agency for state, wings and MAJCOMs
3. How are Texas Air National Guard missions compatible with U.S. Air Force Major Command missions and priorities?
<ul style="list-style-type: none"> • The Total Force concept suggests active component units as well as Air Force Reserve or Air National Guard units can equally accomplish compatible Air Force mission-sets. • MAJCOMs coordinate with NGB and wings to ensure forces are available for regular and irregular deployment cycles.
4. How are Texas Air National Guard leaders informed about current and future Texas and federal missions?
<ul style="list-style-type: none"> • With some exception, Wing CDR reports ongoing missions to state leadership, but cannot accept missions. TAG ultimately decides on whether a unit will accept a mission, and is coordinated through DAG-Air and CDR, TXANG. • Status of forces are updated weekly and monthly. • Federal mission rotations are scheduled 12-24 months in advance; irregular requests are routed through MAJCOMs. • Most state missions are emergency management in nature, which are unplanned and coordinated through TMD DOMOPS. From the Office of the Governor, requests are staffed through the TDEM.
5. How do Texas Air National Guard officials inform members and other interested parties of current and future Texas and federal missions?
<ul style="list-style-type: none"> • Briefings from HQ, TXANG leadership to wing leadership and outside parties. • For federal missions, the goal is to provide SMs with at least six months advance notice and seek volunteers before implementing mandatory orders. • MRPs are available for state responses with individuals identified in advance.

6. Do state missions lead to problems with implementing federal missions or vice versa?	
<ul style="list-style-type: none"> • There are complexities, but TXANG has the capability to adjust and de-conflict issues. • Use of federal property for state missions is highly regulated. 	
7. How does Texas Air National Guard mirror or contrast with active duty Air Force missions?	
<ul style="list-style-type: none"> • TXANG has same AFSCs, Wing and GSU construct. • Ancillary and AFSC training requirements are the same. • Operationally different, including management of technicians compared to AD forces. • TXANG flying wing matches AD flying wing with less full-time manning. • Experience level of TXANG SMs is greater than that of AD counterparts. • TXANG participates in NGB SPP; partnered with Chile and Czechia (Czech Republic). • State promotion and federal recognition. 	

Table 5.2 depicts the persons and organizations with some level control over TXANG state and federal missions and program. The depiction is not necessarily hierarchical, particularly for federal missions, as many of the relationships are collaborative rather than command-driven. The TXANG briefing previously discussed, shows how TXANG organizations interact with four different USAF MAJCOMs: Air Mobility Command (136AW); Air Combat Command (147RW); Air Force Space Command (272EIS and 273COS); and Air Education and Training Command (149FW). Additionally, when members deploy in support of T10 operations, they fall under the control the Combatant Commands (COCOMs) (Santillan 2016, 18).

Table 5.2 – Summary of Findings from Document Analysis (PQ1a)

1. Determine what entities have control over Texas Air National Guard missions and programs.	
State Missions/Programs	Federal Missions/Programs
<ul style="list-style-type: none"> • Governor of Texas • TAG • CDR, TXANG/DOMOPS Task Force • Unit Commanders 	<ul style="list-style-type: none"> • President of the United States • DoD/NGB/MAJCOM/COCOM • TAG • CDR, TXANG • Unit Commanders

The interviews shed light on these relationships, which is described as revolving around wing operations, then receives input from all directions, including direct guidance from HQ, TXANG. One interviewee described this relationship as follows:

“Most of the missions are federal in nature, most of the wings in the Texas Air National Guard are what I call self-sufficient. They can operate on their own in terms of budget and manning and all that. They have all the right people. They have comptrollers, they have contracting agents, they have all the things that are self-sufficient. So, in day-to-day operations, Headquarters, Texas Air National Guard here, act really in an advisory role.”

Even though the wings are considered self-sufficient, they are not autonomous. One interviewee said TAG “sets up a strategic vision” for those below to follow and wing commanders report to the CDR-TXANG and DAG-Air. While the wing’s federal missions are coordinated through NGB and the MAJCOMs, a wing commander does not have the ability to independently accept new missions. “If there's a task or any kind of organizational requirement from either of the wings, it's going to get funneled up, eventually, through the commander of the Texas Air National Guard, back to the adjutant general of Texas,” said one interviewee. “So, you have some different layers of reporting chains going with the federal and the states.”

It was further explained by one interviewee, “The chain of command is going to go from the wing – each wing is responsible to three different MAJCOMs: the 149th (Fighter Wing) with AETC, the 136th (Airlift Wing) is with Air Mobility Command, and the 147th (Reconnaissance Wing) with Air Combat Command.” Another interviewee also said some 136AW’s subordinate operations are governed by AFSPC. The wings are responsible for reporting to MAJCOMs on federal missions.

An interviewee said, “[A]ny commander, at any level, the number one thing that they're interested in is getting their forces trained and equipment ready to go to war.”

This is in part due to reporting requirements, but also goes back to the organization's primary role to train to perform federal missions when called upon. The wing-to-MAJCOM relationship is also reinforced in Air Force documents, which outline some of the reporting requirements:

“Commanders will report their organizational status to their respective MAJCOMs with standard Defense Readiness Reporting System (DRRS), Status of Resources and Training System (SORTS) and the AEF Reporting Tool (ART) procedures, in accordance with established guidance and current AFIs as supplemented” (Secretary of the Air Force, 2008, p. 12).

The wing/MAJCOM relationship also includes NGB, as the formal coordinating agency. AFI 90-1001 states, “[T]he gaining MAJCOM is the force provider on behalf of the Air Force. NGB/CF is the channel of communications between the respective states and the Air Force” (Secretary of the Air Force 2008, 64). However, from a day-to-day operational standpoint, the wings are said to work directly with the MAJCOMs, where there are ANG liaisons assigned. One interviewee said, “Guard Bureau plays a role, because they manage the Guard and the expectations, and they do some of that. But in reality, that's between the MAJCOM and the wings.”

For state missions, the command comes down through the state joint force headquarters, through DOMOPS, and coordinated by HQ, TXANG. “We communicate to the wings and take more of an operational role in the state mission with the Wings,” one interviewee said. “By state law, they're under the command of the governor when they're activated on the state active duty.” During state missions, the units may have to adjust their federal missions, but headquarters staff is able to de-conflict most issues. “Now if a major event happened in the homeland, and we had a lot of folks deployed, that might be a different story,” one interviewee said. “But, I think in Texas at least we're a little bit

less (likely to have to adjust federal missions) with the large numbers of personnel we have, as well as mission sets.”

Mission Accomplishment by Personnel – (PQ1b)

“There's a lot of things within our systems that are very hard to understand, and they have been supplemented and supplanted, and you name it,” one interviewee said. “But, the expertise lies with people that are professionals that have been doing it for two decades.”

Even in times of confusion, the interviewed revealed that personnel come together, regardless of their duty status to get their jobs done. However, there is some confusion with regard to how a TXANG unit is organized compared to an AD unit. For instance, both have to meet the same federal mission requirements, but TXANG units have to be ready for state missions.

“[T]he only difference (between TXANG and RegAF units) would be, in reality, is the ability for the governor to activate the Guard for state missions,” one interviewee said. “The active duty can come in and support, at some point, if they're ever asked to, but they can't be activated by a governor to do something within the state. So, that mission set is unique in the Guard.”

In these cases, the dual nature role of the organization did not appear to negatively impact the operation of the TXANG.

