General Land Office
and
Veterans' Land Board

Workforce Plan

Fiscal Years 2023 to 2027

June 2022

I. Agency Overview

A. Agency Mission

The Texas General Land Office (GLO) 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 (VLB) – 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	Leasing Operations	Oil Spill Prevention & Response
Surveying Services	Veterans' Land Board	VLB Bond Funds Management	

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. Through the agency's Community Development and Revitalization (CDR) department, the agency administers short-term and long-term recovery and restoration of housing infrastructure, planning, and economic development in many areas of Texas, including those impacted by Hurricane Harvey and other natural disasters. CDR administers both Community Development Block Grant (CDBG) Disaster Recovery and Mitigation funds on behalf of Texas and short-term housing in partnership with the Federal Emergency Management Agency.

CDR is responsible for administering more than $14 billion for disaster recovery and mitigation programs and projects. Areas of Texas benefiting from CDR programs include citizens impacted by Hurricanes Rita, Dolly, Ike, or Harvey; the 2015 and 2016 Floods; the 2018 South Texas floods; and the 2019 disasters. These grants support various activities, including housing redevelopment, infrastructure repair, and long-term planning

efforts to help mitigate future events. Housing activities include assistance for owner-occupied rehabilitation/reconstruction, affordable multifamily rental restoration, buyouts/acquisitions, reimbursements, resilient home programs, and other housing-related disaster recovery needs. Infrastructure activities include flood and drainage improvements, wastewater treatment plants, and economic development. CDR will continue these housing, infrastructure, and long-term planning activities as other disaster events take place.

Coastal Protection also 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 center on preservation of 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. However, the investment management of the revenues received from these assets will transition to the newly authorized Texas Permanent School Fund Corporation beginning in January 2023 (S.B. 1232, 87th Legislative Session).

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 of the GLO continue to grow as the agency provides Texas veterans access to land, homes, 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. In fiscal year 2021, the GLO broke ground for the new Tuskegee Airmen Texas State Veterans Home in the Fort Worth area. The GLO continues to look for additional ways to support Texas veterans and expand veteran outreach efforts.

To accomplish the agency mission, the GLO continues to be more effective in utilizing agency knowledge and human resources, updating processes to become more efficient, and enhancing the use of technology to ensure agency collaboration to fulfill the GLO's mission. As the agency recruits employees, the GLO looks for innovative avenues to attract veterans and qualified employees, as well as look for programs to retain GLO staff.

Also, the GLO continues to look for ways to redefine staffing needs. The required infrastructure is available to ensure business continuity when unforeseen state and national conditions require staff to work in alternative workplace situations. Since the fall of 2021, the GLO has been operating in a hybrid work model. This model allows staff to rotate in and out of the office to help with flexible scheduling and work-life balance.

II. Current Workforce Profile

A. Workforce Demographics[1]

The GLO's fiscal year 2021 annual average full-time equivalent (FTEs) was 744.4,[1] an increase of 83.9 FTEs since fiscal year 2020. On August 31, 2021, the agency had 719 classified, regular full-time employees based on data from the Comptroller's Centralized Accounting and Payroll/Personnel System (CAPPS) FTE Information Report.

- During the first quarter of fiscal year 2022, the agency's regular full-time classification workforce was comprised of 52.9 percent females and 47.1 percent males.

- The agency's ethnic workforce includes approximately 58.6 percent White employees, 24.2 percent Hispanic employees, 11.8 percent Black employees, 4.3 percent Asian employees, 0.8 percent employees of two or more races, and 0.3 percent Native Hawaiian or other Pacific Islander. Information on the agency's workforce compared to the statewide civilian workforce is outlined in Table 1.

