

**General Land Office
and
Veterans' Land Board
Workforce Plan
Fiscal Years 2021 to 2025**



June 2020

Agency Workforce Plan

I. Agency Overview

A. Agency Mission

The Texas General Land Office primarily serves the schoolchildren, veterans, and the environment of Texas. The agency does so by preserving our history, maximizing state revenue through innovative administration, and the prudent stewardship of state lands and natural resources.

B. Agency Strategic Goals and Objectives

- Enhance State Assets – Enhance State assets and revenues by managing State-owned lands
- Protect the Coastal Environment – Protect the environment, promote wise resource use, and create jobs
- Veterans' Land Board – Provide benefit programs to Texas Veterans
- Community Development and Revitalization – Oversee disaster recovery infrastructure, housing, and mitigation projects
- Preserving and Promoting Texas History – Maintain historical land grant records and maps and safeguard and promote the Alamo

C. Agency Core Business Functions

Appraisal Services	The Alamo	Archives and Records	Asset Management
Coastal Field Operations	Coastal Resources	Communications	Community Development and Revitalization
Construction Services	Contract Management	Energy Resources	Enterprise Technology Solutions
Financial Management	General Counsel	Governmental Relations	Human Resources
Information Security	Internal Audit	Investment Management	Leasing Operations
Oil Spill Prevention & Response	Surveying Services	Veterans Land Board	

D. Anticipated Changes to the Mission, Strategies, and Goals over the next five years

The GLO will continue to grow into a more agile and transparent agency by examining its functions to ensure Texans receive the maximum benefits from GLO resources. Since the last strategic plan was prepared, the agency began administering the short-term and long-term recovery and restoration of housing infrastructure, planning, and economic development in many areas of the State, including those impacted by Hurricane Harvey. The Community Development and Revitalization Division administers both Community Development Block Grant Disaster Recovery and Mitigation funds on behalf of Texas, in addition to short-term housing in partnership with the Federal Emergency Management Agency. More than \$14 billion have been allocated for recovery and mitigation following Hurricanes Rita, Dolly, Ike, and Harvey, the 2011 wildfires, the 2015 and 2016 Floods, 2018 South Texas floods and the 2019 disaster. These grants can be used for a wide variety of activities including housing redevelopment, infrastructure repair, and long-term

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planning. House activities include assistance for owner-occupied rehabilitation/reconstruction, multifamily rental restoration, affordable rental, buyouts/acquisitions, reimbursements, resilient home program, and other housing-related disaster recovery needs. Infrastructure activities include flood and drainage improvements, wastewater treatment plants, acquisition, and economic development activities.

Also, coastal protection continues to be a key objective at the GLO. The GLO has strengthened and enhanced its focus on projects that improve resiliency and build a stronger coastline in preparation for the next natural disaster.

The GLO's focus on the Alamo continues to focus on preserving the historic shrine and its artifacts so Texans can remember it today, as well as preserve the shrine for the many generations that will follow. Along with preserving the Alamo, the GLO continues to safeguard and enhance how Texas' archives are conserved for the future. Through public outreach efforts and the use of improved technology, more citizens have access to the magnificent collection of Texas history than ever before.

The GLO continues to modernize the administration of the management of Texas' vast land, oil and gas, minerals, and renewable holdings to maximize the returns to the Permanent School Fund for the benefit of Texas school children.

As overseers of natural and historic resources of Texas, the GLO is the custodian of vast state historical and natural resources. Over the next five years, the GLO will continue to seek out ways to diversify and ensure the agency continues to protect and enhance the benefits provided to Texas citizens.

The Veterans programs continue to grow, as the agency provides Texas veterans access to land, home, and home improvement loans. Also, the GLO is honored to provide access to State Veterans Homes and State Veterans Cemeteries for those who served our country. The agency continues to look for opportunities to expand outreach efforts. In fiscal year 2020, the GLO opened a new veterans' home in the Houston area. Within the next five years, a new veteran's home will open in the Fort Worth area.

