

Schedule F: Board of Nursing Fiscal Year 2027-2031 Workforce Plan

I. AGENCY OVERVIEW

The Board of Nursing (BON) has one of the largest licensee databases in the State of Texas. The Board regulates over 580,000 nurses and over 200 schools of nursing. The Board of Nursing issues licenses to more than 27,000 nurses per year by examination to new graduates and by endorsement to licensees from other states seeking a Texas license.

The Agency is mission-driven and has a strict governance code which spells out the duties of the Board as appointed by the Governor, the Executive Director, and the agency staff. All rules and policies are reviewed within the framework of protecting the public. The agency has the appropriations approval to hire 156.7 positions for FY26, and 156.7 positions for FY27. The agency has 19.5 FTEs in General Counsel and Administration, 17 FTEs in Nursing, 58 FTEs in Enforcement, 39 FTEs in Licensing and Customer Service, and 23.2 FTEs in Operations, the majority of staff is located in the Austin area. The board has 15 members from throughout the State of Texas. Board members are appointed by the Governor with the advice and consent of the Senate.

A. Agency Mission

The mission of the Texas Board of Nursing is to protect and promote the welfare of the people of Texas by ensuring that each person holding a license as a nurse in the State of Texas is competent to practice safely. The Board fulfills its mission through the regulation of the practice of nursing and the approval of schools of nursing. This mission, derived from **Chapters 301, 303, and 304 of the Occupations Code**, supersedes the interest of any individual, the nursing profession, or any special interest group.

B. Agency Strategic Goals

Goal A	<u>Protection of the Public and Enforcement of the Nursing Practice Act</u> – The Board of Nursing is responsible for swift, fair, and effective enforcement of the Nursing Practice Act (NPA) so consumers are protected from unsafe, incompetent and unethical nursing practice by nurses.
Goal B	<u>Licensing</u> - The Board of Nursing (BON or Board) manages cost-effective, efficient licensure processes to assure the public that licensed nurses in Texas are qualified to provide safe nursing practice.
Goal C	<u>Ensure that Nursing Educational Programs are in Compliance with Board Rules</u> – The BON ensures that 100% of Texas nursing education programs are in compliance with the Board’s Rules and Regulations.
Goal D	<u>Education Credential Integrity</u> – The BON ensures that the education credentials for all licensure applicants are valid and substantially equivalent to Texas approved education programs.
Goal A	<u>Protection of the Public and Enforcement of the Nursing Practice Act</u> – The Board of Nursing is responsible for swift, fair, and effective enforcement of the Nursing Practice Act (NPA) so consumers are protected from unsafe, incompetent and unethical nursing practice by nurses.

C. Business Functions

The Board of Nursing licenses Licensed Vocational Nurses, Registered Nurses, and Advanced Practice Registered Nurses (APRNs), approves pre-licensure nursing education programs, approves eligible students to take the national nurse licensing exams, and investigates alleged violations of the Nursing Practice Act and the Board’s Rules and Regulations.

D. Anticipated Changes to the Mission, Strategies and Goals over the Next Five Years

No changes to the agency’s mission are anticipated in the next five years.

E. Additional Considerations

Key Economic and Environmental Factors

Per the Texas Comptroller’s Capital Region 2025 Regional Report:

From 2014 to 2024, regional employment increased by 41.5 percent. The rapid growth of the Capital Region leads to a highly competitive hiring environment.

Housing affordability continues to be an issue. Per the Texas Comptroller, Austin metro home prices increased by 43% from 2019 through 2023. This puts pressure on employees to afford housing near work. To afford housing, workers often must either limit other spending or move to less expensive communities to afford housing. Living in these less-expensive communities often requires employees to accept long commutes to work. This has become increasingly difficult for staff. Per a 2025 traffic study conducted by Consumer Affairs, traffic congestion in Austin has increased by 22.4% in the last year.