TXANG Personnel Management – (PQ1b)

Managing a complex workforce has numerous challenges. The interviews and documents revealed many of the challenges, which revolve around implementation of

state and federal law and the duty status of an employee within the organization. A summary of these finding is contained in Table 5.3.

Some of the key findings involve: when a service member is governed by state and federal law, what employee assistance programs they may be entitled to, and what types of missions they can perform and when they can be involved with the mission.

Table 5.3 – Summary of Findings from Interviews (PQ1b)

1. When are Texas Air National Guard members governed by state law or federal law?
<ul style="list-style-type: none"> • Members are governed simultaneously by state and federal law; take an oath to the state and federal governments. • When not in a duty status, a civilian law enforcement situation would be handled by civil authorities. However, SMs may be subject to career repercussions, including the status of a security clearance, which could impact the ability to maintain an AFSC.
2. What challenges arise out of managing a dual-status workforce?
<ul style="list-style-type: none"> • Providing employee assistance services, such as medical treatment, suicide prevention, marriage counseling, etc. There are different channels based on employment status. • Ensuring contradictions between federal guidance and state law are considered. • Status of service member impact what funding sources pays for their service. • Labor-Management Agreement involving military technicians.
3. How does a person’s duty status impact the types of missions they may participate in or benefits to which they may be entitled?
<ul style="list-style-type: none"> • AGR service members can only serve short periods of time in SAD missions.¹⁴ • SAD status does not confer federal retirement points for days of service, and injuries are managed through state workers’ compensation program, rather than TRICARE or VA.

Labor-Management Relations

In addition to general management considerations, an issue was raised that is not typically thought of as impacting a military organization. Non-supervisory military technicians within the TXANG are represented by a labor organization; in the case of the TXANG, it is the Texas Air National Guard Council of Locals of the American Federation of Government Employees/AFL-CIO (American Federation of Labor and

¹⁴ Note: There was some disagreement on this matter and was not determined by a document. The consensus from the interviews was that such persons could be involved in SAD mission to the extent the immediate mission involved preventing the immediate loss of life. A 72-hour threshold was suggested, but one person interviewed said not all federal comptrollers agree.

Congress of Industrial Organizations) (Adjutant Generals Department, State of Texas and Texas Air National Guard Council of Locals of the American Federation of Government Employees/AFL-CIO 1995).

The status of military technicians within the ANG is outlined in the *National Guard Technicians Act of 1968*, specifically, Title 32 – §709. Technicians: employment, use, status. They are determined to be federal civilian employees of the Department of the Air Force who is required to: “Be a member of the National Guard;” “Hold the military grade specified by the Secretary concerned for that position;” and “While performing duties as a military technician (dual status), wear the uniform appropriate for the member’s grade and component of the armed forces” (U.S. Code 2016).

In 1962, President John F. Kennedy signed Executive Order No. 10988, which established the right of federal employees “to organize and bargain collectively – as unions” (Berry 2012). While union membership is voluntary for military technicians, by an agreement signed in 1995, the union is recognized as representing the interests of all technicians regardless of membership status. The 56-page agreement includes 48 articles that address issues ranging from arbitration of grievances to assignment of work and overtime. The stated purpose, on the first page, of the agreement is:

“The employer and the Union representing the bargaining unit employees of the Employer, desire to enter into a Labor-Management Agreement, which will have for its purposes, among others, the following: (1) to promote fair and reasonable working conditions; (2) to promote improved programs designed to aid the technicians in achieving their acknowledged and recognized objectives; (3) to promote the highest degree of morale and responsibility in the Agency; (4) to adjust differences arising between them related to matters covered by this Labor-Management Agreement; (5) to promote technician management cooperation between the Employer and its employees; and (6) to provide a safe and healthful working environment” (Adjutant Generals Department, State of Texas and Texas Air National Guard Council of Locals of the American Federation of Government Employees/AFL-CIO 1995, 1).

One of the interviewees discussed the role of the union in the TXANG and that managers are trained on the details of the contract. “They cannot force you to join it,” the interviewee said. “So, it's a very small percentage... They're not big unions, but they can still – you have to be careful because they can bring a lot of national attention on you really quick.”

Federal Recognition of Personnel Actions

There are numerous overlapping state and federal processes involving SM personnel actions, including promotions and adverse actions. The interviews revealed TXANG officers are promoted under state authority; however, the promotion order approval is synchronized to ensure it is federally recognized before the order takes effect. “NGB will not issue a federal recognition for an officer unless we have an accompanying state order,” one interviewee said. “However, your state order is not effective and valid until you receive the federal recognition order. So, it works kind of backwards.” This requires close coordination between TXANG and NGB officials to make the process work efficiently.

Additionally, there are numerous conflicts related to discharges and demotions involving TXANG personnel. One interviewee explained conflicts as follows:

“There are always conflicts with AFIs and ANGIs, but they're: ‘When can you discharge a member? When can you demote a member? When you discharge an officer?’ Well, you don't have much to discharge, but then you have a state law that is pretty broad. You can discharge from the state military forces, which by default, discharges you from the Air National Guard.”

It was reported that at the state has discharged at least one TXANG member in past, leading to the SM’s federal recognition being withdrawn. So, while there is an

overlapping jurisdiction in this area, the state and federal entities have significant power in the processes, particularly in a way that could be viewed as a veto of action.

Duty Statuses

Within organizational documents, the TMD has identified 12 classifications of employees who may be employed within the department. In a similar federal document, the ANG has identified eight different statuses. These statuses are outlined in Table 5.4, where their definition is provided. It is possible for individuals to hold multiple statuses, but not at the same time. This is not an exclusive list of official duty statuses, as other documents include varying definitions of these same terms.

Table 5.4 – Summary of Findings from Document Analysis (PQ1b)

1. Determine the different duty statuses, the nature work performed, and the process for placing a Texas Air National Guard member into each status.		
TMD Statuses ¹⁵	Employee of the Department	Full-time equivalents including state general revenue, state military technician, master cooperative agreement (MCA) employees, active guard and reserve Soldiers and Airmen, federal military technicians, and personnel on full-time National Guard duty for the purpose of organizing and administering the requirements of TMD.
	Employee of the State	"Employee" means an individual, other than a state officer, employed by a state agency. "State agency" means a board, commission, department, or other agency in the executive branch of state government created by the constitution or a statute of the state.
	State General Revenue Employee	State employees under the operational and/or administrative control of the ED.
	Master Cooperative Agreement State Employee	Federally reimbursed state employees under the operational control of component commanders and administrative control of the ED.
	State Military Technician	A state employee under the operational control of TAG and administrative control of the ED for the purpose of organizing, administering, instructing, or training of the

¹⁵ (Nichols, Texas Military Department Regulation 10-01, Organizations and Functions; Texas Military Department Terms of Reference 2016, 13-14)