To accomplish the agency mission, the GLO continues to be more effective in utilizing agency knowledge and human resources, update processes to become more efficient and enhance the use of technology to ensure agency collaboration to fulfill the GLO's mission. As the agency recruits, engages, and provides for employees, the GLO anticipates the implementation of the statewide Enterprise Resource Planning (ERP) for human resources, known as CAPPs, during this strategic planning period.

Also, the GLO continues to look for ways to re-define staffing needs, and that the required infrastructure is available to ensure business continuity when unforeseen State and national conditions require staff to work in alternative workplace situations.

II. Current Workforce Profile

A. Workforce Demographics

The GLO's fiscal year 2019 annual average full-time equivalent (FTEs) was 630.7,¹ which was an increase of 45.9 FTEs since fiscal year 2018. On August 31, 2019, the agency had 629 classified,

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regular full-time employees based on data from the Comptroller's Uniform Statewide Payroll/Personnel System (USPS).

- The agency's workforce was comprised of 50.1% male and 49.9% female.
- The agency's workforce included approximately 60.7% Caucasian-Americans, 23.2% Hispanic-Americans, 11.4% African-Americans, and 4.7% other ethnic groups. Information on the agency's workforce compared to the statewide civilian workforce is outlined in Table 1.

Table 1

2019 GLO Workforce and Statewide Civilian Workforce Comparison²										
(by Percentage)										
Job Category	Caucasian American		African America		Hispanic American		Other		Females	
	GLO	State	GLO	State	GLO	State	GLO	State	GLO	State
Officials/Administrators	76.9%	62.3%	7.4%	8.1%	12.0%	22.4%	3.7%	7.2%	43.5%	38.8%
Professional	60.4%	57.5%	11.2%	10.9%	22.5%	20.3%	5.9%	11.3%	48.9%	54.5%
Technician	57.1%	47.5%	4.8%	14.4%	33.3%	29.2%	4.8%	8.9%	31.3%	55.2%
Para-Professional	43.5%	N/A	10.9%	N/A	43.5%	N/A	2.2%	N/A	54.3%	N/A
Administrative Support	44.4%	44.3%	26.7%	18.3%	28.9%	32.7%	0.0%	5.0%	82.2%	71.6%
Protective Services	N/A	45.5%	N/A	20.8%	N/A	30.9%	N/A	2.8%	N/A	23.0%

- The average age for classified regular full-time employees in fiscal year 2019 at the GLO was 47.1 years of age. When looking at the workforce by age group, the approximate breakdown of the age group was as follows:
 - 8.5% of the workforce is under 30
 - 20.9% of the workforce was 30 years of age but not yet 40
 - 27.7% of the workforce was 40 years of age but not yet 50
 - 28.0% of the workforce was 50 years of age but not yet 60
 - 14.9% of the workforce was 60 years of age or over
- On average, the employee's length of service with the GLO is 8.1 years. In looking at tenure with the GLO, the approximate breakdown of employee agency length of service was as follows:
 - 29.5% of the workforce had less than 2 years of service
 - 18.8% of the workforce had between 2 years but less than 5 years of service
 - 20.0% of the workforce had between 5 years but less than 10 years of service
 - 12.5% of the workforce had between 10 years of service but less than 15 years of service
 - 19.2% of the workforce had more than 15 years of service

¹ This analysis does not include the Commissioner of the General Land Office, board members, or temporary employees, such as summer interns, as of August 31, 2019.

² Statewide statistics came from the Texas Workforce Commission's "Equal Employment Opportunity and Minority Hiring Practices Report for Fiscal Years 2017-2018, Table 1, Page 7". The report indicated that TWC excluded the statewide percentages for the Para-Professional category because it was not available separately from their BLS source report. Accordingly, there is no statewide para-professional statistics available for comparison. Job categories where the GLO percentages are less than 80 percent of the state percentage are shaded in gray (for those job categories found at the GLO). Agency recruitment will continue to seek out many ways to reach those segments of the state workforce that are underrepresented at the GLO to obtain an applicant pool that reflects the diversity of the State and thereby help reduce the above-noted differentials.

