General Land Office
and
Veterans Land Board

Workforce Plan

Fiscal Years 2027 to 2031

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 and land 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) department 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

Alamo[1]	Communications	General Counsel	Leasing Operations
Appraisal Services	Community Development and Revitalization	Government Relations	Oil Spill
Asset Management	Construction Services	Heritage	Surveying Services
Audit and Compliance	Contract Management	Human Resources	Veterans Homes, Cemeteries, and Land & Housing
Coastal Field Operations	Energy Resources	Information Security	Veterans Land Board
Coastal Resources	Financial Management	Information Technology Services	Veterans Land Board Bond Funds Management

[1]Note Agency Core Business Functions relating to the Alamo Complex are only effective for the GLO until January 1, 2028, when all powers and duties relating to the Alamo transfer to the new "Alamo Commission" (S.B. 3059, 89th Leg. 2025).

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

The GLO continually strives to become a more agile and transparent agency by examining its functions to ensure Texans receive the maximum benefit from GLO resources.

The agency's Community Development and Revitalization (CDR) department administers Community Development Block Grant (CDBG) Disaster Recovery and Mitigation funds on behalf of Texas that support both short- and long-term recovery and restoration efforts after a natural disaster, including programs related to housing redevelopment, infrastructure repair, economic development, and long-term planning efforts to help mitigate future events.

CDR administers over $14.3 billion for disaster recovery, mitigation programs, and projects. Areas of Texas benefiting from CDR programs include citizens impacted by Hurricanes Ike and Harvey; 2015 and 2016 Floods; 2018 South Texas floods; 2019 disasters; 2021 Winter Storm as well as the 2024 Disasters.

Federal grants administered by CDR are long-term and multi-year. Of the nine largest grants, five expire during the period covered by this Strategic Plan. One expires in each fiscal year: FY 2027 (2015 Floods, $74.5 million; FY 2028 (2016 Floods, $238.9 million); and FY 2029 (Hurricane Harvey, $5.7 billion); and two in FY 2030 (2018 South Texas Floods, $72.9 million, and 2019 Disasters, $227.5 million). Of these, the grants expiring in FY 2027-29 are eligible for a one-year extension to facilitate grant closure. CDR operations and employees are funded through these grants. Unless additional new grants are received, the GLO anticipates a reduced workload and staffing during this Strategic Plan period and has begun planning for these reductions.

The GLO's recent work at the Alamo has focused on preserving the historic Shrine of Texas Liberty and its artifacts for current and future generations. The passage of S.B. 3059, 89th Legislature, R.S., transfers operational authority of the Alamo Complex to the State Preservation Board and establishes the Alamo Commission. The GLO will prioritize an orderly transfer of responsibilities, continuity of preservation standards, and risk mitigation during the transfer. As a result, GLO will transition from its direct operational role and realign staffing and resources accordingly. On September 1, 2027, or as soon as practicable after that date, the GLO and the commission shall enter into a memorandum of understanding relating to the transfer of power and duties from the GLO to the commission. The completion of the transfer will take place no later than January 1, 2028.

The GLO oversees more than 13 million acres of Permanent School Fund (PSF) land, including state submerged lands out to 10.3 miles into the Gulf of Mexico. Oil and gas leasing provides the largest share of revenue, however surface leases, easements, permits and real estate investments and sales all contribute to the bottom line. The revenues generated by the GLO are a significant source of public education funding throughout the state.

The Land Commissioner chairs the five-member School Land Board (SLB), which was established in 1939 by the 46th Legislature to manage the sale, acquisition, and mineral leasing of PSF lands. Four members are appointed by the Governor with the fifth being Commissioner Dawn Buckingham, M.D. The SLB's responsibilities include a variety of activities, including approving sales, purchases, and trades of PSF land, and also approving mineral lease sales.

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The agency's revenue-generating functions are primarily performed by staff, with some operations (e.g., appraisals, surveys, brokerage duties) contracted out on an as-needed basis. This model allows for flexibility and operational effectiveness given the important business functions performed by the agency in order to generate maximum revenue. For the foreseeable future, Texas is the primary energy producer in the nation as well as a vital economic engine. This will result in a continued focus on oil, gas, and hard mineral production and also create significant opportunities with regards to the acquisition and disposition of Texas real estate.