		TXMF. Requires membership in the TXMF.
	Federal (Dual-Status) Military Technician	A TMD dual-status employee (both a federal employee as well as a member of the TXNG) that is funded by the Department of the Army or Air Force; employment is administered by TAG for the purpose of organizing, administering, instructing, or training of the TXNG or the maintenance and repair of supplies issued to the TXNG or the armed forces. Requires membership in the TXNG unless designated as a non-dual status position, and must wear the uniform appropriate for the member's grade and component of the armed forces (32 U.S.C. §709).
	Non-Dual Status Technician	A civilian TMD employee, not requiring membership in the TXNG, that is funded by the Department of the Army or Air Force, and administered by TAG. Non-dual status technicians perform the same duties as dual-status technicians, and are subject to the limitations identified in 10 U.S.C. §10217 (32 U.S.C. §709).
	Active Guard and Reserve (AGR)	A member of the TXNG performing active service for the purpose of organizing, administering, recruiting, instructing, or training the component (32 U.S.C. §502f).
	Full Time National Guard for Operational Support (FTNG-OS)	A member of the TXNG performing active service for a period of 180 consecutive days or more for the purpose of organizing, administering, recruiting, instructing, or training the component (32 U.S.C. §502f2).
	State Active Duty (SAD)	Members of the TXMF called to duty by the Governor and paid as state employees, not federal employees. (Tex. Govt. Code §437.001).
	Traditional National Guard Service Member (SM)	A member of the TXARNG or TXANG, not in a full-time status (AGR, FTNG-OS) who performs duty only at Unit Training Assemblies (UTA) and during Annual Training (AT). Members who are technicians on state active duty are considered traditional SMs.
ANG Statutes ¹⁶	AD	Active duty - Full-time duty in the active military service of the United States It includes full-time training duty, annual training duty, and attendance, while in active military service, at a school designated as a Service school by law and the Secretary for the Military Department concerned. It does not include full-time National Guard duty. For the Reserve Components (RC), AD is comprised of the categories ADT and ADOT.
	ADT	Active Duty for Training – A category of AD used to provide structured individual and/or unit training, or educational courses to RC members. Included in the ADT category are AT, IADT, and OTD. The primary purpose of ADT is to provide individual and/or unit readiness training. Support to mission requirements, i.e.,

¹⁶ [Chief, National Guard Bureau 2014, 5-6)

		operational support, may occur as a consequence of performing ADT.
	ADOT	Active Duty for Other than for Training - Active duty to support active component or reserve component missions. It includes the categories of ADOS (formerly active duty for special work (ADSW)), AGR duty and involuntary AD IAW 10 U.S.C. Secs. 12301, 12302, and 12304. Training may occur in the conduct of ADOT.
	FTNGD	Full-Time National Guard Duty - Training or other duty, other than inactive duty, performed by a member of the ANG in a member's status as a member of the National Guard of a State or territory, the Commonwealth of Puerto Rico, or the District of Columbia as described in 10 USC § 101(d)(5). FTNGD is active service IAW 10 USC § 101(d)(3).
	IDT	Inactive Duty Training - Authorized training performed by members of an RC not on AD, and performed in connection with the prescribed activities of the TRC, of which they are a member. It consists of regularly scheduled unit training periods, ATPs, and equivalent training as defined in DoDI 1215.06. The primary purpose of IDT is to provide individual and/or unit readiness training. Support to mission requirements, i.e., operational support, may occur as a consequence of performing IDT. IDT also encompasses muster duty, in the performance of the annual screening program.
	IADT	Initial Active Duty Training (IADT). Training that provides basic military training and technical skill training required for all enlisted accessions. IADT is always done in a Title 10, Federal Status.
	MPA	Military Personnel Appropriations (MPA) man-days. MPA man-days provided by active AF organizations to support active duty missions accomplished by ANG members. These are active duty workdays (10 USC § 12301(d)). These training periods may satisfy the requirement for an ANG member to perform 15 days of active service for training if the duty is directly related to the member's specialty training. For specific MPA guidance see AFI 36-2619, Military Personnel Appropriation Man- Day Program.
	AGR	AD performed by a member of an RC, or FTNGD performed by a member of the National Guard under an order to AD or FTNGD for a period of 180 consecutive days or more for organizing, administering, recruiting, instructing, or training the RCs. Personnel performing such duty are included in the Full Time Support numbers for each RC under the collective title of AGR.
2. Determine how a Texas Air National Guard member's duty status effects their compensation or associated benefits and responsibilities?		
<ul style="list-style-type: none"> SAD: State Pay Structure and Benefits, Subject to TCMJ 		

<ul style="list-style-type: none"> • T32: Federal Pay Structure and Benefits, Subject to TCMJ • T32: Federal Pay Structure and Benefits, Subject to UCMJ
3. Determine how members of the Texas Air National Guard are organized and funded?
<ul style="list-style-type: none"> • SAD: Controlled and Funded by the State • T32: Controlled by the State, Funded by the Federal Government • T10: Controlled and Funded by the Federal Government

These various duty statuses are generally understood by personnel within the organization, but can be confusing to those new to or outside of the organization. Each status has implications that can directly affect a service member's duty or compensation.

Duty Limitations

Within each of these statuses, there are various limitations that apply to how employees may be employed. For example, a TMD Federal Military Technician may not attend military technical schools while in technician status, participate in medical mobility processing (e.g., weigh-ins or drug testing), be required to receive immunizations, or undergo military physical fitness testing. However, such an employee may be excused to participate in voluntary physical fitness programs, train in the wear and use of chemical warfare equipment, or perform duties involving firearms, when required (Nichols, Joint Force Headquarters Memorandum, Assignment of Military Training Duties to Title 32 Military Technicians 2015).

Additionally, those serving on SAD orders have complexities involving compensatory benefits if they are injured on duty. A service member injured on federal orders may receive care through the U.S. Department of Veterans Affairs (VA), while those injured on SAD do not received VA benefits, but may file for state worker's compensation benefits (Mayorga 2009, 8-9).

These complexities were also corroborated by the interviews. One area in particular is the ability of employing an AGR during SAD missions. The consensus from the interviews was that AGR personnel can support a SAD mission for 72 hours, but unit comptrollers do not always agree. One person interviewed said, “72 hours is the rule of thumb, and if there's life, limb or loss of properties they will pay. But, we can never convert an AGR to State Active Duty. So, that will affect who can respond and the time constraints.”

What are the Causes of Confusion?

The overarching question PQ1 posited: “What are causes of organizational related confusion at the Texas Air National Guard?” Based on the interviews and analysis of documents, it is understandable for confusion to exist within or around the organization. The causes appear to be directly tied to the complex nature of the organization, from the overlapping jurisdictions controlling their missions to the myriad of duty statuses in which members can serve.

Effects of Confusion – (PQ2)

While the research has thus far determined there to be confusion related to the TXANG, it is not clear to what level the confusion impacts the organization’s mission. One interviewee said this:

“I think it's a negligible impact, because the mission is going to get accomplished. There may be a slight delay with certain information getting out because if you have multiple entities with the same information one hand could be thinking the other hand is in action and that could cause a little delay but it's not a big impact on actually getting the mission accomplished.”

Another interviewee expressed a similar sentiment:

“If you think about the different statuses of personnel here, we have enlisted AGRs, we have enlisted technicians, we have officer AGRs, we have officer technicians, we have state employees, we have total civilians that are either state employees or civilian federal employees. So, I think, to me, I don't think there are a lot of challenges with work, because a mission happens, people come together and get the job done.”

The source of evidence for mission confusion was not definitive. While the interviews yielded information related to mission accomplishment, a *Can-Do Bias* may exist, where military members would be reluctant to suggest any previous missions have been impacted by mission or personnel confusion. Additionally, no documents were discovered to identify major effects of confusion. In order to better grasp this issue, a researcher would likely have to seek a broader cross-section of persons to interview, including those within lower echelons of the organization, or to delve into internal documents, such as inspector general reports, which would likely be unavailable due to privacy concerns of individuals involved.

While an effect can have an impact, it may not be on mission accomplishment, but rather within administrative or other processes, including the availability of services, which are discussed in more detail later in this chapter.

Conflicting Law and Regulation Concerning TXANG Missions – (PQ2a)

The interviews conducted revealed there have been times when the TXANG has been placed in direct conflict between state and federal governance. Great care is said to have taken place to attempt to ensure all parties are protected from liability while providing the greatest possible flexibility for the service members. The organization's legal office provides review and guidance to ensure proper actions are taken throughout the organization.