Table 1

2021 GLO Workforce and Statewide Civilian Workforce Comparison[2] (by Percentage)									
	White		Black		Hispanic		Other		Females	
Job Category	GLO	State	GLO	State	GLO	State	GLO	State	GLO	State
Officials/Administrators	71.4%	59.4%	8.7%	8.5%	16.7%	24.7%	3.2%	7.4%	42.9%	41.7%
Professional	56.8%	54.8%	11.3%	10.9%	24.8%	21.8%	7.1%	12.5%	54.5%	54.1%
Technician	68.4%	44.6%	5.3%	15.0%	26.3%	29.2%	0.0%	11.2%	26.3%	56.8%
Para-Professional	43.3%	N/A	21.6%	N/A	35.1%	N/A	0.0%	N/A	51.4%	N/A
Administrative Support	51.2%	43.5%	20.9%	14.6%	27.9%	32.7%	0.0%	9.2%	76.7%	74.7%
Protective Services	N/A	44.6%	N/A	21.4%	N/A	29.8%	N/A	2.8%	N/A	23.4%

- The average age for classified regular full-time employees in quarter one of fiscal year 2022 at the GLO was 46.8 years. When looking at the workforce by age group, the approximate breakdown of the age group was as follows:

  - 7.1% of the workforce is under 30
  - 24.2% of the workforce was 30 years of age but not yet 40
  - 27.1% of the workforce was 40 years of age but not yet 50
  - 27.6% of the workforce was 50 years of age but not yet 60
  - 14.0% of the workforce was 60 years of age or over

[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, 2021.

[2] Statewide statistics came from the Texas Workforce Commission's (TWC) "Equal Employment Opportunity and Minority Hiring Practices Report for Fiscal Years 2019-2020," Table 1, Page 7. 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). The report indicated that TWC excluded the statewide percentages for the Para-Professional category because it was not available separately from the US Census Bureau source report. Accordingly, there are no statewide para-professional statistics available for comparison. 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 Texas and thereby help reduce the above-noted differentials.

- On average, the employee's length of service with the GLO is 7.5 years. In looking at tenure with the GLO, the approximate breakdown of employee agency length of service was as follows:

  - 26.0% of the workforce had less than 2 years of service
  - 26.7% of the workforce had between 2 years but less than 5 years of service
  - 21.0% of the workforce had between 5 years but less than 10 years of service
  - 10.1% of the workforce had between 10 years of service but less than 15 years of service
  - 16.2% of the workforce had more than 15 years of service

- Employees with the agency have an average state length of service of 12.6 years. In looking at tenure with the GLO, the approximate breakdown of employee state length of service was as follows:

  - 10.6% of the workforce had less than 2 years of state service
  - 14.3% of the workforce had between 2 years but less than 5 years of state service
  - 23.4% of the workforce had between 5 years but less than 10 years of state service
  - 16.7% of the workforce had between 10 years but less than 15 years of state service
  - 12.5% of the workforce had between 15 years but less than 20 years of state service
  - 22.5% of the workforce had more than 20 years of state service

- Veterans comprised 11.2% of the agency's workforce during the 1st quarter of fiscal year 2022.

B. Retirement Eligibility

Over the next five years, there is a potential for the agency to be impacted by retirements. Currently, 41.6% of the workforce is over the age of 50. Using ages and state service credits as shown in CAPPS, the GLO forecasts that as of August 31, 2022 more than 13% of the agency's employees could retire by the end of fiscal year 2027. This calculation does not include other creditable state service employees may have, which may not be reflected in CAPPS.

If these employees elect 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 compares the agency's turnover rates with the statewide turnover rates for fiscal years 2017 to 2021. In fiscal year 2021, the agency experienced a turnover rate of 11.2%, significantly lower than the statewide turnover rate of 21.5%.

Agency Workforce Plan

Table 2

Fiscal Year	Statewide Turnover	Agency Turnover
2021	21.5%	11.2%
2020	18.6%	9.2%
2019	20.3%	14.3%
2018	19.3%	11.4%
2017	18.6%	10.3%

In the next five years, the agency anticipates higher turnover rates. Some separations will be retirements due to the agency's workforce demographics.

