Workforce Plan

I.   Agency Overview and Purpose

The mission of the Texas State Library and Archives Commission (TSLAC) is to provide Texans access to the information needed to be informed, productive citizens by preserving the archival record of Texas; enhancing the service capacity of public, academic, and school libraries; assisting public agencies in the maintenance of their records; and meeting the reading needs of Texans with disabilities.

To accomplish this, we must continue to attract and retain a highly qualified and productive workforce. We consider our employees our most important resource, and we value each employee as an individual. We rely on the collective skills and talents of our staff to meet the demands of operating our program divisions in the most efficient and effective manner.

Our primary responsibilities include:
- Maintaining the archives of the State of Texas
- Improving local library services
- Storing state and local records
- Serving the library needs of persons who cannot read standard print
- Advising state and local agencies in the retention and maintenance of public records
- Providing direct information services to the public

TSLAC is governed by a seven-member board appointed by the Governor. The members serve six-year staggered terms and meet quarterly to conduct business on behalf of the agency. The Director and Librarian leads the agency and is selected by the commission to direct the agency's activities and programs.

TSLAC consists of six operational divisions and does not anticipate any major changes to the organizational structure in the next five years. However, the agency may need to add or delete programs within a division based on program outcome, sustainability, change in public demand, and funding levels.

The seven members of the Commission, in consultation with senior staff, have established the following operational goals for the agency for the current planning period:

- To articulate and advance the value of Texas libraries as essential to our communities and state.
- To recruit and retain the knowledge-based workforce necessary to discharge the agency's duties.
- To safeguard, preserve, and provide access to the informational and historical assets.
- To acquire the technology necessary to effectively, securely, and efficiently manage agency resources.
- To secure the state's official records by addressing the immediate need for additional archival storage and provide for the growth of Texas records.
- To support efforts to ensure digital inclusion for Texas.
- Continue to refine our response to the informational needs of the increasingly diverse Texas population.

These following divisional goals reflect the work of each TSLAC division and the employees who contribute to achieving the agency's core mission:

- *Archives and Information Services* – Preserving and safeguarding the vital historical record of the state of Texas and providing archival, genealogical, and historical information to the public and other state agencies.
- *Library Development and Networking* – Encouraging and facilitating high-quality library programs statewide, including the cost-effective provision of online resources, technical support, and innovation through competitive grants and enhancing library services to Texans through resource-sharing programs.
- *State and Local Records Management* – Ensuring citizen access to government through the storage and retrieval of records for public agencies and the provision of records storage, retention and preservation training for thousands of state and local agencies.
- *Talking Book Program* – Providing a vital link to books, reading and information for Texans statewide who cannot read standard print.
- *Administrative Services* – Supporting the work of the agency to ensure that the financial, human resources, and other operational services are delivered as efficiently as possible while adhering to all applicable laws and regulations.
- *Information Technology Services* – Ensuring the most effective possible application of available and appropriate technology to discharge agency duties.

We believe that the resources and services of libraries, archives, and records management are a crucial link to the information essential to all Texans in their quest to lead fulfilled, productive and enjoyable lives and to contribute to the thriving Texas economy. The Commission looks forward to continuing the agency's 100-year legacy of archival, information, and library service to Texas citizens and state and local government.