Personally Owned Firearms

Air Force base commanders are empowered to establish the firearms policy for the installations they have purview over. For example, Joint Base San Antonio, which includes Lackland Air Force Base, specifically prohibits the carrying of privately owned firearms on base (Carter 2012).

In 2015, TMD issued a policy concerning personally owned firearms. In this policy, TAG authorized persons licensed to carry handgun to possess a handgun on TMD installations and facilities. However, this policy explicitly limited this authorization to state facilities, and acknowledge it does not apply on DoD property, where some National Guard facilities are located, including TXANG facilities on federal installations.

“This policy does not apply or authorize the carry of POFs (personally owned firearms) on federally owned, operated, or controlled property including Armed Forces Readiness Centers controlled by the U.S. Army Reserves” (Nichols, Personally Owned Firearms Policy 2015).

“State law allows concealed carry with proper licensing,” one interviewee said. “It’s going to apply in state facilities, so Camp Mabry’s is a prime example of a state facility. Even if I’m an AGR, I’m still Title 32 under the state command, so I would technically be allowed to concealed carry. Whereas, if our airmen down in San Antonio or at Laughlin¹⁷, even though they’re Title 32 state, they’re not because they’re on a federal installation that bans it.” This can create confusion for service members that have to reconcile their location with their duty status. It is incumbent upon the service member to understand when state or federal law applies to their actions.

¹⁷ Laughlin Air Force Base, Del Rio, Texas.

Perhaps adding to the confusion, or creating greater clarity, on November 18, 2016, DoD Directive 5210.56, *Arming and the Use of Force*, was approved, which authorizes personnel to request permission to carry personally owned firearms on DoD installations, with the caveat that it:

“Does not apply to the arming of National Guard personnel in Title 32, U.S.C., status or in State active duty status. The decision as to whether to arm those State personnel is at the discretion of Governors and State Adjutants Generals consistent with federal and State law” (Work 2016, 4).

Additionally, the directive states:

“Regulation of privately owned firearms on National Guard installations that are under the jurisdiction, custody, and control of a State or territory is determined by the Governors, Adjutants General, or other cognizant authorities of that State or territory” (Work 2016, 21).

While they may be authorized to carry the firearms within National Guard facilities, the service member has to transport the firearm to-and-from the facility on DoD property outside the purview of TMD. As of the release of this project, in December 2016, this research has not determined if Guard Airmen in Texas who meet the requirements set forth by TAG are authorized to carry personally owned firearms in National Guard facilities located on DoD installations.

Defense of Marriage Act

An earlier challenge, also raised in the literature review, involved the 2013 implementation of federal same-sex benefits following the U.S. Supreme Court’s decision concerning the *Defense of Marriage Act of 1996*, signed by President William J. Clinton. The federal implementation pitted TXANG actions between state and federal guidance. In 2005, the Texans approved Proposition 2, which amended the state’s

constitution prohibiting the state from recognizing same-sex marriages (Office of the Texas Secretary of State 2005).

Following the Court’s ruling, DoD directed military units to process the benefits to qualified recipients. To balance all legal requirements, one interviewee said, the agency sought “a federal solution to a federal problem,” which led to a decision for federal entitlements to be processed in T10 status ensuring the benefits were processed under the full command and control of the federal government, rather than the state.

Summary of Findings

Table 5.5 provides some key takeaways from the interviews.

Table 5.5 – Summary of Findings from Interviews (PQ2a)

1. What parts of the command and control structure and communication flow lead to confusion?
<ul style="list-style-type: none"> • Confusion is historical rather than operational. • The potential for disparate inquiries that may be directed from multiple levels of leadership, which can create confusion related to inquiries vs. request for assistance.
2. Describe how the HQ, TXANG interacts with Air Force Major Commands and how are missions assigned?
<ul style="list-style-type: none"> • MAJCOMs assign missions to provide COCOMs assets for deployments. • HQ, TXANG provides an advisory role between MAJCOMs and wings.
3. How does overlapping governance impact the execution of Texas Air National Guard missions?
<ul style="list-style-type: none"> • Negligible impact. The mission will be performed, but could have a slight delay. • Texas is quite self-sufficient with various resources, but other ANG states could have greater issues than TXANG has historically. • EMACs help improve mission execution across state lines.
4. Describe the times when conflicts arise between state and federal governance.
<ul style="list-style-type: none"> • Same-sex marriage benefits enrollment by military personnel • Carry of personally owned firearms at military facilities • Potential interstate rivalry for federal missions.
5. What Texas Air National Guard missions or processes require adjustment to accommodate overlapping Texas and federal guidance?
<ul style="list-style-type: none"> • No apparent adjustments needed.

Document Analysis (PQ2a)

To complement the interviews, organizational documents were reviewed concerning the effects of organizational confusion concerning the command and control of the TXANG. Multiple sources were reviewed, including the TXANG briefing document that provided to the researcher by the TXANG director of staff, as well as a TMD memorandum concerning the organization's structure. The findings are outlined in Table 5.6.

Table 5.6 – Summary of Findings from Document Analysis (PQ2a)

1. Determine the command and control structure of the Texas Air National Guard.
<ul style="list-style-type: none">• TAG to DAG-Air/CDR-TXANG• DAG-Air to CoS, TXANG/DoS, TXANG• CDR-TXANG to CCM, TXANG/149FW/147RW/136AW/254CCG
2. Determine if governance structure interferes with mission accomplishment.
<ul style="list-style-type: none">• No apparent impact

Senior Leader Command Relationships

TMD Regulation 10-01¹⁸, issued on October 1, 2016, provides definitions for the following positions identified in the table:

The Adjutant General (TAG). Employee of TMD, appointed by the Governor. TAG is he military CDR of the TXMF (Tex. Govt. Code §437.001). Responsible for the overall leadership, management, accountability, and operations of the TXMF, including the transportation of troops, munitions, military equipment, and property within the state (Tex. Govt. Code §437.053). TAG is the governing officer, policy maker, and head of the TMD (Tex. Govt. Code §437.052).

Deputy Adjutant General – Air (DAG-Air). Employee of TMD, appointed by the Governor to assist TAG. Performs assigned duties specific to the Air component. Is designated in TAG's succession plan to perform TAG duties if he/she is deceased, absent or unable to act (Tex. Govt. Code §437.001). On behalf of TAG, meets with state, federal or local elected officials to report Air component readiness or collaborate required resources. May also serve in a dual role as the CDR, TXANG.

¹⁸ (Nichols, Texas Military Department Regulation 10-01, Organizations and Functions; Texas Military Department Terms of Reference 2016)

Commander, TXANG (CDR-TXANG). Serves at the pleasure of TAG. Serves as the higher headquarters CDR for all assigned or attached TXANG units within the state. Responsible for recruiting, organizing, manning, equipping, training, educating and evaluating assigned or attached TMD Air component units. Exercises training readiness authority for TXANG subordinate units designated for federal activation, mobilization or deployment. Responsible for coordination with other components and staff elements within JFHQ. Oversees TMD Air component readiness to support governor requested DSCA capabilities. Responsible for resource management, program administration, and policy development to support current and future needs of the TXANG. Represents the TMD and TXANG and as directed by TAG.

