

## 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 and services needed to be informed and 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 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 commission 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 ensure that all types of libraries have the tools, training, and resources needed to meet the informational, educational, and economic needs of the people they serve.
- To fully realize the statutory mandate to "take custody of, preserve, and make available for public use state records and other historical resources that document the history and culture of Texas as a province, colony, republic, or state."
- To develop awareness and use of TSLAC services so that all Texans and state and local governments find the library and information resources they need to succeed in school, work, and life.
- To guarantee cybersecurity of agency electronic resources and systems.
- To make TSLAC a key partner among libraries, state agencies, and other organizations that facilitate access to information by the public and state government.

The 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 both in person and online 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 agency looks forward to continuing the agency's 100-year legacy of archival, information, and library service to Texas citizens and state and local government.

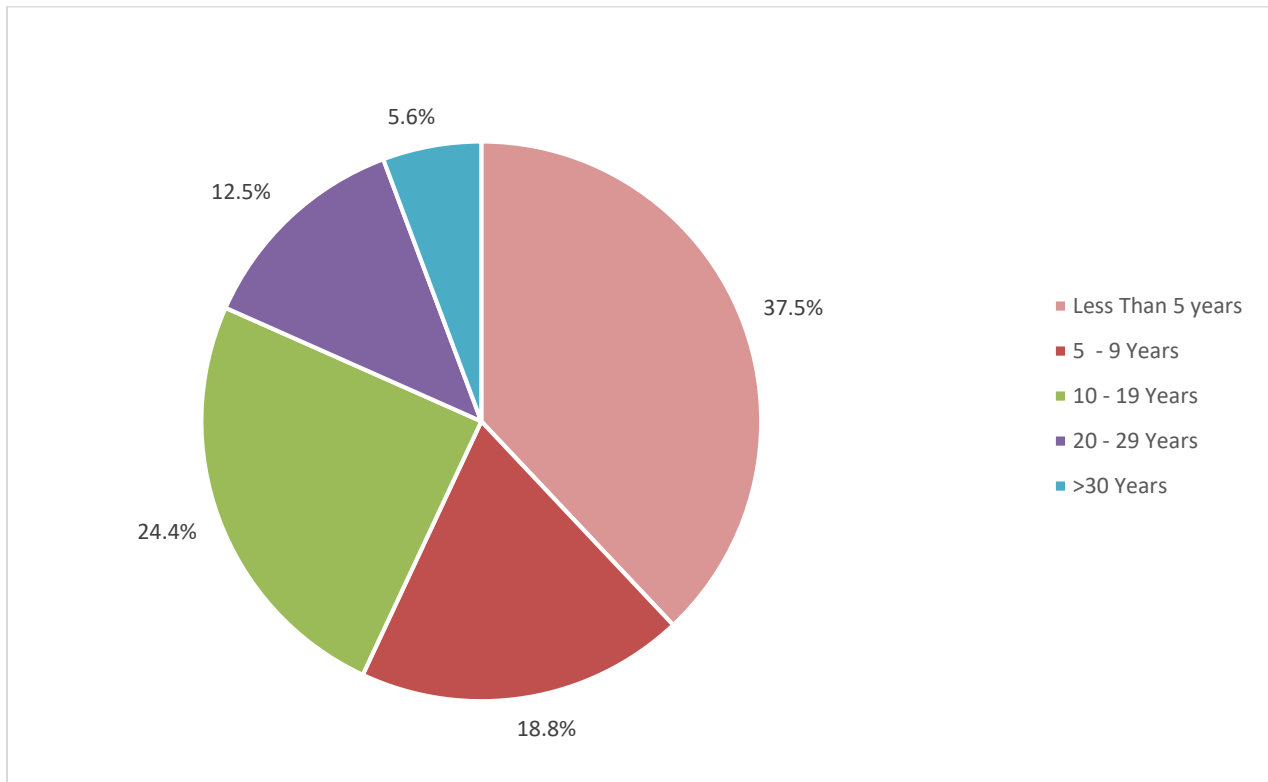