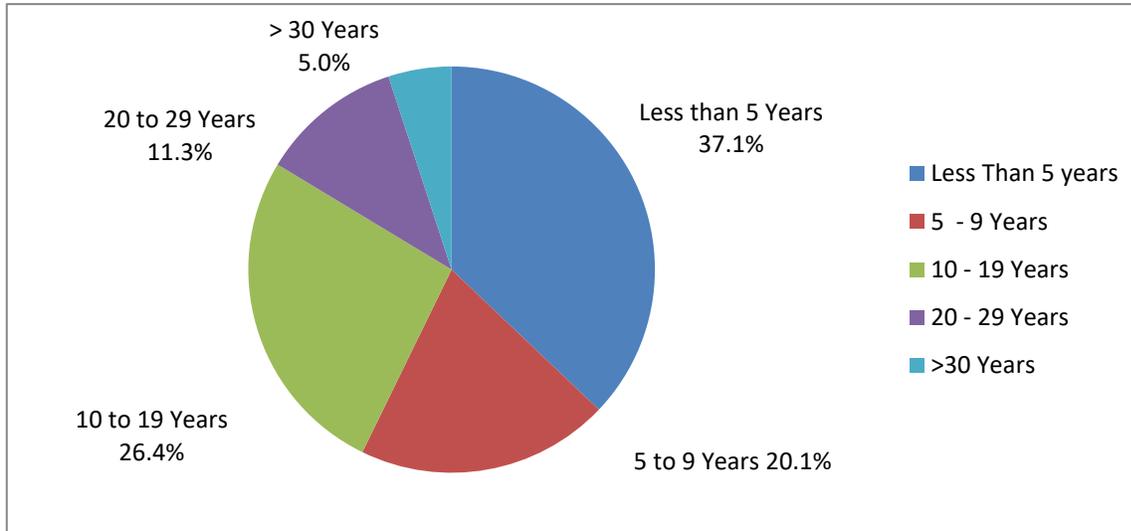## II. Current Workforce Profile

The agency is authorized 169.5 full time equivalent (FTE) positions for the Fiscal Year 2018-2019 biennium. As of March 1, 2018, we had one exempt, 158 full-time classified, and 22 part-time classified positions. Based on information available in the Electronic Classification Analysis System at the State Auditor's Office, our average employee is female (63 percent), with a college degree, in a professional position, over the age of 40, and has more than 15 years of state service. The following table contains agency employment by ethnicity and compares the agency's staffing levels to the statewide civilian workforce as reported in the 2015-2016 Equal Employment Opportunity and Minority Hiring Practices Report by the Civil Rights Division of the Texas Workforce Commission.

Job Category	African American		Hispanic		Female		TSLAC Total Workforce
	Labor Force	TSLAC	Labor Force	TSLAC	Labor Force	TSLAC	
Officials / Administration	7.4%	0.0%	22.1%	14.3%	34.7%	57.1%	**4.4%**
Professional	10.4%	4.4%	19.3%	16.0%	55.3%	76.0%	**56.6%**
Technical	14.4%	0.0%	27.2%	33.0%	55.3%	0.0%	**1.9%**
Administrative Support	14.8%	15.0%	34.8%	19.0%	72.1%	44.4%	**34.0%**
Skilled Craft	10.6%	25.0%	50.7%	25.0%	11.6%	100%	**2.5%**
Service / Maintenance	13.0%	100%	54.4%	0.0%	51.0%	0.0%	**0.6%**
Total Percentage of Workforce	**11.8%**	**9.0%**	**36.8%**	**17.0%**	**17.0%**	**63.00%**	**100%**

In this creative economy, it is increasingly difficult to attract young workers willing to stay with a single employer for more than five years. According to the Bureau of Labor Statistics (BLS), "the median number of years that wage and

salary workers had been with their current employer was 4.2 in January 2016, a decline from 4.6 years in 2014."[1] The BLS press release also indicated that the median tenure for workers in the public sector was almost twice the rate of private sector employees, at 7.7 years. BLS attributes this to the "age profile" of government workers, stating that "three in four government workers were age 35 and over, compared with about three in five private wage and salary workers." More than one-third of our staff, 37.1 percent of our total workforce, has been with the agency less than five years, with the second largest category (26.4 percent) at 10 – 19 years, followed by those with 5 – 9 years at 20.1 percent. The following chart illustrates March 1, 2018 agency tenure.
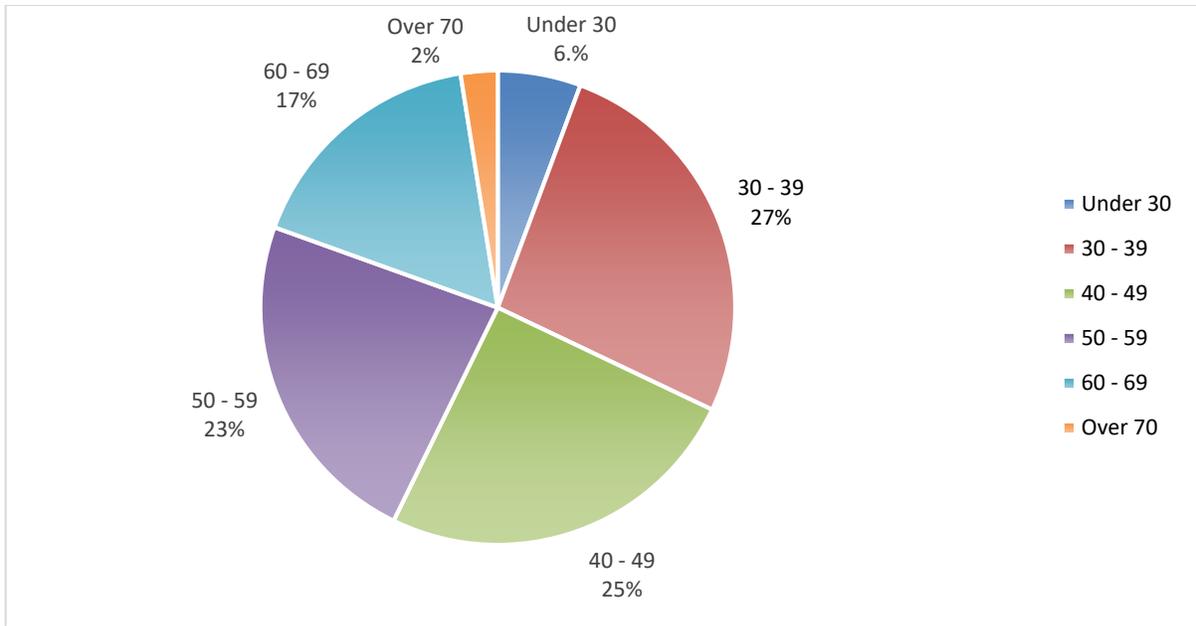
TSLAC Agency Tenure

