

**General Land Office  
and  
Veterans' Land Board  
Workforce Plan  
Fiscal Years 2025 to 2029**



# Agency Workforce Plan

## **I. Agency Overview**

### **A. Agency Mission**

The Texas General Land Office (GLO) improves the lives of every Texan by preserving our state’s history, restoring and operating the Alamo, maximizing the revenue from our state lands to help fund Texas public education, safeguarding our coast, supporting communities impacted by disasters, and providing essential services to Veterans.

### **B. Agency Strategic Goals and Objectives**

- Maximize Texas Assets & Preserve Alamo - Support Public Education Funding and Texas History by maximizing the Value of State-owned Lands and Minerals. Preserve, protect, and defend the Alamo.
- Protect the Texas Coast - Protect the Texas coast due to its ecological importance, economic value, and the direct benefits it provides to citizens, including tourism, fisheries, and natural disaster resilience.
- Guarantee Veterans Benefits - The Veterans Land Board (VLB) ensures Texas Veterans obtain affordable home, land, and home improvement loans, receive high quality skilled nursing care and dignified cemetery and burial services in recognition for their honorable service to our country.
- Help Texans Recover from Disasters - The Community Development and Revitalization (CDR) division helps Texas communities rebuild by putting Texans back in their homes, restoring critical infrastructure, and mitigating future damage through resilient community planning.

### **C. Agency Core Business Functions**

Appraisal Services	The Alamo	Archives & Records	Asset Management
Coastal Field Operations	Coastal Resources	Communications	Community Development and Revitalization
Construction Services	Contract Management	Energy Resources	Information Technology Services
Financial Management	General Counsel	Governmental Relations	Human Resources
Information Security	Audit and Compliance	Leasing Operations	Oil Spill Prevention & Response
Surveying Services	Veterans Land Board	Veterans Land Board Bond Funds Management	Veterans Homes, Cemeteries, and Land & Housing

### **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 natural disasters. CDR administers Community Development Block Grant (CDBG) Disaster Recovery and Mitigation funds on behalf of Texas.

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CDR administers over \$14 billion for disaster recovery, mitigation programs, and projects. Areas of Texas benefiting from CDR programs include citizens impacted by Hurricanes Ike and Harvey; the 2015 and 2016 Floods; the 2018 South Texas floods; the 2019 disasters; and the 2021 Winter Ice Storm.

These grants support various activities, including housing redevelopment, infrastructure repair, and long-term planning efforts to help mitigate future events. Housing activities include owner-occupied rehabilitation/reconstruction assistance, affordable multifamily rental restoration, buyouts and 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 occur.

Coastal protection continues to be a key objective at the GLO. The GLO has strengthened and enhanced its focus on projects that have improved resiliency, resulting in a stronger coastline in preparation for the next natural disaster.

The GLO's focus on the Alamo continues to center on preserving the historic shrine of Texas Liberty and its artifacts so Texans can remember it today and 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 improved technology, more citizens have access to the magnificent collection of Texas history than ever before. With the passage of S.B. 2612, 88th Legislative Session, Alamo Complex Rangers may now be commissioned as peace officers. The GLO is currently in the research, planning, and implementation phase of this program.

The GLO continues to modernize the administration and management of Texas' vast land, oil and gas, minerals, and renewable holdings to maximize the returns to the Permanent School Fund (PSF) for the benefit of Texas school children. The GLO estimates that \$1.2 billion dollars will be sent to the Permanent School Fund Corporation in fiscal year 2024.

Texas Land Commissioner Dawn Buckingham, M.D., is the ex officio Chair of the Texas Veterans Land Board (VLB). The VLB provides eligible Texas veterans access to land, home, and home improvement loans. The agency operates nine Texas State Veterans Homes, with a tenth opening in Fort Worth in late 2024. The veteran homes provide long-term skilled nursing care to veterans, their spouses, and Gold Star family members. The VLB owns and operates four Texas State Veterans Cemeteries, with a fifth opening in Lubbock in 2025.

To accomplish the agency mission, the GLO continues to be effective in utilizing agency knowledge and human resources, updating processes to become more efficient, and enhancing 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, qualified employees, and programs to retain GLO staff.

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. The agency is developing a telework/hybrid plan for flexible scheduling and work-life balance.