The GLO continues to modernize the administration and management of Texas' vast land, oil and gas, and hard mineral holdings, to maximize the returns to the Permanent School Fund for the benefit of Texas schoolchildren. The GLO estimates $885 million dollars will be sent to the Permanent School Fund Corporation in fiscal year 2026.

Texas Land Commissioner Dawn Buckingham, M.D. serves as the ex officio Chair of the Texas Veterans Land Board (VLB). The VLB employs a hybrid workforce model, combining state employees and contracted vendors to deliver services to veterans. Within the Land and Housing Division, servicing of home loans and land loans is outsourced, while state employees are responsible for underwriting and approving land loans. Home loan closings are managed by external vendors.

At each state veterans cemetery and veterans home, the VLB assigns an On-Site Representative to oversee contract compliance. Daily operations and management of veteran's homes are conducted by private sector skilled nursing home operators under contract, while operations at state veteran's cemeteries are managed through local government support contracts with either the city or county.

The VLB does not anticipate significant changes to this hybrid model, which provides eligible Texas veterans access to land and home loans. This approach ensures operational flexibility, maintains high standards of contract compliance, and supports efficient service delivery for Texas veterans.

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. The goal of hiring the most qualified personnel will persist, but the methods used to achieve this objective must remain flexible and adaptative.

As the agency recruits employees, the GLO leverages innovative avenues, including the Department of War SkillBridge program as a veteran hiring mechanism—to attract veterans and qualified staff. Additionally, the agency utilizes succession planning tools to preserve institutional knowledge, expands recruitment efforts through social media, and actively collaborates with various state agencies to further strengthen its workforce and retention programs.

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 has incorporated 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 2025 annual average full-time equivalents (FTEs) were 814,[1] an increase of 14 FTEs since fiscal year 2024. As of August 2025, the agency had 814 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 2025, the agency's regular full-time classification workforce consisted of 52.8 percent female and 47.2 percent male.

- The agency's ethnic workforce included approximately 52.9 percent White employees, 26.1 percent Hispanic employees, 11.9 percent Black employees, 4.8 percent Asian employees, 4.0 percent employees of two or more races, 0.2 percent Native Hawaiian or other Pacific Islander, and 0.1 percent American Indian or Alaska Native. Information on the agency's workforce compared to the statewide civilian workforce is outlined in **Table 1** below.

Table 1: 2025 GLO Workforce and Statewide Civilian Workforce Comparison[2] (by Percentage)

Job Category	White		Black		Hispanic		Other		Females	
	GLO	State	GLO	State	GLO	State	GLO	State	GLO	State
Officials/Administrators	63.0%	56.7%	9.0%	8.6%	21.7%	25.2%	6.3%	9.4%	42.9%	40.2%
Professional	51.3%	52.0%	12.1%	10.6%	26.0%	23.0%	10.6%	14.4%	54.3%	53.0%
Technician	65.0%	40.1%	5.0%	11.7%	20.0%	38.5%	10.0%	9.7%	35.0%	63.5%
Para-Professional	45.7%	N/A	5.7%	N/A	42.9%	N/A	5.7%	N/A	57.1%	N/A
Administrative Support	37.1%	39.6%	23.3%	15.2%	34.9%	38.3%	4.7%	6.9.%	79.1%	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%

[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, 2025.

[2] Statewide statistics came from the Texas Workforce Commission's (TWC) Workforce Analysis Tool. The data 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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- The average age for employees in fiscal year 2025 at the GLO was 47 years. When looking at the workforce by age group, the approximate breakdown of the age group was as follows:
  - 6.6% of the workforce is under 30
  - 21.7% of the workforce was 30 years of age but not yet 40
  - 28.5% of the workforce was 40 years of age but not yet 50
  - 27.3% of the workforce was 50 years of age but not yet 60
  - 15.9% of the workforce was 60 years of age or over