The Commission's workforce demographics are consistent with the BLS data. We have an older workforce comprised of 42 percent over the age of 50, and only 6 percent of our employees under the age of 30. The following chart, extracted from TSLAC's CAPPS System, provides additional workforce demographics as of March 1, 2018.
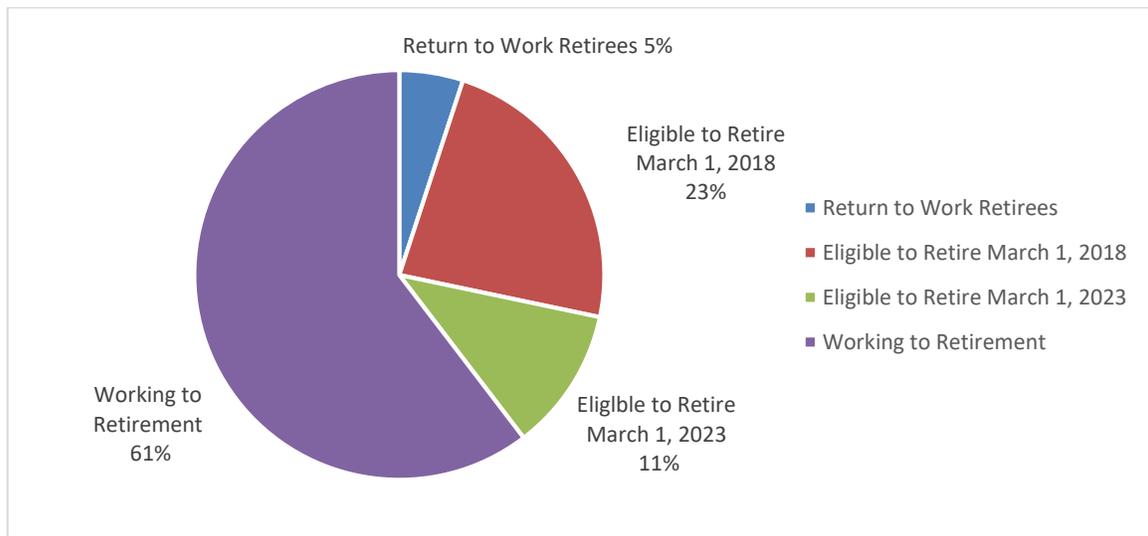
TSLAC Employee Age

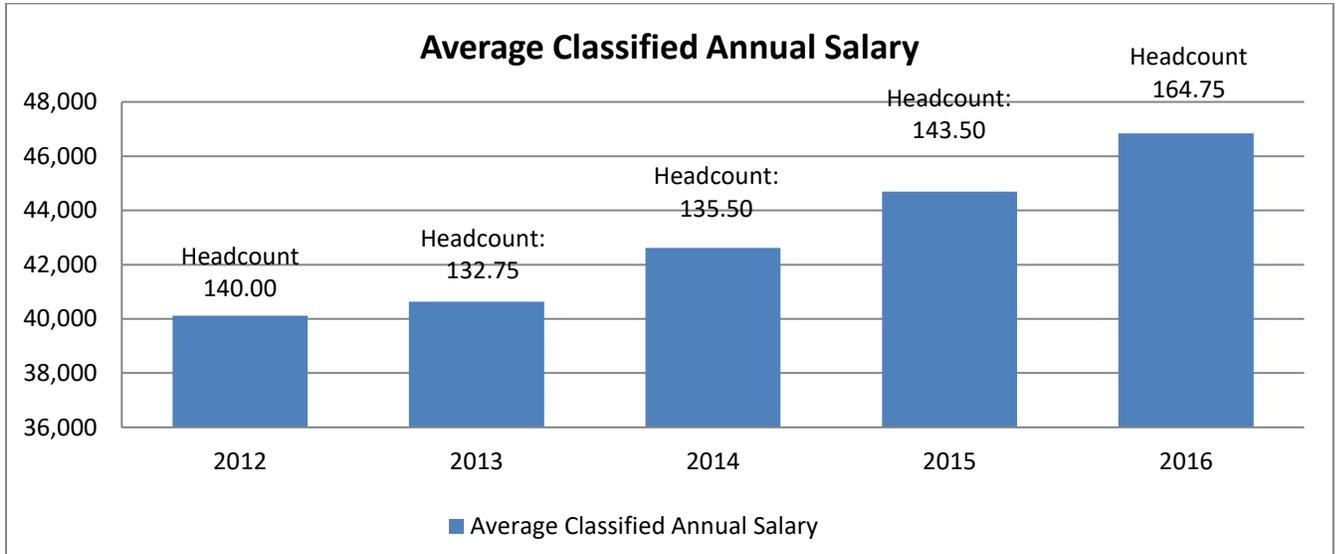[1] https://www.bls.gov/news.release/pdf/tenure.pdf