## II. Current Workforce Profile

The agency is authorized 170.5 full time equivalent (FTE) positions for the Fiscal Year 2020-2021 biennium. As of March 1, 2020, we had one exempt, 156 full-time classified, and 24 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 2017-2018 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	8.10%	0.0%	22.4%	14.2%	38.8%	65.0%	4.4%
Professional	10.9%	4.4%	20.3%	15.5%	54.5%	75.5%	56.9%
Technical	14.4%	0.0%	29.2%	50.0%	55.2%	0.0%	1.3%
Administrative Support	14.3%	15.5%	36.4%	22.4%	71.6%	48.3%	36.7%
Skilled Craft	10.2%	0%	51.5%	0%	12.0%	0%	0%
Service / Maintenance	13.2%	0%	0%	0.0%	52.0%	100%	0.7%
<b>Total Percentage of Workforce</b>	<b>11.8%</b>	<b>8.2%</b>	<b>37.1%</b>	<b>18.4%</b>	<b>45.3%</b>	<b>64.5%</b>	<b>100%</b>

In our fluid, information-based 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 2018, while unchanged from the median in January 2016, it is still a decrease from the agency’s 2014 average of 4.6.”<sup>1</sup> 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 6.8 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 agency staff, or 37.5 percent of our total workforce, has been with the agency less than five years, with the second largest category (24.4 percent) at 10–19 years, followed by those with 5–9 years at 18.8 percent. The following chart illustrates agency tenure as of March 26, 2020.

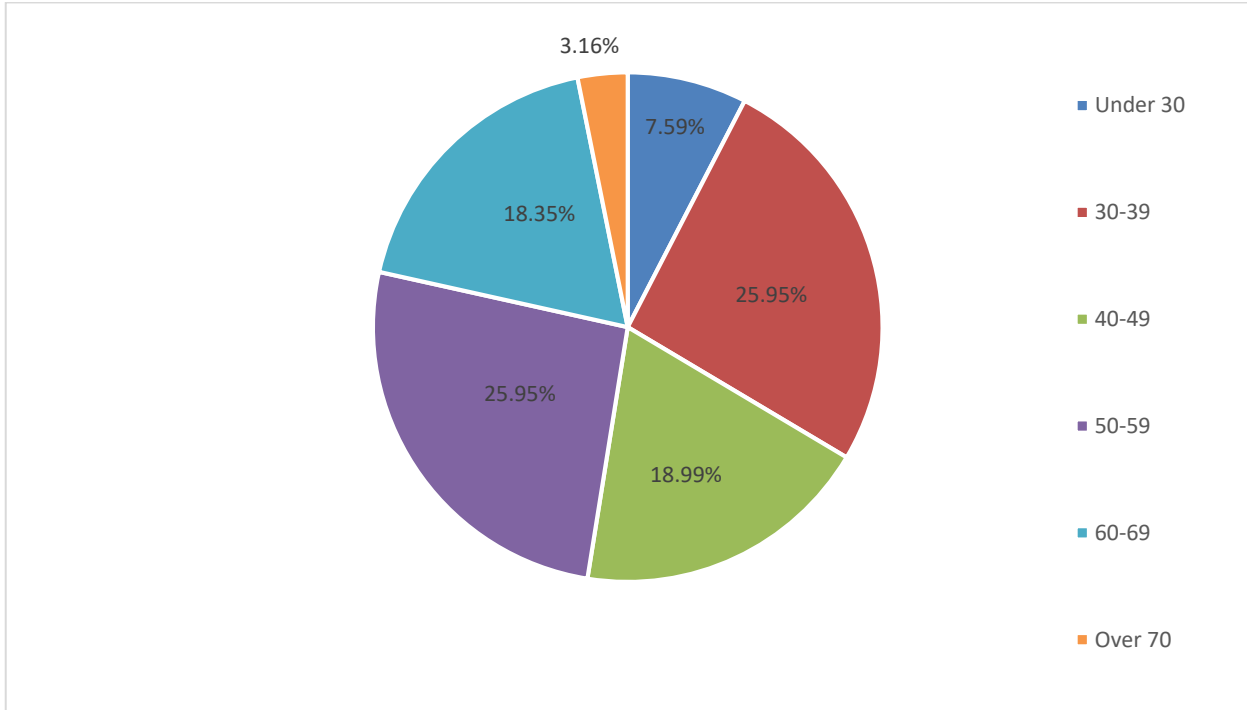
**Tenure of TSLAC Employees**



The agency’s workforce demographics are consistent with the BLS data. We have an older workforce comprised of 47.5 percent over the age of 50, and only 7.6 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 23, 2020.