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- Employees with the agency have an average state length of service of 12.8 years. In looking at tenure with the GLO, the approximate breakdown of employee state length of service was as follows:
 - 12.8% of the workforce had less than 2 years of state service
 - 14.5% of the workforce had between 2 years but less than 5 years of state service
 - 17.9% of the workforce had between 5 years but less than 10 years of state service
 - 17.9% of the workforce had between 10 years but less than 15 years of state service
 - 12.4% of the workforce had between 15 years but less than 20 years of state service
 - 24.5% of the workforce had more than 20 years of state service

- Veterans comprised 12.19% of the agency's workforce during the 4th quarter of fiscal year 2019.

B. Retirement Eligibility

Over the next five years, there is a potential for the agency to be impacted by retirements. Currently, 45.4% of the workforce is over the age of 50. Using employees' ages and state service credits as shown in USPS as of August 31, 2019, the GLO estimates that approximately 13.8% of the agency's employees could retire by the end of fiscal year 2025. This calculation does not include other creditable state service that employees may have, which may not be reflected in USPS.

If these employees elected to retire, the agency could lose crucial institutional knowledge and expertise. Strategies for addressing the potential retirement and loss of expertise include:

- Formal knowledge transfer programs
- Succession planning
- Documentation of agency procedures
- Cross-training of employees
- Peer to peer sharing
- Mentoring
- Development of leadership competencies
- Creation of a team-driven atmosphere
- Development of needed technical skills
- Development of a leadership and management program

C. Employee Turnover

Turnover is a critical issue for any organization, and the GLO is no exception. Table 2 shows a comparison of the agency's turnover rates with the statewide turnover rates for fiscal years 2015 to 2019. In fiscal year 2019, the agency experienced a lower agency turnover rate (14.3%) than the statewide turnover rate.

Table 2

Fiscal Year	Statewide Turnover	Agency Turnover
2019	20.3%	14.3%
2018	19.3%	11.4%
2017	18.6%	10.3%
2016	17.6%	20.8%
2015	18.0%	16.1%

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In the next five years, the agency anticipates higher turnover rates. Some separations will be retirements due to the agency's workforce demographics. Current labor market conditions continue to be tight; however, the impact of unforeseen environmental and economic circumstances could loosen the availability of employees and allow us to maintain a lower than average turnover rate. If the market rebounds, the agency could experience higher levels of turnover if employees have career growth opportunities outside the agency.

D. Critical workforce skills and competencies

Skills are needed in the following substantive areas for the GLO to accomplish its essential business functions:

- Energy (including renewable energy) leasing, sale, and management
- Real estate leasing, sale, development, investment, and management
- Community development and revitalization, including Community Development Block Grant (CDBG) fund distribution
- Coastal improvement, protection, and management
- Mortgage and loan processing
- Long-term care veterans' facilities and cemetery construction and management
- Historical asset (including documents, oral history, and the Alamo Complex) archiving, preservation, maintenance, restoration, and management

To succeed at its substantive functions, GLO employees need competencies in:

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|--|--|
| • Business process management | • Change management |
| • Communication/marketing | • Contract management |
| • Customer service | • Data and information management |
| • Financial services and fund management | • Historic preservation |
| • Grant management | • Information technology |
| • Leadership management | • Negotiation/facilitation/collaboration |
| • Problem-solving | • Project management |
| • Research and analysis | • Strategic planning |

III. Future Workforce Profile

A. Expected Workforce Changes

- Create an agile and flexible workforce with a shared consciousness and empowered execution to achieve the GLO's mission.
- Engage a workforce that is innovative and fluid that embraces collaboration and is project focused.
- Develop an organization that continually learns and transforms to meet changing demands.
- Increase emphasis on the use of technology to serve customers and to revise and streamline work processes to make them more efficient and effective.
- Create a talent management program that attracts and retains qualified employees.
- Develop mechanisms to manage a workforce created by the integration of flex-scheduling and telecommuting.