As of March 1, 2018, TSLAC employed eight return-to-work retirees, an additional 37 employees are currently eligible to retire, and another 18 employees will be eligible to retire within the next five years. Utilizing the established retirment calculations and extracting employment data from the CAPPS System maintained by the Texas Comptroller of Public Accounts (CPA), the following chart illustrates that the agency could lose 39 percent of the current workforce to retirements within the next five years.
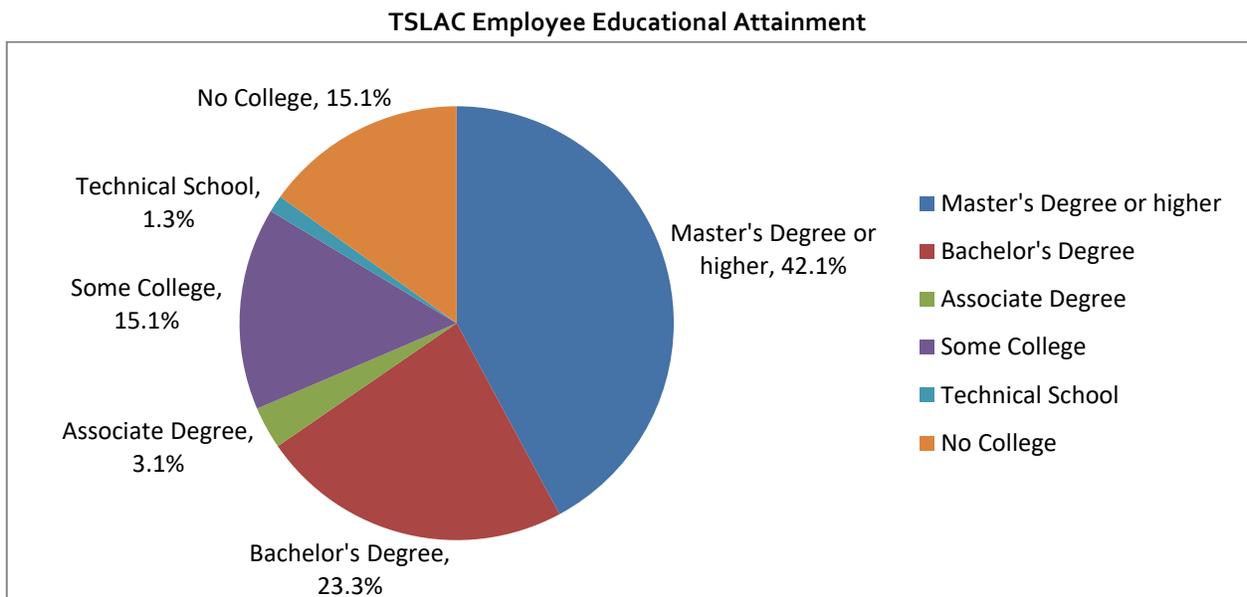
TSLAC Employee Retirement Eligibility

As the previous charts illustrate, institutional knowledge of our specific programs, services, and specialized collections rests primarily with our long-tenured employees. These agency experts ensure we can provide the high levels of customer service our constituents have come to expect. As individuals retire or otherwise leave the agency,

we will face challenges when seeking replacements with similar skill sets, subject matter expertise, and industry-specific knowledge. In addition, replacements will be difficult to attract at the salary levels currently appropriated. The chart below illustrates the average agency salary from FY2012 – FY 2016, based on information in the 2016 Workforce Summary report prepared by the State Auditor's Office.