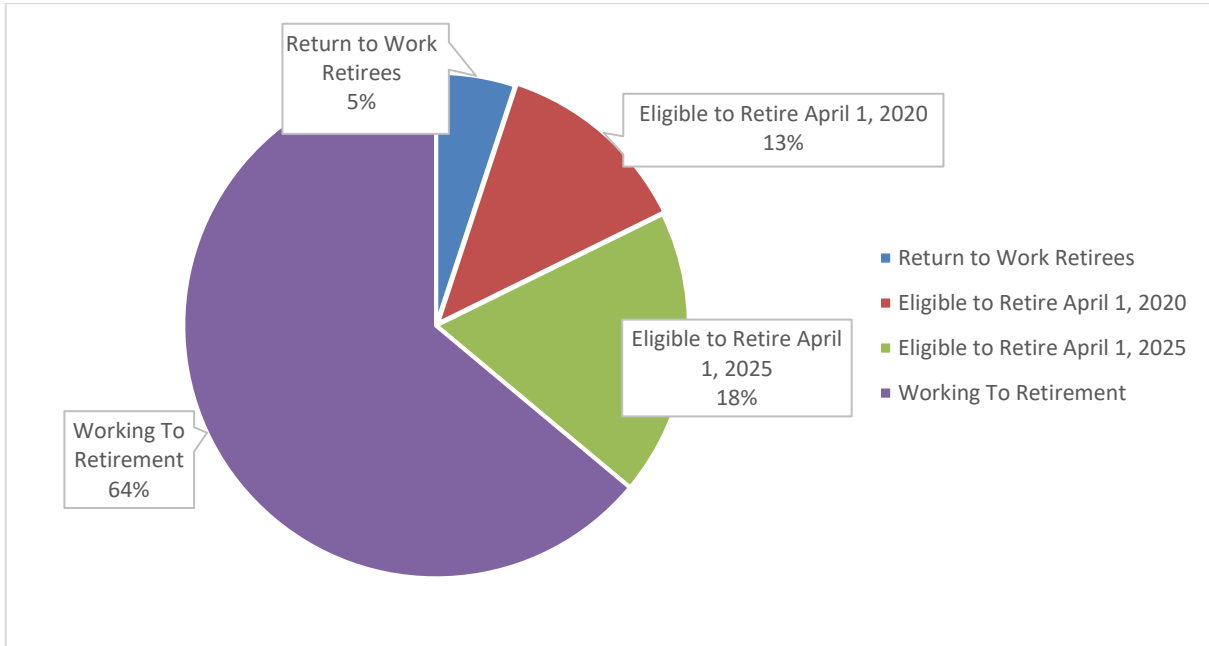
<sup>1</sup> <https://www.bls.gov/opub/ted/2018/median-tenure-with-current-employer-was-4-point-2-years-in-january-2018.htm>