Challenges to Providing Competitive Salaries

The Texas Board of Nursing recently received the results of our 2025 Survey of Employee Engagement. Two key areas of concern identified are pay and benefits. Our scores on the pay and benefits constructs indicate that our staff perceives our pay and benefits as not comparable to that offered by other employers.

The BON regards the agency staff as the agency's most valuable resource. The BON strives to recruit and retain the best employees in the State of Texas. The Board has addressed turnover by consistently allowing for pay for performance via the merit raise system and implementing the compensation philosophy of exceeding the average mid-range in the state classification pay groups. The agency is experiencing increased competition for nursing and legal staff. As with the entire state, employee pay remains the agency's lowest satisfaction category. The BON continues to look for extrinsic rewards for staff as agency salaries continue to slip behind the agency's counterparts in the private sector. We have implemented extrinsic reward strategies, including options for telework and flexible work schedules. We believe these strategies have contributed to our turnover rate being below the average rate for all state agencies.

Agency Workload

Several factors have contributed to an increased workload for the Board of Nursing agency staff. These include:

Increase In Number of Licensees- The number of nurses holding current licenses in the State of Texas has been steadily increasing. From FY24 to FY25, total licenses grew by 2.5% to a total 581,079 licenses.

Volume and Complexity of Applications- The volume of licensure applications and supporting documents continued to rise during FY 2025. APRN applications increased by 15% from FY 2024 to FY 2025. Updated processes across all licensure levels in FY 2025 required closer scrutiny of applications listing out-of-state or international education. This increase in volume and complexity has stretched our resources and increased processing times.

New Compliance Requirements for Continuing Education- The 89th Legislative Session resulted in the passage of **Senate Bill 912** by Senator Blanco, which requires tracking continuing education (CE) for all nurses prior to renewal. By September 2026, the Board of Nursing is required to start tracking all continuing education (CE) for all nurses prior to license renewal. This will create additional workload for the agency, as we assist applicants with the document upload process and review additional documentation.

Newly Adopted Rule relating to Legal Presence Requirements for Licensure- A new rule was adopted (22 Texas Administrative Code § 217.8) relating to Verification of Legal Presence and License Eligibility at the April 2026 Board Meeting. This rule requires verification of legal presence for licensure. Evaluation of legal presence documentation will increase the administrative tasks for our licensing staff.

II. CURRENT WORKFORCE PROFILE (SUPPLY ANALYSIS)

A. Agency Demographics

Gender: Female **72.0%**

Male **28.0%**

Race: African American **14.2%**

Hispanic **25.1%**

Asian **2.9%**

Caucasian **57.8%**

Percentage of Workforce Eligible to Retire in the Next Five Years: 24.1% (34 out of 141 employees).

Job Categories	State Civilian Workforce					
2026 Data	African American		Hispanic American		Female	
	BON %	State %	BON %	State %	BON %	State %
Officials, Administration	14.3	12.8	14.3	22.3	71.4	56.5
Professionals	6.3	16.9	14.5	26.2	69.6	61.5
Paraprofessionals	23.7	34.7	27.1	30.6	74.5	70.6
Technicians	0.0	19.4	0.0	36.0	33.3	52.9
Administrative Support	19.0	19.9	26.1	35.3	76.1	81.7

B. Employee Turnover

While turnover at the Board of Nursing is below average for state agencies, turnover remains a concern for our agency. With the high percentage of staff eligible for retirement in the next five years (24.1%), we anticipate that our current turnover percentages are not likely to drop in the near future, and that we will face challenges with preserving institutional knowledge.

Agency Turnover Percentages: 2021-2025

Fiscal Year	Headcount	Terminations Including Interagency Transfers	Turnover Rate Including Interagency Transfers	Terminations Excluding Interagency Transfers	Turnover Rate Excluding Interagency Transfers
2021	115.25	12	10.4%	9	7.8%
2022	119.75	15	12.5%	14	11.7
2023	121	20	16.5%	17	14.0%
2024	127	17	13.4%	14	11.0%
2025	139.75	20	14.3%	18	12.9%

C. Workforce Skills Critical to the Mission and Goals of the Agency

Nurses - The agency requires a minimum of Associate Degree prepared nurses for Enforcement and Master's Degree prepared nurses for consulting. Both need critical thinking skills to apply their expertise in areas outside their particular training and education. All nurses need to be proficient in use of computer software programs since they will be processing their cases from receiving the complaint to filing formal charges, drafting orders, and writing reports on school survey visits.