Average Classified Annual Salary

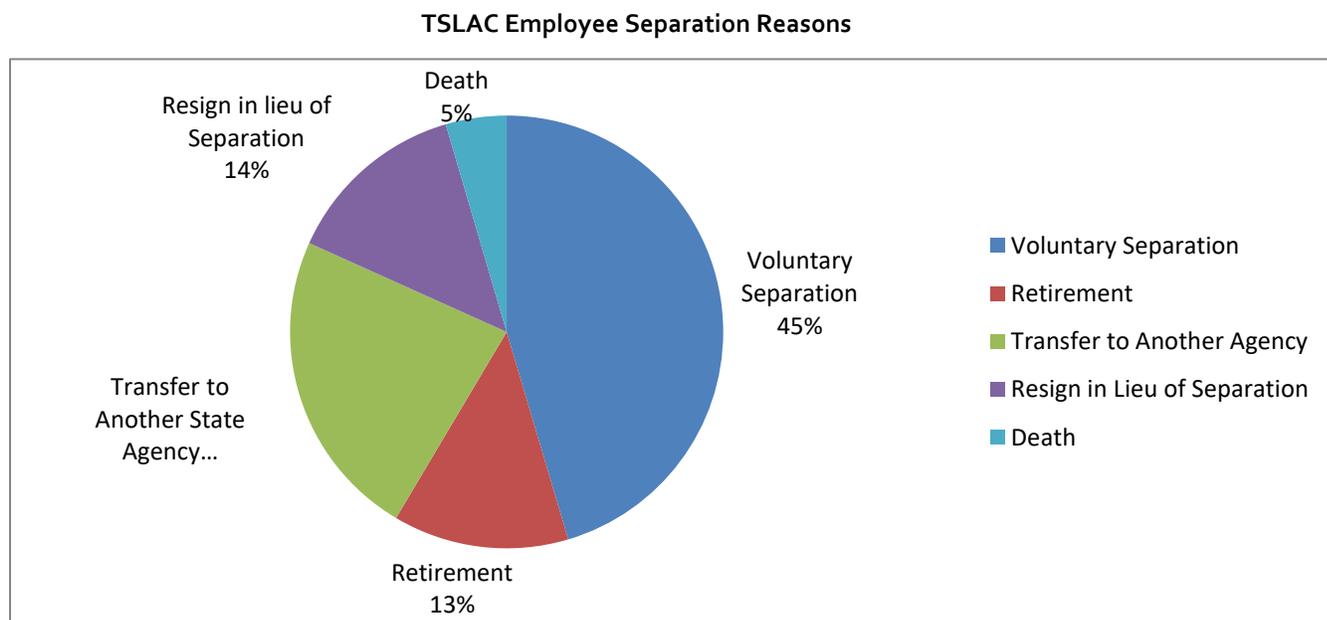Note: The chart above excludes the Director and Librarian salary.

TSLAC has a highly educated staff workforce, with more than 65 percent of the employees having at least a Bachelor's Degree, and 42.1 percent of the workforce with Master's Degrees or higher. As of March 1, 2018, 63 percent (100) of the agency's filled positions were categorized as Professional, with most of the positions requiring specialized degrees and/or experience and expertise, particularly in the areas of library and archival services, and records management. It is difficult for the agency to attract qualified employees with advanced degrees and the skill sets required of these positions, particularly when the average annual classified salary is less than $47,000.00 annually. The following chart, extracted from TSLAC's internal Human Resources Information System, illustrates the level of educational attainment for staff as of March 1, 2018.

TSLAC Employee Educational Attainment

Turnover is a critical issue for all organizations due to many factors, and the cost to replace an employee is high. According to an article by Zanebenefits on February 4, 2016, "the average cost of replacing an employee in mid-range positions (earning $30-50K annually) is 20 percent of the person's annual salary."[2] For an employee making the agency's current average salary of $46,844 per year, this equates to $9,369 each time the agency must replace an employee. Our agency had to replace 22 employees during Fiscal Year 2017, which translates to an average annual cost to the agency of $206,118 for the year.

TSLAC's turnover rate for Fiscal Year 2017 was 13.4 percent, which is lower than the State's average turnover rate of 18.6 percent, per the State Auditor's Office. The lower than average turnover rate for FY17 may be attributed to the hiring freeze imposed by the Governor for the second half of the fiscal year as employees could not so easily move from one state agency to another. Despite the hiring freeze, however, the turnover rate for professional positions in 2017 was 59 percent. These positions garner higher salaries and require highly specialized skills as these are in the Librarian, Archivist, Conservator, Government Information Analyst, and Information Technology Specialist classifications. The cost to replace these positions is significantly higher than the average cited above.

The following chart illustrates the reasons employees gave for leaving employment with the agency, as recorded in the CAPPS system maintained by the Comptroller. The largest number (45 percent) voluntarily left agency employment, generally for employment elsewhere, with an additional 23 percent leaving agency employment for employment with another state agency.