Economic Conditions
Current labor market conditions continue to be tight. In addition, unforeseen environmental and economic circumstances could lessen employee availability and lead to a higher-than-average turnover rate. The agency could experience higher levels of turnover if employees have opportunities outside the agency for career growth, higher pay, and the additional ability to achieve work-life balance through more flexible work hours.

According to the eleventh District Beige Book published on March 2, 2022,

> "Employment growth remained robust. Job gains were widespread across sectors and strongest in manufacturing, banking, real estate, and health care. Acute worker shortages persisted, however, and many contacts said the recent COVID-19 surge brought on new or worsened hiring difficulty. Contacts cited a lack of applicants as the primary hiring impediment, with significantly more saying the availability of applicants worsened than improved in January. Increased absenteeism was also a major problem over the reporting period, as workers called out sick due in large part to the Omicron surge. These absences resulted in significant widespread disruption to business operations.

> Wage growth pushed to new highs over the reporting period, driven largely by labor shortages. Manufacturers noted persistent difficulties in retaining employees, saying they were having to increase wages significantly to try to convince workers to stay. This sentiment was echoed in the service sector as well, with some firms being forced to give out significant pay increases or lose key employees. A bank raised their minimum wage to $18 per hour, slightly mitigating retention issues."

D. Critical workforce skills and competencies

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

- Financial Management (accounting, budgeting, and procurement)
- Energy (including renewable energy) leasing, sale, and management
- Real estate leasing, sale, development, investment, and management
- Coastal improvement, protection, and management
- Community development and revitalization, including CDBG fund distribution
- Contract management and grant management
- Legal analysis
- 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:

- Accounting and budgeting
- Change management
- Contract management
- Data and information management
- Historic preservation
- Information security technology
- Leadership management
- Problem-solving
- Research and analysis

- Business process management
- Communication/marketing
- Customer service
- Financial and fund management
- Grant management
- Information technology
- Negotiation/facilitation/collaboration
- Project management
- 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 an innovative and fluid workforce that embraces collaboration and is project-focused.
- Develop an organization that continually learns and transforms to meet changing demands.
- Increase emphasis on using technology to serve customers and 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 integrating a new hybrid work environment with flex-scheduling and telecommuting.
- Understand the agency's workforce work-life balance needs.

B. Future Workforce Skills Needed

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

- 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 key partnerships, maintain morale in their team and encourage staff development.

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

As noted below, the GLO anticipates an increased staff need in fiscal years 2023 through 2027 for specific projects.

- With the receipt of $4.3 billion in federal funding for the CDBG Mitigation program, the GLO increased the FTE cap to account for federally related positions associated with this effort. In the upcoming year, CDR anticipates adding approximately 40 FTEs associated with Mitigation, as well as other CDBG programs.
- Implementation of CAPPS, the State of Texas Enterprise Resource Planning (ERP) system for financial management, requires a dedicated team of project and change managers and subject matter experts. This implementation may necessitate a temporary reallocation of FTEs for the department.
- Increased and changing requirements will also be facilitated by optimum utilization of technology and continuous review and development of efficient work processes.
- Enhanced information security measures.

D. Critical Functions

The General Land Office's critical functions are summarized below:

- Manage and maximize revenues from millions of state-owned surface and mineral acres.
- Provide Texas veterans access to low-cost homes, land and home improvement loans, quality nursing home care, and dignified burial sites.
- Archive, conserve, and make available more than 35 million historical land documents and veterans' oral histories.
- Help to prevent oil spills and ensure proper cleanup of oil spills in state waters.
- Clean and protect Texas beaches, dunes, and coastal areas.
- Oversee the management of the Texas Alamo Complex.
- Manage the distribution of CDR funds to help communities recover from hurricanes, wildfires, and other natural disasters.