### Age of TSLAC Employees

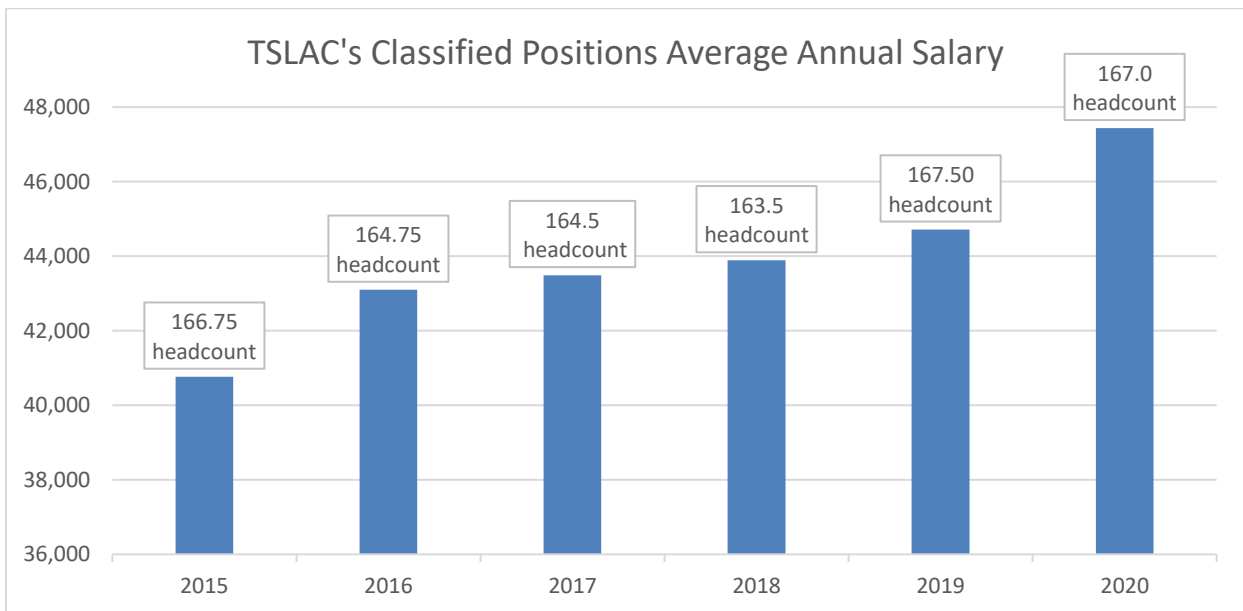


Utilizing the established retirement calculations and extracting employment data from the CAPPs system maintained by the Texas Comptroller of Public Accounts (CPA), the following chart illustrates that the agency could lose 37 percent of the current workforce to retirements within the next five years. As of March 1, 2020, TSLAC employed eight return-to-work retirees, an additional 22 employees are currently eligible to retire, and another 29 employees will be eligible to retire within the next five years.