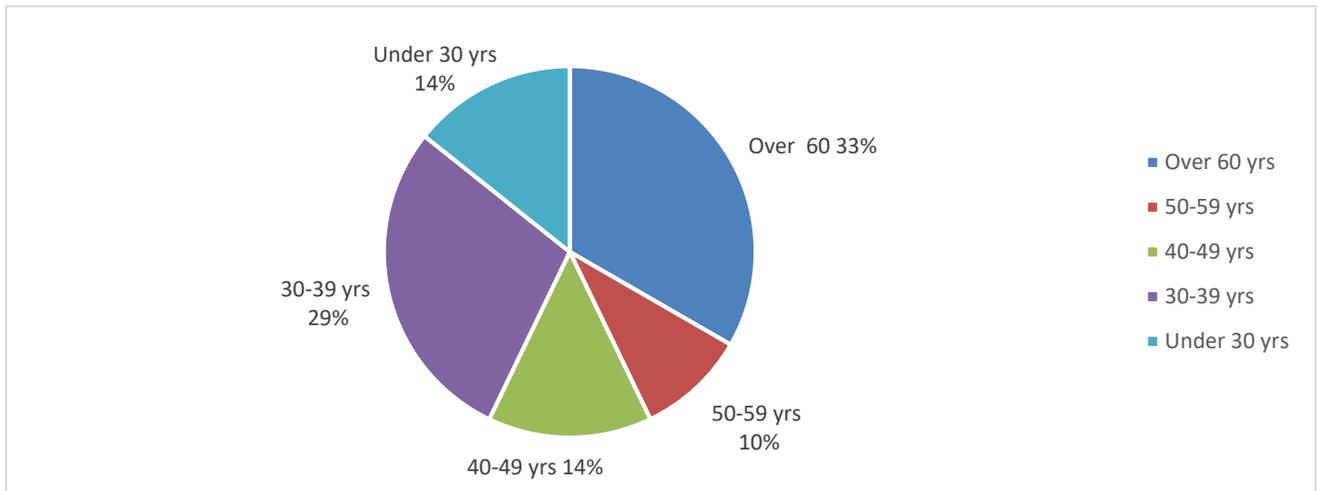**TSLAC Employee Separation Reasons**

The agency is concerned with both losing our younger talent and losing our tenured subject matter experts. The following chart illustrates Fiscal Year 2017 turnover percentage by age at the date of separation from the agency. The data was taken from the CPA's CAPPS System. When combined, the 50-59 and over 60 age brackets make up

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[2] http://www.cbsnews.com/news/how-much-does-it-cost-companies-to-lose-employees/

almost half of our workforce. This is consistent with the rise in the number of staff eligible to retire in the next five years.

TSLAC Employee Age at Separation

Efforts to reduce turnover, particularly in the professional positions, inadvertently create a lack of advancement for staff in entry-level positions. Since most of our higher-level professional positions require an advanced degree, career advancement possibilities for staff in entry-level positions is severely limited except for those already pursuing these mandatory degrees. This paradox presents a real need to implement agency-specific mentoring systems, effective career ladder structures, and realistic succession plans across the agency.

The Fiscal Year 2017 turnover rate for non-professional positions was 41 percent. Most of these were employees leaving to seek increased salaries and/or better opportunities for advancement. The job tasks in many of the positions are repetitive and unchallenging, offering little opportunity for employees to utilize initiative or creativity. In addition, the physical work environments in the agency's record storage and circulation warehouse facilities do not provide a standard professional office atmosphere for the staff.

As we work to fully implement mentoring systems and career ladders, we must ensure that we maintain the critical skill and knowledge sets necessary to accomplish the work of the agency. In addition, we need to ensure staff stays current with the continuing education, training and information needs of their professions. Our need for highly specialized skills relating to the professional librarians, archivists, government information analysts, and information technological professionals ensures a high return on this investment.

III.   Future Workforce Profile

This section addresses the agency's future workforce needs, to include additional skills, staffing levels and recruitment issues and needs. Demands for all agency services in both English and Spanish, particularly in the Talking Book Program, will continue to increase as the general population increases, the workforce ages, and newly disabled persons seek assistance. The agency also anticipates an increased workload related to the Public Information Act, particularly as the agency is the official archival resource for state government records. Our future workforce must become experts in all aspects the Public Information Act, so the Commission can successfully continue to meet our statutory requirements.

A.   Future Skills

Currently, staff have required skills to accomplish the agency's goals and objectives. Agency management will continue to analyze processes to determine the most cost-effective way to accomplish work at hand and met the needs of customers. As needed, staff will be reassigned to special projects to ensure continued progress towards meeting the goals and objectives.

Job responsibilities and workloads change because of technological advancements, industry changes, and economic, social and political conditions. This is also true for the agency's funding sources. As previously mentioned, there is a direct correlation between the growth in Texas population and increase in workload for the Texas State Library and Archives. Technological advances have thus far made it possible for each employee to be more effective and efficient in performing their job functions.

Our staff must stay abreast of new technology to ensure we continue to meet the demand for online services and information in digitized and Spanish-language formats. We currently operate with a limited number of information technology staff and often struggle to maintain services for our external customers. The continued movement towards digital books, documents, and other on-line information requires ALL employees to become proficient in more complex technologies – even at the desktop computer level.

TSLAC customers increasingly seek on-demand training and consulting assistance. This requires professional staff to have additional skills in auditing, communication, consulting, report writing and systems analysis, in addition to experience and knowledge of program requirements. To meet these needs, the agency is adding new web-based and distance learning classes to our repertoire, which requires us to ensure staff continues acquiring the necessary advanced technological skills. This is particularly important as the agency leads the transition from paper to electronic formats for permanent records.