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

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

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

The GLO anticipates an employee skill shortage in fiscal years 2023-2027 in the following areas:

- Financial Management (Accountants, Budget Analysts, and Financial Analysts)
- Attorneys
- Contract Specialists and Grant Specialists
- Information Technology positions
- Information Security positions

The Austin-Round Rock-San Marcos labor market has an unemployment rate of 3.3% (February 2022). The Texas unemployment rate for the same period was 4.7% (February 2022). Texas is experiencing significant uncertainties, given the on-going COVID-19 pandemic and employees looking for other opportunities with higher pay and a change in work environments. Currently, the agency is facing 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 support specific needs such as information technology positions, auditing, and grant management work.

However, the GLO will continuously monitor the agency's needs 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 Financials).

V. Strategy to Address Changing Workforce Needs

To address the potential gaps between the current workforce and future demands, the GLO has developed goals for the existing workforce plan. The goals are based on various 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.**
Goal	To employ leaders who can effectively lead, develop, and manage their staff during times of change.

Rationale	Change management: changes can reduce productivity, morale, and loyalty, and increase 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: • Lead and motivate the staff; build and maintain morale, productivity, and loyalty; resolve conflict; retain valued staff; and • Identify and implement ways to be fiscally responsible, operate more efficiently, and fulfill the agency's mission.
Action Steps	• Continue to provide leadership and management professional development and training. Develop employees to prepare them for future subject matter expert and leadership roles. • Educate senior managers on approaching 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 essential leadership competencies during times of change. Provide tools to help agency leaders increase morale, loyalty, optimism, and productivity on their teams. • Provide avenues employees may use to manage the stress that may result during times of change and provide resources to help employees maintain a healthy work-life balance.

Potential Gap II	**Employees with the professional and technical competencies and skills needed to develop, maintain, and fully utilize the agency's continually advancing information technology.**
Goal	To employ staff with the technical skills needed to develop, maintain, and fully utilize the existing and future agency computer systems.
Rationale	As the agency continues to implement technology to improve business capacities and customer service efficiency and productivity, the agency will need adequate staffing of qualified information technology workers. The agency will also need staff who can learn new and more advanced computer systems and applications on an ongoing 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.
Action Steps	• Recruit employees with well-developed professional and technical competencies to further develop and refine the information management systems to continue innovating in a fast-paced environment. • 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, leading to staff with more web-oriented skills. • Evaluate compensation for information technology staff to ensure salary is competitive in the market and adequate to 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 or expanded missions.**
Goal	To maintain a competent and knowledgeable workforce, the agency must effectively develop, recruit, and retain employees with the appropriate skills to accomplish the GLO's mission.
Rationale	Approximately 13.0 percent of the GLO workforce is estimated to be eligible to retire by the end of fiscal year 2027. Shortages of workers in the labor market will make filling some positions difficult. These positions include accountants and budget analysts, attorneys, loan specialists, appraisers, certified contract specialists, grant specialists, and information security and information technology positions. 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 subject matter experts or leadership positions.

Action Steps	Monitor and develop the agency's need for future leaders for succession management by:
	
	• Encouraging institutional knowledge and program information are retained by enhancing written procedures and cross-training business functions and processes.
	• Reviewing the status of staff performance development to prepare others to be eligible for leadership positions.
	• Providing supervisors and team leaders professional development leadership training classes to help them learn the competencies and skills needed should they move into management positions.
	
	Continue to reinforce previous employee development training by:
	
	• Enhancing the agency's professional development and training program.
	• Providing leadership training to all levels of current agency managers and future managers.
	• Encouraging managers to plan employee training targeted for employee skill development in areas of importance and to achieve the performance development plan and succession management.
	• Supporting managers to strengthen employees knowledge and skills who are seeking new challenges to work on special projects, rotations, and/or developmental assignments.
	
	Continue the following recruitment and retention efforts:
	
	• Ensure the agency reviews and makes compensation decisions based on market conditions and employee performance.
	• Market GLO positions to achieve a qualified, diverse applicant pool.
	• Train and encourage managers to:
	   o offer flexible schedules and telecommuting arrangements where appropriate
	   o 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 contributing to turnover.