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B. Future Workforce Skills Needed

The GLO's future workforce needs include having a workforce with:

- Expertise and flexibility in using technology to improve productivity to provide innovative programs and excellent customer service.
- Creativity, innovation, business acumen, and flexibility.
- Strategic focus and change management abilities.
- The aptitude to develop plans to transfer knowledge (such as cross-training, process documentation, and mentoring).
- Collaborative skills to foster interactions with staff, other state agencies, and the state population.
- A team focus that embraces the diversity of the workforce to create a shared purpose and vision.
- Leaders that motivate their staff to build and maintain morale and encourage staff development.

C. Anticipated Increase/Decrease in Number of Employees Needed to do the Work

The GLO anticipates increased staff time in fiscal years 2021 through 2025 for certain projects, as noted below.

- Due to the receipt of \$4.3 billion in federal funding for the Community Development Block Grant Mitigation program, the GLO has increased the FTE cap to account for federally related positions associated with this effort.
- Implementation of CAPPS, the State of Texas ERP system for human resources and financial management, requires a dedicated team of change managers and subject matter experts. This implementation necessitates a temporary reallocation of FTEs for these program areas.
- Increased and changing requirements will also be facilitated by optimum utilization of technology and by continuous review and development of efficient work processes.

D. Critical Functions

The General Land Office's critical functions are:

- Managing and maximizing revenues from millions of state-owned surface and mineral acres.
- Providing Texas veterans access to low-cost home, land and home improvement loans, quality nursing home care, and dignified burial sites.
- Archiving, conserving, and making available more than 35 million historical land documents and veterans' oral histories.
- Preventing oil spills and ensuring the cleanup of oil spills in state waters.
- Cleaning and protecting Texas beaches, dunes, and coastal areas.
- Overseeing the Management of the Texas Alamo Complex.
- Managing the distribution of Community Development and Revitalization funds to help communities recover from hurricanes and wildfire disasters.

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To complete these critical functions, the GLO relies on a robust set of support areas with expertise in areas such as:

Legal Services	Auditing	Information Technology
Financial Reporting and Management	Minerals Leasing and Energy Marketing	Contract Management
Investment Management	Budgeting	Human Resources
Communications	Procurement	Governmental Relations
Asset Management	Construction and Design	Facilities Management
Surveying and Appraisal	Veterans Support	

IV. Gap Analysis — Anticipated Surplus or Shortage of Workers or Skills

The GLO anticipates an employee skill shortage in fiscal years 2021-2025 in the following areas:

- Accountant and Financial positions
- Attorneys
- Contract Specialists
- Grant Coordinators
- Information Technology positions

The Austin-Round Rock-San Marcos labor market has an unemployment rate of 3.5% (March 2020). The Texas unemployment rate for the same period was 4.7% (March 2020). The State is currently experiencing significant uncertainties, given the current COVID-19 pandemic. At this time, it is unclear what long-term impact this event will have on unemployment. If the market improves and returns to pre COVID-19 numbers, the agency may return once again to a tight labor market, which in the past has made it difficult to recruit a robust, qualified applicant pool.

Increased workload demands will be addressed by the reallocation of employees within the agency. As needed, the agency will optimize the use of technology and continue to develop more efficient work processes. The use of temporary or contract workers will provide support for specific needs such as information technology positions, auditing, and grant management work.

However, the GLO will continuously monitor the needs of the agency and make adjustments to address competency and skill gaps that might occur due to staffing changes, increased agency programming, or new technological needs (for example, the implementation of CAPPS).

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V. Strategy to Address Changing Workforce Needs

To address the potential gaps between the current work force and future demands, the GLO has developed goals for the existing workforce plan. The goals are based on a range of factors identified by analyzing the agency and its workforce.