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### II. Current Workforce Profile

#### A. Workforce Demographics

The GLO's fiscal year 2023 annual average full-time equivalents (FTEs) were 801.0,<sup>1</sup> an increase of 56.6 FTEs since fiscal year 2022. As of August 2023, the agency had 758 classified, regular full-time employees based on data from the Comptroller's Centralized Accounting and Payroll/Personnel System (CAPPS) FTE Information Report.

- During fiscal year 2023, the agency's regular full-time classification workforce consisted of 53.8 percent females and 46.2 percent males.
- The agency's ethnic workforce includes approximately 54.8 percent White employees, 26.2 percent Hispanic employees, 11.6 percent Black employees, 4.7 percent Asian employees, 2.2 percent employees of two or more races, and 0.3 percent Native Hawaiian or other Pacific Islander, and 0.3 percent American Indian or Alaska Native. Information on the agency's workforce compared to the statewide civilian workforce is outlined in **Table 1** below.

Job Category	White		Black		Hispanic		Other		Females	
	GLO	State	GLO	State	GLO	State	GLO	State	GLO	State
Officials/Administrators	70.0%	56.7%	5.4%	8.7%	21.5%	25.2%	3.1%	9.4%	43.8%	40.2%
Professional	52.4%	52.0%	12.8%	10.6%	25.6%	23.0%	9.1%	14.4%	55.1%	53.0%
Technician	66.7%	40.1%	5.6%	11.7%	27.8%	38.5%	0.0%	9.7%	38.9%	63.5%
Para-Professional	39.5%	N/A	10.5%	N/A	44.7%	N/A	5.3%	N/A	55.3%	N/A
Administrative Support	46.5%	39.6%	18.6%	15.2%	30.2%	38.3%	4.7%	6.9%	72.1%	74.1%
Protective Services	N/A	40.0%	N/A	19.7%	N/A	35.5%	N/A	4.7%	N/A	25.8%
Skilled Craft	N/A	32.4%	N/A	10.2%	N/A	51.8%	N/A	5.6%	N/A	12.3%
Service and Maintenance	N/A	25.3%	N/A	13.0%	N/A	55.0%	N/A	6.7%	N/A	47.8%

- The average age for employees in fiscal year 2023 at the GLO was 46.4 years. When looking at the workforce by age group, the approximate breakdown of the age group was as follows:
  - 8.2% of the workforce is under 30
  - 21.4% of the workforce was 30 years of age but not yet 40
  - 27.5% of the workforce was 40 years of age but not yet 50
  - 29.3% of the workforce was 50 years of age but not yet 60
  - 13.6% of the workforce was 60 years of age or over

<sup>1</sup> 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, 2023.

<sup>2</sup> Statewide statistics came from the Texas Workforce Commission's (TWC) "Hiring Practices & Equal Employment Opportunity Report for Fiscal Years 2021-2022," Table 1, Page 8. The report indicated that TWC excluded the statewide percentages for the Para-Professional category because it was not available separately from the U.S. 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 underrepresented segments of the state workforce at the GLO to obtain an applicant pool that reflects the diversity of Texas and thereby helps reduce the above-noted differentials.

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- 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:
  - 29.2% of the workforce had less than two years of service
  - 23.5% of the workforce had between 2 years but less than five years of service
  - 20.4% of the workforce had between 5 years but less than ten years of service
  - 10.9% of the workforce had between 10 years of service but less than 15 years of service
  - 16.0% of the workforce had more than 15 years of service
  
- Employees with the agency have an average state length of service of 12.3 years. In looking at tenure with the GLO, the approximate breakdown of employee state length of service was as follows:
  - 11.7% of the workforce had less than two years of state service
  - 16.0% of the workforce had between 2 years but less than five years of state service
  - 20.7% of the workforce had between 5 years but less than ten years of state service
  - 15.3% of the workforce had between 10 years but less than 15 years of state service
  - 15.6% of the workforce had between 15 years but less than 20 years of state service
  - 20.7% of the workforce had more than 20 years of state service
  
- Veterans comprised 10.1% of the agency's workforce during the 4th quarter of fiscal year 2023.