While potentially nebulous, the relationship between the DAG-Air and CDR-TXANG appears to be the lynchpin of the leadership operation. DAG-Air, appointed by the governor to assist TAG, concurrently holds the position of chief of staff, TXANG, and the CDR-TXANG, is appointed by TAG to manage TXANG operations. By all accounts, this relationship is synchronized to implement TAG's priorities for the TXANG. While Maj. Gen. Kenneth W. Wisian recently held these positions concurrently; however, in 2015, a past practice was restored to have the positions held separately by a full-time employee and a traditional drill status guardsman.

Conflicting Law and Regulation Concerning TXANG Personnel Management (PQ2b)

Interviews determined that confusion related to personnel actions is inherent inside the organization, whether by structure or interpretation of members. Table 5.7 provides a summary of the findings. No two challenges are alike. "Personnel challenges are as individual as the individuals that have the challenges," one interviewee said. "Even though we have regulations and guidelines, you and I may be facing what looks to be the exact (same) situation, but it need to be handled differently because of (multiple factors)."

While such challenges may be persistent, senior leaders are said to seek to determine what the real or basic need of the individual is and to find ways to resolve these issues. Organizationally, there are numerous staff agencies to “support and strengthen the chain of command. These include the different staff functions (Chaplain, Staff Judge Advocate, Equal Opportunity, Sexual Assault Prevention and Response Program, Inspector General, etc.)” within the Air Force enterprise (Secretary of the Air Force 2014, 9).

Table 5.7 – Summary of Findings from Interviews (PQ2b)

1. How clear are personnel channels in instances of dispute?
<ul style="list-style-type: none"> • The channels can be murky, as there are multiple avenues for potential resolution. • Personnel challenges are as individual as the individuals who have the challenges.
2. How do overlapping governance impact the members of the Texas Air National Guard, such as grievance and appeal processes to clarity of available benefits?
<ul style="list-style-type: none"> • Potentially frustrating for members due to drawn out processes, depending on status (both of complainant and person being complained against). • In an effort to provide more programs to help SMs, we need to better communicate what the programs are and how they benefit the SMs.
3. How does overlapping governance impact pay discrepancies or the timely processing of administrative actions?
<ul style="list-style-type: none"> • Different systems, different processes, different benefits. • SAD pay is processed separately from federal system, written checks drafted by Texas Comptroller of Public Accounts and delivered via TMD. • AD has limited channels, while TXANG has multiple avenues – state and federal.
4. How are Texas Air National Guard members informed about the status of their service?
<ul style="list-style-type: none"> • Verbal and Written Orders • Out-processing Checklists (See Appendix B for TXANG SAD Processing Checklist) • Leave and Earning Statements
5. What is the most effective method for informing Texas Air National Guard members about personnel matters?
<ul style="list-style-type: none"> • You can never over-communicate, including annual records reviews. • In-person (face-to-face, verbal) vs. electronic (written) communication.

Discipline and Grievance Channels

As with any organization, there are times when personnel matters arise to actionable offenses. In such cases for the TXANG, members face numerous avenues, whether a leader is seeking to discipline an out-of-line employee or an employee is seeking redress for improper actions directed toward them.

A primary source of data related to discipline matters for TXANG members is *The Military Commander and the Law*, which is published by the Air Force's Judge Advocate General's School at Maxwell Air Force Base, Alabama. This publication was reviewed along with the interviews.

Both this document and the interviews determined, a person is only able to be in one duty status at time, including no military status. For a traditional TXANG member not in a duty status, they fall exclusively under the purview of civilian law enforcement. Each status confers different processes for adjudication. For example, a Title 10 violation can be adjudicated under the federal Uniform Code of Military Justice, and Title 32 and State Active Duty violations are subject to the Texas Code of Military Justice.

However, this does not mean a service member cannot be held accountable for non-military violations of law. One interview revealed, "Any criminal act can affect federal requirements, such as a security clearance." An example was provided involving a situation where a preponderance of evidence determines someone committed a felony, regulations allow for such a service member to be discharged. Command authority in such cases is also contemplated in *The Military Commander and the Law*, which states, "Commanders always have administrative authority to hold reservists accountable for

misconduct occurring on or off-duty, irrespective of their military status when the misconduct occurred” (The Judge Advocate General's School 2016, 3).

While a commander can always take actions for misconduct, the specific actions available can be the start of the confusion. One interviewee made the following statement:

“It depends on status. Certainly, when you're under State Active Duty, you're 100 percent under state law. Certainly, when you're under Title 10 federal active duty, you're 100 percent under UCMJ in federal law. That's pretty clear and pretty understandable. Sometimes, the ‘in between’ is what's confusing. So, if you're a Drill Status Guardsman, meaning part-time, even when you're on UTAs (weekend drill) and that sort, you're Title 32, you're really under the state law. If you went overseas, then the federal law would take over. Certainly, like I said, if you're deployed or on Title 10, it's all federal (control). It can be really, really confusing.”

This applies to all parties to any incident. For example, if an allegation is made involving more than one service member, each member’s duty status comes into play, as well as a civilian, who may not fall under the control of a military organization. This also can lead to confusion for the service member seeking assistance to address concerns.

One person interviewed described grievance channels as “very murky.” Another interviewee said, “[I]t can be confusing, because it sometimes depends on status, not just your status maybe, but the status of the person whom you might be complaining against.” However, others interviewed did not see organization related confusion, and identified that, as whole, the organization takes great care to clearly delineate lines of effort. One interviewee said the following:

“It may not be clear to the member sometimes, but I think that the offices have clear lines, and they communicate that to those folks and get them to the right place, depending on what the issue is. For example, a lot of times folks will go to the [Sexual Assault Prevention and Response Office], but it's not a sexual assault issue – although the definition of sexual assault is very broad – but, maybe it's more of a sexual harassment. So, they will get them to the EEO (Equal Employment Opportunity) folks to take care of their complaint or help them with it.”

While dispute channels may not always be clear to the service member, another interviewee described the multiple channels available to members of the TXANG and how they may use them to engage on an issue or may become frustrated by it, where an active duty airmen would have limited channels.

“There are different offices that have different levels of responsibility, or levels of influence on it,” one interviewee described. “Maybe a little easier for an active duty member who have this – well, in the guard, they have so many avenues to go at a perceived problem to decide – it could be a good thing or a detriment. They (Regular Air Force) have one lane to try to get something resolved. And they go down that lane, and whatever answer they get, that's it.”

In addition to their traditional chain of command, a TXANG member can engage the state's joint force headquarters, National Guard Bureau, multiple levels of U.S. Air Force command, as well as state and federal civilian leadership. In the end, it “could be the same response, but you're sending it out to multiple entities,” said one interviewee. “So, that could contribute to a lot of the frustration.”

Pay and Benefits

Financial compensation and associated benefits vary, depending on the TXANG member's duty status. Federally, pay is governed by traditional DoD pay charts and is administered centrally through the Defense Finance and Accounting Service. But for SAD missions, pay is administered through TMD in coordination with the state's comptroller of public accounts (CPA). “The order informs them (of duty status), and they're also, for example, state active duty is much different than a federally paid order – you're a state employee,” one interviewee said. “You fall under state benefits.”

The state check issued is a hard-copy document that is mailed to the service member's home of record, but routes through Camp Mabry first. "They (CPA) physically write the check, but then instead of sending it to the member from there, they send it up here (to Camp Mabry)," said one interviewee. "And then they (TMD) open it, look at it, seal it back up, and send it out to the members. So, you lose another three or four days." This can lead to initial confusion for those entering SAD, particularly, when they can expect to receive their pay.