### TSLAC Employee Retirement Eligibility

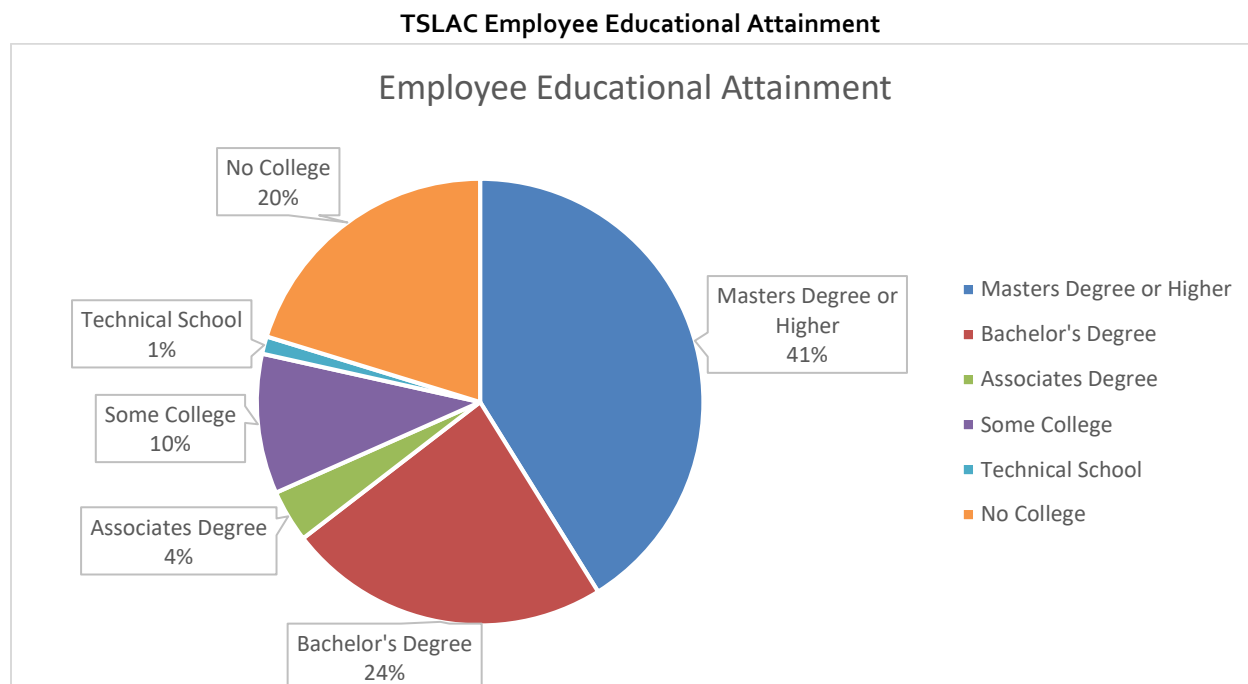


The two previous charts illustrate that institutional knowledge of our specific programs, services, and specialized collections often rests with our long-tenured employees. These agency experts allow us to continue providing the high levels of customer service our constituents expect. As the tenured experts retire or otherwise leave the agency, we increasingly face challenges in hiring replacements with similar skill sets, subject matter expertise, and industry-specific knowledge. In addition, the agency's below-market salaries make it more difficult to attract new talent. The following chart illustrates the agency's average salary from FY2015 to FY2020, based on information from the State Auditor's EClass System. Despite these challenges, the chart also demonstrates the agency's efforts to increase salaries over the past five years.



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

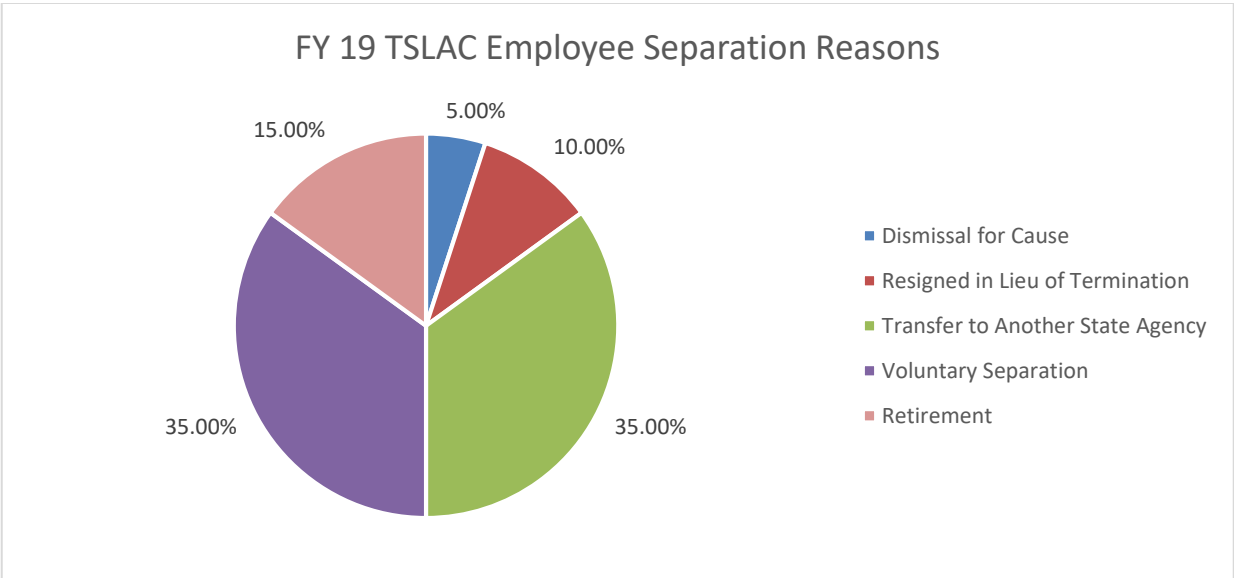
The following chart, extracted from TSLAC's internal Human Resources Information System, illustrates the level of employee educational attainment as of April 1, 2020. TSLAC has a highly educated workforce, with more than 60 percent of the employees having at least a Bachelor's Degree, and 40 percent of the workforce with Master's Degrees or higher. On April 1, 2020, 55 percent (or 87) of the agency's 87 filled positions were categorized as Professional, with most of the positions requiring specialized degrees and/or specific experience/expertise, particularly in the areas of library and archival services, and records management. The agency efforts to attract qualified employees with advanced degrees and the skill sets required of these positions are particularly hampered when the agency's average annual classified salary is less than \$48,000.