### **B. Retirement Eligibility**

Over the next five years, there is a potential for the agency to be impacted by retirements. Currently, 42.9% of the workforce is over the age of 50. Using age and state service credits shown in CAPPs, the GLO forecasts that as of August 31, 2023, approximately 11% of the agency's employees could retire. 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; the GLO is no exception. Table 2 compares the agency's turnover rates with the statewide turnover rates for fiscal years 2019 to 2023. In fiscal year 2023, the agency experienced a turnover rate of 16.0%, slightly lower than the statewide turnover rate of 18.7%.

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**Table 2**

Fiscal Year	Agency Turnover	Statewide Turnover
2023	16.0%	18.7%
2022	14.3%	22.7%
2021	11.2%	21.5%
2020	9.2%	18.6%
2019	14.3%	20.3%

In the next five years, the agency anticipates higher turnover rates. Some separations will be retirements due to the agency's workforce demographics. This is based on the agency's population reaching the retirement eligibility threshold. The GLO has a predominant population who will be eligible for retirement.

### Economic Conditions

Texas continues to lead the nation in an economic resurgence and remains one of the country's most robust and diverse economies. If employees have opportunities outside the agency for career growth, higher pay, and the ability to achieve work-life balance, the agency could experience a higher-than-average turnover rate.

### **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 protection, improvement, 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:

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Accounting and budgeting</li> <li>• Change management</li> <li>• Contract management</li> <li>• Data and information management</li> <li>• Historic preservation</li> <li>• Information security technology</li> <li>• Leadership management</li> <li>• Problem-solving</li> <li>• Research and analysis</li> </ul> | <ul style="list-style-type: none"> <li>• Business process management</li> <li>• Communication/marketing</li> <li>• Customer service</li> <li>• Financial and fund management</li> <li>• Grant management</li> <li>• Information technology</li> <li>• Negotiation/facilitation/collaboration</li> <li>• Project management</li> <li>• Strategic planning</li> </ul> |
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### **III. Future Workforce Profile**

#### **A. Expected Workforce Changes**

- Create an agile, 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.
- 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, the Texas Legislature, and the state population.
- A team focus that embraces workforce diversity to create a shared purpose and vision.
- Leaders who 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 2025 through 2029. This is due to:

- Increased and changing requirements associated with enhanced information security measures. This will require optimum utilization of technology and continuous review and development of efficient work processes.

#### **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 more than 35 million historical land documents and veterans' oral histories available.
- Help to prevent oil spills and ensure proper cleanup of oil spills in state waters.
- Clean, protect, manage, and improve Texas beaches, dunes, and coastal areas.
- Oversee the management of the Texas Alamo Complex.

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- 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 expertise in the following support areas:

Community Development and Revitalization - Program Support	Communications	Construction
Contract Management	Financial Management	Governmental Relations
Human Resources	Information Security	Information Technology
Audit and Compliance	General Counsel	Veterans Land Board Bond Funds Management
Veterans Marketing & Outreach		

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

The GLO anticipates an employee skill shortage in fiscal years 2025-2029 in the following areas:

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

The Austin-Round Rock-San Marcos labor market has an unemployment rate of 3.5% (January 2024). The Texas unemployment rate for the same period was 4.1% (January 2024). Currently, the agency is facing a tight labor market, which in the past has made it difficult to recruit a robust, qualified applicant pool. According to the State Auditor’s Office (SAO) Survey (FY 2024, 1<sup>st</sup> Quarter), employees who resigned from the agency were asked what they would change about the agency, and 75% responded with remote work (a uniform state agency telework policy would be beneficial to address this issue).

Increased workload demands will be addressed by reallocating employees within the agency. As needed, the agency will optimize technology use and continue developing more efficient work processes. Using temporary or contract workers will support specific needs such as information technology positions, auditing, and grant management work.

The GLO will, however, 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 technology needs (for example, additional needs associated with the conversion to CAPPS Financials in FY 2024).



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### V. Strategy to Address Changing Workforce Needs

The GLO has developed goals for the existing workforce plan to address potential gaps between the current workforce and future demands. The goals are based on various factors identified by analyzing the agency and its workforce.