In addition to pay, TXANG service members serving on SAD are generally treated as state employees for purposes of health care and follow-on care for sustained injuries. For example, an injured service member will seek compensation through the state's Division of Workers' Compensation, a component of the Texas Department of Insurance, rather than the U.S. Department of Veterans Affairs, if their injury was sustained in a federal status.

"State active duty, the benefits are different," one interviewee said. "They do not have TRICARE. They don't have points building for retirement. They are temporary state employees. Pay is no different, but even though they're still wearing a military uniform, they don't have the military benefits, per se." Some members may earn a higher salary in a military position compared to their civilian employment, while others may make less. For those making less, time may be a greater concern than the pay and benefits. But managers have to understand these complexities when working with a diverse workforce.

One interviewee described how the organization has taken care to ensure confusion is limited on the front-end of service members entering SAD. "Whenever they

come in to out-process and get orders they're given a checklist that states, 'You understand that one, workers' comp is my avenue for X and understand I need to be in the status,'" one interviewee said. "'Your initial on this page acknowledges, and then you're initialing that on this day that I start my State Active Duty order.' So, it's a face-to-face notification on that first instance you're in this status." A copy of the checklist was provided to the researcher and is included as Appendix C.

Education Benefits

Military service can authorize members to receive various state or federal benefits, depending on the nature of their service or the organizations to which they have belonged. For example, the benefits received from federal service are different from state service. This confusion can impact the ability of the organization to recruit and maintain members.

Table 5.8 describes some of the educational benefits a TXANG member may be qualified for as a result of their state or federal service. It is not designed to be a comprehensive analysis of all possible educational benefits that may be available. Additionally, the federal service benefits are earned when a service member serves in an active duty status. Not all TXANG members will necessarily serve in such statuses to qualify for these benefits, but the potential exists, should they be called or volunteer to deploy or serve on active duty.

Document Analysis (PQ2b)

Table 5.8 – Summary of Findings from Document Analysis (PQ2b)

1. Describe the state or federal education benefits potentially available to Texas Air National Guard members, based on their service?	
State Service	
Montgomery GI Bill Selected Reserve (MGIB-SR) ¹⁹	MGIB-SR program provides education and training benefits to eligible members of the Selected Reserve, including the Army Reserve, Navy Reserve, Air Force Reserve, Marine Corps Reserve and Coast Guard Reserve, and the Army National Guard and the Air National Guard. Eligibility for this program is determined by the Selected Reserve components and VA makes the payments. (Note: Among other requirements, a person must have signed a six-year obligation and have completed their initial active duty for training.)
State Tuition Assistance Program ²⁰	The State Tuition Assistance Program (STA) is a state funded tuition assistance program for active drilling members of the Texas Army National Guard (TXARNG), Texas Air National Guard (TXANG) and Texas State Guard (TXSG). This education benefit provides a standard tuition award for up to \$5,000/12 semester credit hours per academic year (6 hrs of tuition and mandatory fees, not to exceed \$2,250, per academic semester).
Federal Service	
Post-9/11 GI Bill ²¹	The Post-9/11 GI Bill is an educational benefit administered by the U.S. Department of Veteran Affairs for those who have served at least 90 days of aggregate active duty service after Sept. 10, 2001, and are still on active duty, or have been honorably discharged or were discharged with a service-connected disability after 30 days.
Texas Hazlewood Act ²²	The Hazlewood Act is a State of Texas benefit that provides qualified Veterans, spouses, and dependent children with an education benefit of up to 150 hours of tuition exemption, including most fee charges, at public institutions of higher education in Texas. (Note: Among other requirements, a veteran must have designated Texas as their home of record upon entering the armed forces and have served at least 181 days of active duty service, excluding training.)

¹⁹ http://www.benefits.va.gov/gibill/mgib_sr.asp

²⁰ <https://tmd.texas.gov/tmd-strp>

²¹ http://www.benefits.va.gov/gibill/post911_gibill.asp

²² <http://www.tvc.texas.gov/Hazlewood-Act.aspx>

Summary of PQ2 Effects of Confusion

Based on the interviews, the effects are negligible to the missions, but can be frustrating for personnel at times. The numerous processes that are in place are not always clear. As was previously mentioned, a *Can-Do Bias* may exist, precluding the researcher from determining a definitive level (or existence) of the effects of confusion on mission accomplishment. It is doubtful that confusion would lead to any mission failures. However, it is also unclear if confusion outside the organization could lead to interested parties not requesting a mission for failure to fully understand the organizations capabilities and limitations.

Mitigating Confusion – (PQ3)

When asked about ways to mitigate the perceived confusion, one interviewee rhetorically asked, “That's the million dollar question, isn't it?” The organization has attempted to clearly define lines between programs and have personnel available to help navigate others through the processes. “At some point, you've got to go back and tag into the big things, figure out what the airmen is really all about,” the interviewee said. This meant, find out their situation and figure out what they need. This is a base level leadership issue, down to the immediate supervisors. The more supervisors know what their subordinates need, the great assistance they can provide and avoid confusion at the lowest level.

Mitigating Effects of Confusion Concerning TXANG Missions – (PQ3a)

Interviews determined that there is some level of organizational confusion concerning TXANG missions, which are summarized in Table 5.9. While there is an

indeterminate amount of effect of the confusion, various organizations within the TXANG have taken steps to address the confusion and overlapping jurisdictions by putting into place memorandums of understanding (MOUs) with other internal and external organizations to mitigate the effects.

Memorandums of Understanding

“We have lots of memorandums,” one interviewee said. “Memorandums of agreements for using the runway, for using the vehicle maintenance field shop, the number of square footage, X number of offices, they use the trucks.”

One interviewee described the range of MOUs: “Emergency response - firefighters, cops. Just that day-to-day stuff that you think about in terms of an MOU - memorandum of understanding - who’s going to do what and who’s responsible for what. Who’s going to pay for what? What’s our responsibility as a tenant? What’s our responsibility as a host?”

Additionally, a commander training handbook was reviewed that provided leaders with an example MOU that could be developed between the state and federal military organizations, particularly in relation the appointment and role of a dual-status commander during certain events. The purpose of one such agreement included the following verbiage:

“This Memorandum of Agreement (MOA) outlines the separate chains of command and responsibilities of the dual-status commander for the Pittsburgh Summit of G-20 Leaders (hereinafter “the Summit”), which will be held September 24-25, 2009, in Pittsburgh, Pennsylvania, for the purpose of convening world leaders who represent 85 percent of the world’s economy. The President of the United States, or his designee, and the Governor of the Commonwealth of Pennsylvania, by executing this MOA have provided authorization and consent for the activation of this commander pursuant to 32 U.S.C. § 325(a)(2). The commander’s activation is not

expected to exceed 15 days, beginning on or about September 15, 2009, and ending on or about September 30, 2009.²³”

The above referenced MOA, titled, *MEMORANDUM OF AGREEMENT CONCERNING AUTHORIZATION, CONSENT, AND USE OF DUAL-STATUS COMMANDER PURSUANT TO 32 U.S.C. § 325 FOR THE PITTSBURGH SUMMIT 2009*, was signed by then-SECDEF Robert Gates and then-Pennsylvania Gov. Edward G. Rendell, on September 10 and September 11, 2009, respectively.