There is an urgent need for increased storage of and access to digital image files on the agency's website. As we replace inefficient and outdated database systems, we must ensure our employees have the skills to use the advanced technologies. We are also implementing new methods for delivering training and consulting services as travel costs increase and available budgets either remain constant or shrink. This is true not only for the agency, but also for our constituent groups who rely on our staff to provide updated information as quickly as possible in the most cost-effective format.

Customer demand for information delivered in digital formats has increased and requires staff, at all levels, to have higher levels of technical proficiency. Additionally, staff must understand and have working experience with cutting-edge information management systems to effectively train and consult with customers. The agency requires a workforce well-trained in emerging technology and related practices that are equipped to network effectively with customers, partner organizations, vendors, and stakeholders. Staff in professional and management positions must be able to effectively implement and use tools using advanced technology applications, and clearly understand the issues associated with the development of new services. Furthermore, managers have to interpret and create policies, procedures, rules, and regulations, and effectively train staff on new internal procedures.

Economic and social conditions in Texas reinforce the need to maintain our cost-efficient statewide resource-sharing programs. The rapidly growing Spanish-speaking population in Texas requires the agency to attract and retain bilingual staff to effectively meet the needs of these important constituents. The agency's statewide TexShare database program will continue to enhance products to better meet the online research needs of the Spanish-speaking population.

B.   Staffing Levels

Our future workforce requirements are driven by the need to maintain, improve, and implement statutory functions. The agency has a limited number of FTEs to accomplish a wide variety of tasks, and many tasks are specific to a single position. As a result, divisions must continually identify opportunities to cross-train staff within and across divisions and programs. As we continue to attract new talent, we must also be diligent in our efforts to develop, promote, and encourage current staff, carefully evaluating career ladder opportunities and customizing training programs to ensure each employee has the opportunity for an effective long-term career with the agency.

As the population of Texas continues to grow, it is anticipated that the agency will see an increase in workload, which will in turn increase the number of employees needed to accomplish our statutory requirements. A new area for expansion is to support the deployment and maintenance of new technology and Internet-based services. The volume of paper records is expected to continue to increase, despite efforts to transition to a "paperless" society. If this trend continues, the Commission will need additional staff to properly arrange, describe, and provide mandated access to archival records.

The increasing numbers of agency customers served, and the increasing numbers of new programs administered have resulted in a constantly expanding workload for a static number of employees. This is apparent in the Schedule A classifications, where the salaries are lower, and the tasks are more repetitive in nature. The challenge will be to keep these jobs interesting and help identify career ladders for all positions.

C. Recruitment

The agency strives to hire a diverse group of multi-talented professionals, with expertise and experience in multiple program areas. However, TSLAC salaries continue to lag behind others in the local and regional marketplaces, particularly for positions located in the Austin area. This limits the Commission's ability to successfully recruit the most qualified candidates for some of our critical professional and management positions.

Currently, the unemployment rate in the Austin metroplex is among the lowest in the State. This, coupled with the agency's limited financial resources, adds another level of complexity to the agency's ability to recruit new talent.

Constantly evolving job responsibilities have resulted in increasingly complex job task requirements, both programmatically and technically. This evolution requires proportionately higher levels of skills, education, and abilities. While the agency has adjusted job responsibilities and classifications accordingly, we have been relatively successful in retaining many staff who have been in their positions for several years. However, as salary requirements for newly hired employees have increased, it presents a new challenge as the agency tries to maintain competitive salaries for the existing staff. For FY16 and FY17, the agency was successful in securing additional funding in the amount of $200,000 (half of the requested amount) in an equity adjustment appropriation for staff in the key positions described above.

Continued salary limitations will also result in a shortage of qualified replacement staff for management positions and other key program positions over the next five years. Salaries for many of the agency's management positions are significantly lower than the regional and national averages. According to national survey conducted by the American Library Association, there is a downward trend in the number of college degrees awarded in the specialized fields required for our key professional positions. This has also resulted in a shortage of qualified applicants for these critical vacancies in the future, and an increase in recruitment time as the agency seeks qualified replacements.

IV. Gap Analysis

The agency continues to explore ways to close the anticipated future gap of institutional knowledge, including implementing a formal succession plan. To accomplish this, management encourages internal promotions whenever possible. This process has proven effective and several professional staff members have advanced their career at the agency over the past few years. This has also enabled staff to acquire the critical institutional knowledge that would be difficult to replace with a new employee.

Based on the information presented in this plan, we determined that a gap exists between the existing workforce supply and the agency's future demands for several key professional and managerial positions. While skilled labor exists in the workforce for all Commission position, any loss of staff will impact agency operations. Additionally, recruiting qualified replacements within the current budgeted salary levels will impact the agency's ability to effectively and efficiently replace key vacancies.