<b>Potential Gap I</b>	<b>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.</b>
<i>Goal</i>	To employ leaders who can effectively lead, develop, and manage their staff during change.
<i>Rationale</i>	<p>Change management: changes can reduce productivity, morale, and loyalty and increase conflict and turnover. The GLO needs employees adept at working effectively and productively during times of change. Also, the agency needs leaders who can:</p> <ul style="list-style-type: none"> <li>• Lead and motivate the staff; build and maintain morale, productivity, and loyalty; resolve conflict; retain valued staff; and</li> <li>• Identify and implement ways to be fiscally responsible, operate more efficiently, and fulfill the agency's mission.</li> <li>• Provide work-life balance.</li> </ul>
<i>Action Steps</i>	<ul style="list-style-type: none"> <li>• Continue to provide leadership and management professional development and training. Develop and prepare employees for future subject matter expert and leadership roles.</li> <li>• 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.</li> <li>• Educate agency managers/team leaders on essential leadership competencies during times of change. Provide tools to help agency leaders increase morale, loyalty, optimism, and team productivity.</li> <li>• Provide avenues and resources employees may use to manage stress during change.</li> </ul>

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<p><b>Potential Gap II</b></p>	<p><b>Employees with the professional and technical competencies and skills needed to develop, maintain, and fully utilize the agency's continually advancing information technology.</b></p>
<p><i>Goal</i></p>	<p>To employ staff with the technical skills to develop, maintain, and fully utilize the existing and future agency computer systems.</p>
<p><i>Rationale</i></p>	<p>As the agency continues implementing 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 Enterprise Resource Planning (ERP) deployments. Also, unforeseen environmental conditions make it increasingly critical for staff to maintain the ability to work in alternative workforce settings and technology.</p>
<p><i>Action Steps</i></p>	<ul style="list-style-type: none"> <li>• Recruit employees with well-developed professional and technical competencies to develop further and refine the information management systems to continue innovating in a fast-paced environment.</li> <li>• Encourage employees to take computer training by allowing job-related courses to count toward the employees' required annual training credits.</li> <li>• Provide options for increased online programs and services, leading to staff with more web-oriented skills.</li> <li>• Evaluate compensation for information technology staff to ensure salary is competitive in the market and adequate to attract and retain high-quality staff members.</li> </ul>

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<p><b>Potential Gap III</b></p>	<p><b>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.</b></p>
<p><i>Goal</i></p>	<p>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.</p>
<p><i>Rationale</i></p>	<p>As of August 31, 2023, approximately 11% of the GLO workforce is estimated to be eligible to retire. Shortages of workers in the labor market will make filling some positions more difficult. These positions include accountants, budget analysts, attorneys, loan specialists, appraisers, certified contract specialists, grant specialists, and information security 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 interested employees who can learn new competencies. Hence, they are prepared to progress into more advanced subject matter experts or leadership positions.</p>
<p><i>Action Steps</i></p>	<p>Monitor and develop the agency's need for future leaders for succession management by:</p> <ul style="list-style-type: none"> <li>• Encouraging institutional knowledge and program information are retained by enhancing written procedures and cross-training business functions and processes.</li> <li>• Reviewing the status of staff performance development to prepare others to be eligible for leadership positions.</li> <li>• Providing supervisors and team leaders with professional development leadership training classes to help them learn the competencies and skills needed should they move into management positions.</li> </ul> <p>Continue to reinforce employee development training by:</p> <ul style="list-style-type: none"> <li>• Enhancing the agency's professional development and training program.</li> <li>• Supporting staff training for professional development and designations.</li> <li>• Providing leadership training to current agency managers and future managers.</li> <li>• Encouraging managers to plan employee training targeted for employee skill development in areas of importance and to achieve the performance development plans and succession management.</li> <li>• Supporting managers to strengthen employee’s knowledge and skills who are seeking new challenges to work on special projects, rotations, and developmental assignments</li> <li>• Continue to promote LinkedIn Learning and Neely Employee Assistance Program (EAP) training.</li> </ul>

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<i>Action Steps (continued)</i>	<p>Continue the following recruitment and retention efforts:</p> <ul style="list-style-type: none"><li>• Ensure the agency reviews and makes compensation decisions based on market conditions and employee performance.</li><li>• Market GLO positions to achieve a qualified, diverse applicant pool.</li><li>• Train and encourage managers to:<ul style="list-style-type: none"><li>○ offer flexible schedules</li><li>○ provide flexible and challenging work/projects for staff</li></ul></li><li>• Monitor turnover data, employee survey results, and exit interview feedback to identify and address any trends or issues contributing to turnover.</li></ul>
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