Potential Gap I	Employees with the competencies, skills, innovation, and creativity needed to lead and motivate staff, communicate effectively, resolve conflict, and coordinate with other divisions in the agency, especially during times of change and challenges, to meet agency goals.
<i>Goal</i>	To employ leaders who can effectively lead, develop, and manage their staff during times of change.
<i>Rationale</i>	<p>Change management: changes can lead to reduced productivity, morale, and loyalty, and increased conflict and turnover. The GLO needs employees who are adept at working effectively and productively during times of change. Also, the agency needs leaders who can both:</p> <ul style="list-style-type: none"> • Lead and motivate the staff, build and maintain morale, productivity, and loyalty, resolve conflict, and retain valued staff, and • Identify and implement ways to be fiscally responsible, operate more efficiently, and fulfill the agency's mission.
<i>Action Steps</i>	<ul style="list-style-type: none"> • Continue to provide leadership and management professional development and training. Include other high-potential employees to prepare them for future leadership roles. • Educate senior managers on how to approach professional development and training so they will be ready to support this program to develop their management and high potential staff. • Educate agency managers/team leaders on leadership competencies that are essential during times of change. Provide tools to help agency leaders increase morale, loyalty, optimism, and productivity on their teams. • Provide several avenues employees may use to resolve conflict and manage the stress that may result during times of change.

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Potential Gap II	Employees with the technical competencies and skills needed to develop, maintain, and fully utilize the agency's continually advancing information technology.
<i>Goal</i>	To employ staff with the technical skills needed to develop, maintain, and fully utilize the existing and future agency computer systems.
<i>Rationale</i>	As the agency continues to use technology to improve the efficiency and productivity of business capacities and customer service, the agency will need adequate staffing of qualified information technology workers and with employees who are willing and able to learn new and more advanced computer systems and applications on an on-going basis. Staffing will be especially crucial with upcoming ERP deployments. Also, unforeseen environmental conditions make it increasingly critical for staff to maintain the ability to work in alternative workforce settings and technology.
<i>Action Steps</i>	<ul style="list-style-type: none"> • Recruit employees with highly technical skills to further develop and refine the information management systems. • Encourage employees to take computer training by allowing job-related courses to count toward the employees required annual training credits. • Provide options for increased online programs and services, which could lead to the need for staff with more web-oriented skills. • Evaluate compensation for information technology staff to ensure salary is competitive in the market and adequate to both attract and retain high-quality staff members. • Consider alternative options to work in locations other than the main headquarters.
Potential Gap III	Maintaining employees with valuable institutional knowledge, expertise, and experience; employees needed to replace future retirees; and/or employees with the competencies and skills required to fill vacancies.
<i>Goal</i>	To maintain a competent and knowledgeable workforce, the agency must be able to effectively develop, recruit, and retain employees with the appropriate skills to accomplish the GLO's mission.
<i>Rationale</i>	<p>Approximately 13.8 percent of the GLO workforce is estimated to be eligible to retire by the end of fiscal year 2025. Shortages of workers in the labor market will make filling some positions difficult, such as is presently the case for loan specialists, appraisers, certified contract specialists, grant coordinators, and information technology positions.</p> <p>The agency must work to retain its existing employees with valuable institutional knowledge, skills, and experience. Also, the GLO needs to develop employees with the interest and ability to learn new competencies, so they are prepared to progress into more advanced positions.</p>

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<i>Action Steps</i>	<p>Monitor and develop the agency's need for Succession Management by:</p> <ul style="list-style-type: none">• Encouraging institutional knowledge and program information are retained by enhancing written procedures and cross-training of business functions and processes.• Reviewing the status of program succession management efforts as part of the Chief Clerk's annual evaluation meetings with program area Deputy Directors.• Providing supervisors and team leaders professional development leadership training classes to help them learn the skills that will be needed should they move into management positions. <p>Continue to reinforce previous Employee Development training by:</p> <ul style="list-style-type: none">• Enhancing the agency's professional development and training program.• Providing leadership training to all levels of agency managers, as well as potential managers.• Encouraging managers to plan employee training targeted for employee skill development in areas of importance for succession management.• Supporting managers to bolster employees who are seeking new challenges to work on special projects, rotations, and/or developmental assignments. <p>Continue the following Recruitment and Retention efforts:</p> <ul style="list-style-type: none">• Ensure the agency reviews and makes compensation decisions based on market conditions and employee performance.• Market GLO positions to achieve a qualified applicant pool.• Train and encourage managers to:<ul style="list-style-type: none">○ offer flexible schedules and telecommuting arrangements where appropriate○ provide flexible and challenging work/projects for staff• Monitor turnover data, employee survey results, and exit interview feedback to identify and address any trends or issues that could be contributing to turnover.
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