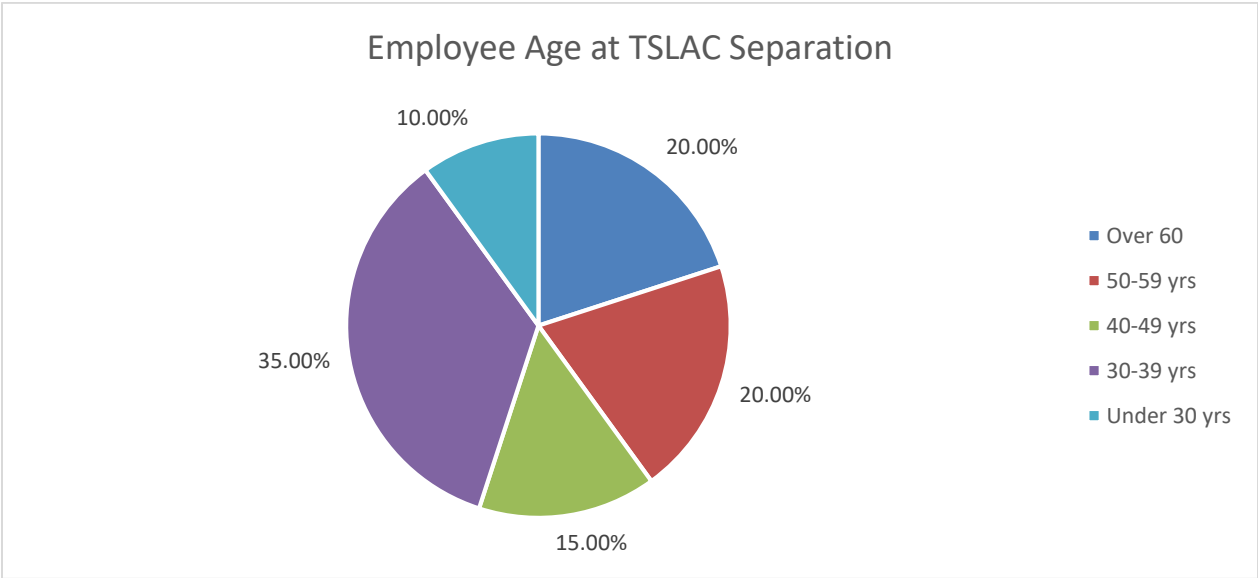
Turnover is a critical issue for all organizations due to many factors, and the cost to replace an employee is high. According to a study by the Society for Human Resource Management, the average cost to hire an employee is \$4,129. Our agency had to replace 20 employees during Fiscal Year 2019, which translates to an estimated cost to the agency of \$82,580 for the year.

TSLAC's turnover rate for Fiscal Year 2019 was 11.9 percent, which is lower than the State's average turnover rate of 20.3 percent, per the State Auditor's Office. Despite the lower turnover in Fiscal Year 2019, the majority of the vacancies continue to be in positions that garner higher salaries and require highly specialized skills, such as the Librarian, Archivist, Conservator, Government Information Analyst, and Information Technology classifications. The cost to replace these positions is significantly higher than the average cited above.

The following chart illustrates the reasons exiting employees gave for leaving employment with the agency, as recorded in the State Auditor's Office EClass System. The percentage of employees who voluntarily left the agency (35 percent), usually for employment elsewhere, was the same as staff leaving the agency for employment with another state agency.