V.   Strategy Development

Continued training and development of current employees is critical to the success of the agency. The primary objective of staff development and training is to ensure that all TSLAC employees have the knowledge and skills to be productive in performing their job duties. Secondarily, this provides the framework for an effective long-term succession planning solution.

Management continues to cross-train staff for upward movement at the agency. This will reduce our reliance on re-hiring retirees for continuity of services in key positions. While retirees meet the immediate need to provide ongoing services, it is not a valid long-term solution for the agency. In addition, the agency must pay an assessment to the Employees Retirement System equal to what a new employee would contribute to the State Retirement System, which also results in fewer internal promotion opportunities.

A recommended strategy for retention of professional staff includes the creation of career ladders for the hard to recruit professional positions in the agency. The Librarian classification series has included four levels within that classification for many years; however, the Archivist series only included two levels. Agency leadership successfully petitioned for the addition of two classification levels within that series to make the Librarian and Archivist series parallel. This has resulted in the a more equitable development of career ladders within both classifications.

A.   Strategy Development Challenges to Mission-Critical Skills

Agency management in cooperation with Human Resources personnel must remain aware of current employment trends, and ensure staff maintains the skills necessary for perform as program experts in working with constituents and peers. While staff are eager to learn new skills, limited resources, such as time and funding, present a challenge as the program divisions identify relevant training opportunities.

The agency ensures the current workforce is able to perform the analytical, auditing and technical requirements of the existing programs and subsequent advancements in service delivery. We make available professional development and continuing education opportunities across the agency as limited resources allow.

The agency's performance evaluation system requires team leaders, supervisors and managers to work with each particular employee to identify training needs to ensure each employee is successful in accomplishing the assigned job responsibilities. Training goals are subsequently updated as the program needs and the employee's abilities evolve.

B.   Recruitment and Retention

Agency management will coordinate with staff to ensure ongoing professional education and development is made available, especially for staff in positions categorized as technical and professional. Job descriptions and classifications are reviewed yearly and modified as necessary, which provides a mechanism to revise positions as new or additional duties are assumed.

The Human Resources team will work directly with agency managers and supervisors to revise job descriptions and task statements to reflect changing skill and technology requirements. The Human Resources Department's goal is to assist managers and supervisors in hiring new staff who possess required skills and abilities so they are immediately successful in the position.

To help motivate and retain staff, agency managers will continue efforts to recognize and reward individual performance according to agency policies and to provide appropriate opportunities for professional growth. Tools available to managers include merit raises, one-time merit bonuses, and administrative leave. Our agency also provides peer-recognition tools including the Employee of the Quarter Award and the Lorenzo Award.

C.   Work Processes

Work processes continue to change as a result of technological advancements, industry changes, and economic, social, and political conditions. The agency seeks ways to streamline and automate processes, particularly for routine administrative tasks to ensure we meet legislative mandates. If a need arises, the agency will explore the use of temporary workers, consultants, and outsourcing for specialized jobs or tasks to prevent burnout of the existing workforce.

Divisions continue to explore opportunities to form cross-divisional teams and avoid duplication of effort. However, even with the implementation of efficiency practices, current staffing levels are not sufficient to implement any new programs or services without reassessing our existing services. The agency acknowledges that all programs evolve, and does not anticipate any decline in demand for current services, with the exception of microfilming.

The agency will increase efforts to focus on planning for information resources acquisition and implementation as the need for technology increases in all program areas. Management will ensure there is adequate technical support for our internal networks, Web-based services, client-server services, and the new technology systems currently in development. Finally, the Commission must ensure proper project management for all information resources projects to minimize interruptions to service.

D.   Succession Planning

TSLAC agency performs ongoing analysis of workforce skills needed to maintain a high-quality, well-educated, diverse workforce with the skills vital to accomplishing our mission and goals. We work to train replacement or backup staff in critical agency tasks before a staff member leaves the agency. For positions with staff that are eligible to retire now or within the next five years, the agency will identify employees who can be developed as replacements, which will also ensure the continuity of critical internal agency-specific knowledge.

E.   Leadership Development

The Human Resources staff will work closely with agency managers to identify individuals with potential for leadership positions using a variety of standard evaluation methods and tools. Replacement and succession charts will be developed within each division that will provide an opportunity for both managers and staff to examine the depth of talent, skills, and abilities of the current workforce.

VI.   Conclusion

The agency strives to fill vacant positions as quickly as possible with highly-qualified applicants who will ensure TSLAC is able to meet and exceed our statutory requirements. We operate as an agency that will continue to be attractive to current employees who want to establish a career with us, and will also pique the interest of qualified potential employees from underrepresented communities who possess the knowledge, skills and experience needed to help us carryout our mission. We believe these initiatives will help us achieve a workforce that more closely resembles the demographic makeup of the State and establish TSLAC as a flagship employer and agency in Texas government.