Table 5.9 – Summary of Findings from Interviews (PQ3a)

1. Describe any memorandums of understanding the Texas Air National Guard, or subordinate units, have to clarify state or federal jurisdictional boundaries.
<ul style="list-style-type: none">• MOUs exist to contemplate issues involving co-location of facilities on federal installations, whether tenant or host.• Other MOUs include flight-line and emergency response operations.
2. Now that we have identified some of the causes and consequences of confusion, what can be done to mitigate their effect?
<ul style="list-style-type: none">• Eliminate bureaucracy, where possible, create clear lanes and response processes and final appeal authorities.• Communication and education. You cannot rely on one method – it has to be continual.
3. Who else do you recommend I visit with who has been involved with or impacted by this confusion?
<ul style="list-style-type: none">• Logistics Readiness Squadron personnel to discuss MOUs.

Mitigating Effects of Confusion Concerning TXANG Personnel Management – (PQ3b)

Interviews and document analysis also determined there is some level of organizational confusion related to personnel management. Like TXANG missions, it is not clear to what extent the confusion impacts TXANG service members and employees directly. Table 5.10 summarizes these findings of command relationships and efforts to mitigate. In the following, education and training issues are examined, as are other resources that could be available to mitigate confusion and solve issues at the unit level.

²³ (National Guard Bureau and U.S. Northern Command 2014, 248)

Table 5.10 – Summary of Findings from Interviews (PQ3b)

1. Describe the Texas Air National Guard’s command structures, including organizational charts that formalize leadership relationships from the headquarters up and down the chain of command.
<ul style="list-style-type: none">• TAG, DAG-Air/CDR, TXANG, Wing CDRs
2. Now that we have identified some of the causes and consequences of confusion, what can be done to mitigate their effect?
<ul style="list-style-type: none">• Training• Communication
3. Who else do you recommend I visit with who has been involved with or impacted by this confusion?
<ul style="list-style-type: none">• TMD Human Resources Officer (e.g., military technicians in serving on SAD).• Family Support Services, Wing Chaplain, First Sergeant

Education and Training

Those interviewed suggest improvement can be made through increased communication and education in order to make sure processes are as clear as possible. However, it has to be a continual effort, as personnel regularly shift between assignments as well as do not have some issues apply to them at any given time, then become subject to it later in their career.

“To me, it's communication and education, and I know that sounds so simple, but communication is one of the hardest things that we do as humans,” one interviewee said. “The more methods of communications that you have, the more ability for an airman to get information, the more successful you're going to be, but you can't just rely on one form.”

Other Resources

Interviews revealed areas of confusion related to the state human resources processes and staff support services. For example, wing commander have “to come through headquarters to advertise jobs and things of that nature,” one interviewee said. And other services, particularly the chaplains, who can provide spiritual and other

counseling, are not always available. “Our Chaplain Corps in the Texas Air National Guard, there’s no full timers,” another interviewee said. This speaks to the general personnel structure of the ANG compared to active duty forces.

“In the Air Guard, we run between 25 and 28 percent full-time depending on the wing, which, essentially means we do the same mission as the active duty with less full-time personnel,” an interviewee said. But when the part-time forces are brought in, “that bumps the wing up to equivalent to active duty.” This can create issues for service members who are seeking resources outside of the traditional drill weekend periods.

Pillar Question #1 – Causes of Confusion

The first pillar question was developed to answer the following question: What are causes of organizational related confusion at the Texas Air National Guard? As a result of the interviews and document analysis, the research has determined the causes of organizational related confusion at the TXANG are primarily the result of historical and organizational factors that are inherent in a complex organization.

Some of the confusion seems to relate to the differences in state and federal missions, how they are organized and how personnel actions are managed. For example, it was revealed that federal missions are formally organized through MAJCOM channels, but state missions are routed through the state headquarters. State missions are generally pursued with shorter notice and are emergency in nature. As such, administrative processes are not in place to provide seamless administrative actions, such as disbursement of pay checks, which for state missions are said to be printed and mailed to

service member's home of record. However, there are clear notification channels in place to get personnel notified in a timely manner.

Pillar Question #2 – Effects of Confusion

The second pillar question was developed to answer the following question: What are consequences of organizational related confusion at the Texas Air National Guard?

The interviews and document analysis revealed the effects of organizational related confusion at the TXANG varies, based on the specific issue impacting the mission or personnel management.

For example, those interviewed limit concern about mission accomplishment, as the mission will be completed and that challenges are worked through. However, with regards to personnel management, the confusion can lead to perceived delays in administrative actions from pay for SAD services or resolution of complaints, due to the multiple levels of recourse available. Because of the state-federal overlap, there are multiple entities that review actions, from promotions, which require state orders and federal recognition to disparate pay systems.

Pillar Question #3 – Mitigation of Confusion

The third pillar question was developed to answer the following question: What are the remedies to reduce the effects of organizational related confusion at the Texas Air National Guard? The interviews suggest TXANG include improved communication and training and streamlining of services. Most effectively, would be face-to-face to determine personnel needs and identifying areas where greater knowledge needs to be disbursed.

Additionally, one interviewee provided the following suggestion with relation to redress channels:

“It's still broad, but if we could eliminate what I call it the bureaucracy of it. If we could eliminate that, not necessarily go toward the active duty approach, that if you go down for a resolution and have that standard: here's your process. You have your valid complaint, and here's your response. Here's an appeal authority, and that should be it.”

Incorporating such a suggestion could reduce service member frustration with seeking assistance, not just filing complaint. While care would need to be take to ensure service members have the utmost faith that their concerns are being fully considered, they will also want to know that they continue to have a full-range of services.

Chapter Summary

This chapter described the results of the data gathered via research methodology, which included semi-structured, in-person interviews and a collection of documents related to the questions involving the TXANG. Throughout, it was determined that confusion does exist within the organization, but the impact was not able to definitely identified. Additionally, communication and training are ways for the organization to continually mitigate the effects of confusion. Personnel frequently enter the organization or move around within, so continual engagement is crucial to the organization's success.

Chapter VI – Conclusion

Purpose

This chapter provides an evaluation of the objective of this applied research project, recommendations for further research, and closing thoughts. Throughout the course of research, additional items were revealed that could have redirected, refocused or expanded this project. Care was taken to keep the focus within reason of this project manageable and within the scope of similar research.

Objectives and Evaluation

The objectives of this applied research project was to determine to what extent the TXANG is subjected to organization confusion, its effects, and ways to mitigate such confusion. To that extend, the research achieved this basic purpose. This project was a preliminary examination and could have benefited from greater, in-depth research on this topic. The TXANG is a complex state-federal organization that can be examined from multiple angles and perspectives. As this topic, organizational confusion broadly, and National Guard organizations in detail, does not have a depth of research, this applied research project adds to the literature and can be used as a basis for studies of similar organizations or to be built upon by future researchers.

Recommendations for Further Research

This applied research project has shown the air wings to be largely self-sufficient and at the center of the missions and operations. This topic would benefit from a similar examination focused on these issues at the wing level, perhaps a case study of a single ANG wing, including an array of interviews across the various duty statuses and echelons

with the organization, as well as non-ANG and RegAF personnel. Additionally, there are numerous areas within a wing that could be examined, even focusing in a single ANG squadron and examining its operations with a RegAF squadron, or program to program.

Additionally, further research related to specific human resources processes and available family support services could be researched to determine how they can be structured to avoid potential confusion for a Guard Airman and provide the greatest possible service to those needed access to the processes or services.

Closing Thoughts

Throughout this research, it was confirmed that confusion exists within and around the Texas Air National Guard, particularly with relation to its state and federal missions and personnel duty statuses. Additionally, from personal experience outside this research project, the author has witnessed this confusion from all walks of life, including that of state and federal policymakers and those who serve in various branches of the military, including the Regular Air Force. This project is an attempt to bring to focus some of the high-level issues.