The agency is as concerned with both losing our younger talent as losing our tenured subject-matter experts. The following chart illustrates Fiscal Year 2019 turnover by employee age on the date of separation from the agency. The data for the chart is from State Auditor's EClass System. When combined, the 50 to 59 and over 60 age brackets make up almost half of the total separations for the fiscal year. In comparing the following chart to the previous chart, we note that 40 percent of employees separating were over the age of 50, while only 15 percent of the separations were for retirements. This further demonstrates the loss of institutional knowledge and professional experience at the agency.



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, additional career ladder structures, and realistic succession plans across the agency.

The Fiscal Year 2019 turnover rate for non-professional positions was high, at 40 percent. Most of these employees left for increased salaries and/or better opportunities for advancement. We recognize that the job tasks in many of these positions are repetitious and unchallenging and offer little opportunity for those 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 professional office environment for the employees at those locations.

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 professional librarians, archivists, government information analysts, and information technological professionals ensures a high return on our training investments.

### **III. Future Workforce Profile**

This section addresses the agency's future workforce needs, to include additional skills, staffing levels and recruitment concerns. Demands for all agency services in both English and Spanish, particularly in the Talking Book Program, will continue to increase as the state's population grows, the workforce ages, and newly disabled persons seek assistance. The agency also anticipates increasing workloads related to Public Information Act requests, 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 agency can successfully continue to meet our statutory requirements.

#### **A. Future Skills**

Staff have skills required to accomplish the agency's goals and objectives. Agency management will continue to evaluate processes to determine the most cost-effective way to accomplish work at hand and meet 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 due to technological advancements, industry changes, and economic, social, environmental, 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 current on 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, especially in the area of cybersecurity. The continued movement towards books, documents, and other streaming media requires ALL employees to become proficient in more complex technologies – even at the desktop computer level. TSLAC is increasingly called upon to lead libraries, archives, and state and local agencies in the management of resources and records in digital formats, including all aspects of digitization, resource collection, management, internal and external access, and digital preservation.

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 is equipped to interact with customers, partner organizations, vendors, and stakeholders on multiple levels. 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 must 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 and TexQuest programs will continue to enhance products to better meet the online research needs of the Spanish-speaking population, including students.

## **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 professional-level 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, the agency expects an increase in workload, which could 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 records continues to grow, the agency will need additional staff to properly arrange, describe, and provide mandated access to archival records in both paper and electronic form. Recent Sunset review of TSLAC and subsequent recommendations revealed the need to address the agency's backlog of archival records. While a small part of the backlog can be lessened via process changes with current staff, the agency will need at least 2 to 4 additional archivists.

## **C. Recruitment**

The agency strives to hire a diverse group of multi-talented professionals, with expertise and experience in multiple program areas. As stated previously, TSLAC salaries continue to lag behind others in the local and regional

marketplaces, particularly for positions located in the Austin area. This limits the agency's ability to successfully recruit the most qualified candidates for some of our critical professional and management positions.

As of March 1, 2020, 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. The 86<sup>th</sup> Legislature granted the agency's request for additional funding in the amount of \$200,000 for each year of the 2020-21 biennium 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 agency 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. Secondly, 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. Career ladders have been successfully developed for the professional level Librarian and Government Information Analyst positions. In addition, a career ladder has been developed to address turnover in our clerical/warehouse positions in an attempt to both retain and develop staff to fill positions due to retirement.

#### **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.

The agency also strives to create an atmosphere of collegiality and inclusiveness, so that all employees feel valued. Managers also create many opportunities, both formal and informal, for employees to offer input and learn about the diverse areas of the agency. Agency managers will continue strategies to allow employees to be invested in the mission of the agency, enjoy a sense of accomplishment, and experience the personal satisfaction that comes from a team-oriented workplace.

#### **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. The agency must also ensure that our staff is able to deliver resources and services through virtual environments to the fullest extent possible. Finally, the agency 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. In addition, the Human Resources Office has increased their effort to secure training to further develop the agency management/supervisory staff

#### **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.