- On average, the employee's length of service with the GLO was 7 years. In looking at tenure with the GLO, the approximate breakdown of employee agency length of service was as follows:
  - 24.3% of the workforce had less than two years of service
  - 27.9% of the workforce had between 2 years but less than five years of service
  - 24.3% 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
  - 12.6% of the workforce had more than 15 years of service

- Employees with the agency had an average state length of service of 19 years. In looking at tenure with the GLO, the approximate breakdown of employee state length of service was as follows:
  - 5.0% of the workforce had less than two years of state service
  - 13.3% of the workforce had between 2 years but less than five years of state service
  - 16.4% of the workforce had between 5 years but less than ten years of state service
  - 14.8% of the workforce had between 10 years but less than 15 years of state service
  - 11.0% of the workforce had between 15 years but less than 20 years of state service
  - 39.5% of the workforce had more than 20 years of state service

- Veterans comprised 10.63% of the agency's workforce during the 4th quarter of fiscal year 2025.

B. Retirement Eligibility

Over the next five years, there is a potential for the agency to be impacted by retirements. Currently, 43.2% 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, 2025, approximately 23.5% 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 technical skills needed
- 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 2021 to 2025. In fiscal year 2025, the agency experienced a turnover rate of 11.3% which is significantly lower than the statewide turnover rate of 15.4% as outlined in Table 2 below.

Table 2: GLO and Statewide Turnover Rates Comparison (by Percentage)		
Fiscal Year	Agency Turnover	Statewide Turnover
2025	11.3%	15.4%
2024	11.5%	16.5%
2023	16.0%	18.7%
2022	14.3%	22.7%
2021	11.2%	21.5%

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 a better 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 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:

- 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, 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. Projected Workforce Requirements Driven by Emerging and Evolving Technologies

As noted below, the GLO anticipates an increased need in personnel, expertise, and resources in critical information technology positions in fiscal years 2027 through 2031. This is due to:

- Increased and changing requirements associated with enhanced information security measures and artificial intelligence. 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 (effective until January 1, 2028, when all powers and duties transfer to the Alamo Commission).
- 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:

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

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

The GLO anticipates an employee skill shortage in fiscal years 2027-2031 in the following areas:

- Financial Management (Accountants, Budget Analysts, and Financial Analysts)
- Attorneys
- Auditors
- Contract Specialists and Grant Specialists

- Information Technology positions
- Information Security positions
- Architect positions
- Surveyors

The Austin-Round Rock-San Marcos labor market has an unemployment rate of 3.5% (January 2025). The Texas unemployment rate for the same period was 4.1% (January 2025). 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 2025, 1st Quarter), employees who resigned from the agency were asked what they would change about the agency, 55% indicated that remote work was an area in need of improvement, while 42% suggested enhancements related to compensation and benefits.

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 and auditing.

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.

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.

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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 departments 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 change.
Rationale	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: • 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. • Provide work-life balance.
Action Steps	• Continue to provide leadership and management professional development and training. Develop and prepare employees for future subject matter expert and leadership roles. • Educate senior managers on approaching professional development and training programs so they will be ready to support and 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 team productivity. • Provide avenues and resources employees may use to manage stress during change.

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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 to develop, maintain, and fully utilize the existing and future agency computer systems.
Rationale	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.
Action Steps	• 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. • Encourage employees to take computer training as part of their annual training. • 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.
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	As of August 31, 2025, approximately 23.5% 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, auditors, 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 interested employees who can learn new competencies. Hence, they are prepared to progress into more advanced subject matter experts or leadership positions.

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Action Steps	Monitor and develop the agency's need for future leaders for succession management by: • Ensuring 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 with professional development leadership training classes to help them learn the competencies and skills needed should they move into management positions. Continue to reinforce employee development training by: • Enhancing the agency's professional development and training program. • Supporting staff training for professional development and designations. • Providing leadership training to current agency managers and future managers. • Encouraging managers to plan employee training targeted for employee skill development in areas of importance and to achieve performance development plans and succession management. • Supporting managers to strengthen employees' knowledge and skills who are seeking new challenges to work on special projects, rotations, and developmental assignments. Promote LinkedIn Learning and Neely Employee Assistance Program (EAP) utilizing GLO's new learning management system. 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 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.