Once this project was underway, the topic clearly became quite broad, and needed to be honed in as tightly as possible. There are numerous complexities of a National Guard organization, and rabbit holes abound. However, this research would have benefited from having a larger group of interviewees, including those serving at the wing-level. Additional personnel were available and willing to help, but the scope and timeline for completing the research necessitated limiting the pool to the headquarters element.

Broadly, this research has sought to essentially determine three high-level questions: Is there confusion? What is its impact? And, what can be done to reduce it?

The first and third questions were clearly answered within this project, but the second question could not be definitively answered through the research methodology. If a similar study is conducted in this state or of a similar ANG organization in another state, additional sources of evidence should be considered, including the types and scope of questions asked. The *Can-Do Bias* that was discussed within the project suggests that military members by nature would be reluctant to identify failures incurred as a result of mission or personnel confusion. However, this could be reviewed more closely with a carefully built methodology that takes into account outside parties that partner with similarly situated organizations.

The Texas Air National Guard provides a valuable service to the state and nation, and stands ready to serve when called by the governor or president. This idea of organizational related confusion can have a serious impact on individual Guard Airmen. While the organization's missions may be accomplished, personnel who serve in the breach may fail to receive benefits or services he or she is expecting when the time comes, based on their duty status. Some effects may be less serious than others, but could involve real or perceived injustices. Whether he or she returns injured from an overseas deployment and does not receive the follow-on health care with the expected pay and benefits or his or her education benefits are different than expected.

National Guard service is unique within the structure of the United States armed forces. It is incumbent upon those who serve in the National Guard's ranks to fully understand this unique role in order to educate and inform their families, those with whom they serve, as well as those within the communities they live.

Appendix A – Institutional Review Board Exemption Documentation



In future correspondence please refer to 2017148

October 24, 2016

Phil Fountain
c/o Dr. Patricia Shields
Department of Political Science
Texas State University
San Marcos, TX 78666

Dear Phil:

Your IRB application 2017148 titled, "Causes, Consequences and Remedies for Organizational Related Confusion: The Case of the Texas ANG," was reviewed and approved by the Texas State University IRB. It has been determined that risks to subjects are: (1) minimized and reasonable; and that (2) research procedures are consistent with a sound research design and do not expose the subjects to unnecessary risk. Reviewers determined that: (1) benefits to subjects are considered along with the importance of the topic and that outcomes are reasonable; (2) selection of subjects is equitable; and (3) the purposes of the research and the research setting is amenable to subjects' welfare and producing desired outcomes; that indications of coercion or prejudice are absent, and that participation is clearly voluntary.

1. In addition, the IRB found that you need to orient participants as follows: (1) Signed informed consent is not required as verbal consent and participation in the interviews will imply consent; (2) Provision is made for collecting, using and storing data in a manner that protects the safety and privacy of the subjects; (3) Appropriate safeguards are included to protect the rights and welfare of the subjects.

This project is therefore approved at the Exempt Review Level

2. Please note that the institution is not responsible for any actions regarding this protocol before approval. If you expand the project at a later date to use other instruments, please re-apply. Copies of your request for human subjects review, your application, and this approval, are maintained in the Office of Research Integrity and Compliance. Please report any changes to this approved protocol to this office.

Sincerely,

Sean Rubino, MPA
Director, Office of Research Integrity and Compliance
Texas State University

OFFICE OF THE ASSOCIATE VICE PRESIDENT FOR RESEARCH

601 University Drive | JCK #489 | San Marcos, Texas 78666-4616

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This letter is an electronic communication from Texas State University-San Marcos, a member of The Texas State University System.

Appendix B – Texas Military Department Security and Policy Review



TEXAS MILITARY DEPARTMENT
POST OFFICE BOX 5218
AUSTIN, TX 78763-5218
(512) 782-5001

December 28, 2016

Texas Military Department Public Affairs Office

Phil Fountain
c/o Patricia M. Shields, Ph.D.
Department of Political Science
Texas State University
San Marcos, Texas 78666

Dear Mr. Fountain:

This is in response to your request to publicly release the Applied Research Project, *Causes, Consequences and Remedies for Organizational Related Confusion: The Case of the Texas Air National Guard* (by Phil Fountain, Fall 2016), which was completed through Texas State University's Master of Public Administration Program.

The final draft of this project has been reviewed in accordance with Air Force Instruction 35-102; *Public Affairs, Security and Policy Review Process*. As the public affairs organization at the lowest echelon qualified to evaluate the contents and implications of your subject, the Texas Military Department Public Affairs Office hereby authorizes *Causes, Consequences and Remedies for Organizational Related Confusion: The Case of the Texas Air National Guard* (by Phil Fountain, Fall 2016) to be publicly released.

This authorization does not extend to any preliminary drafts or source materials not included in the final draft, which may have been developed, obtained or gathered in coordination with Texas Military Department personnel as part of your research.



Thank you for your interest in the Texas Military Department. If you have any additional questions, please contact me at (512) 782-5620.

Sincerely,

A handwritten signature in cursive script that reads "Travis D. Walters".

Travis D. Walters
Lieutenant Colonel, Texas Air National Guard
State Public Affairs Officer

Appendix C – TXANG State Active Duty Processing Checklist

 Texas Military Department 					
TXANG State Active Duty Processing Checklist					
Date:	Event:				
Personal Information					
Last Name:	First Name: MI:				
Rank:	Last 4 SSN: Assigned MRP:				
Location:	Task Force:				
Station	Requirements	Yes	No	Station Initials	
Personnel	Home of Record, emergency contact/next of kin verified in MILPDS				
	Valid ID Card				
	Valid Drivers License				
	Member has received SAD Information and Guidelines pamphlet				
	Individual has received a copy of Individual Order				
Finance	Member has been briefed on SAD pay process and dates				
	Member has been informed to NOT use his/her Government Travel Card				
Medical	Member has been informed SAD does not include TRICARE and has been briefed on Workman's Compensation procedures.				
	Physical Profile on file is sufficient for SAD mission				
	Medical warning tags on hand and current (if applicable)				
	Individual has a minimum of 30 days supply of prescribed medication (if applicable)				
Logistics	Individual Clothing and Equipment Issued (use continuation sheet a/r)				
	Issued (Y/N)	Item	Req	Opt	Issued
Individual Readiness Statements					
1	I understand that any debt owed to the State of Texas (such as Child Support) will place a hold on funds owed from State Active Duty pay earned during the current mission.		Circle One:	Yes	No
<i>"It is the responsibility of the individual to contact the State Comptrollers Office to resolve all debt issues"</i>					
1	I am in good physical and mental health		Circle One:	Yes	No
2	I do not currently have a medical condition that prevents me from performing this mission		Circle One:	Yes	No
3	I am not currently in the care of a medical provider		Circle One:	Yes	No
4	I understand that if I incur an injury that is mission-related while on State Active Duty, a Workmen's Compensation Claim must be filed.		Circle One:	Yes	No
5	I understand that health insurance will not be provided for me and I am fully responsible for providing my own.		Circle One:	Yes	No
6	I understand that my SAD pay will be mailed to the address on record above unless I elect and enroll in the State Direct Deposit Program.		Circle One:	Yes	No
7	I certify that all information and statements above are true to the best of my knowledge		Circle One:	Yes	No
<div style="display: flex; justify-content: space-around; margin-top: 20px;"> <div>_____</div> <div>_____</div> </div> <div style="display: flex; justify-content: space-around; margin-top: 5px;"> <div>signed</div> <div>date</div> </div>					

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