All staff will have to become more proficient in various technologies as the BON continues to move toward paperless functions. Staff members will need the ability to manipulate programs for word processing, documenting, imaging, web-based services, and records retention.

We are continuing to assess the impact of Artificial Intelligence in the workplace. AI could potentially be integrated into several of our processes at the BON. If use of AI increases in our workplace, we will need to focus on additional staff skills training beyond the mandatory training required by the state. This additional skills training will need to train staff to efficiently use AI while ensuring adequate safeguards and maintenance of human oversight and quality control.

All staff will need to advance their communication skills since the Board's focus is and will continue to be providing excellent customer service to the public.

Each staff member is required in some way to interact with internal and external customers, which necessitates the ability to appreciate diversity and how it affects business processes.

D. Projected Employee Attrition Rate over the Next Five Years

Fiscal Year 2026 - 14%

Fiscal Year 2027- 13%

Fiscal Year 2028 - 12%

Fiscal Year 2029- 12%
Fiscal Year 2030- 12%

III. FUTURE WORKFORCE PROFILE (DEMAND ANALYSIS)

A. Expected Workforce Changes Driven by Factors such as changing Mission, Technology, Work, Workloads and/or Work Processes

As the agency continues moving towards a paperless environment, it is anticipated that additional and ongoing training in the area of computer software and imaging processes will be needed.

B. Future Workforce Skills Needed

To facilitate the ongoing business processes, the agency must be able to become better knowledge agents. This will require staff to be able to use critical thinking skills, become change agents, anticipate the future, use technology wisely, and manage time.

Board staff must be able to enforce the NPA by conducting timely investigations of alleged violations of the law and rules since this directly affects the protection of the public. Staff must also be able to collect fees, process license applications and license nurses as quickly as possible for the public to have adequate access to healthcare.

IV. GAP ANALYSIS

The Board does not anticipate a shortage of the pool of administrative staff over the next five years due to the available workforce in the Central Texas area. However, it is anticipated that there will be a shortage of RNs to fill Enforcement and Nursing Consultant duties due to the public and private demand for the limited number of RNs in the workforce.

The Board anticipates ongoing challenges with attracting and retaining attorneys. According to the 2025 Government Legal Department Report by Thompson Reuters, 52% of respondents from government legal departments and agencies continue to cite the difficulties of attracting, recruiting, and retaining quality talent as their top challenge. The common reasons cited for these difficulties include compensation, heavy caseloads, and intense competition for talent from the private sector. The rapid growth of the technology sector in Austin is creating an increasing demand for attorneys and attracting attorneys into legal specialties including data security and intellectual property law.

Currently, 30 positions require registered nurses. The agency anticipates the need for additional RNs by the end of the next five-year cycle. They will be needed in the Practice Department to testify on alleged violations of the law and rules and will be used in a consultant capacity to interpret complex practice issues and serve as an expert witness on cases. Any growth in our Investigations staff will likely require additional qualified nurses as well.

Supply and demand projections published by the Texas Center for Nursing Workforce Studies predict that the deficit of available RNs will continue to increase through 2036. By 2036 they anticipate a statewide deficit of 56,370 nursing FTEs. They also anticipate that LVNs will go from a current surplus to a deficit of 3,839 FTEs. These deficits of available RNs and LVNs will make recruitment and retention more competitive in the future.

The agency anticipates ongoing difficulty in filling Nurse Investigator and Nurse Consultant positions at least until fiscal year 2036 due to competition for nursing faculty and staff at schools and hospitals. If unable to secure sufficient operating funds, the agency will look for new ways to apply the merit raise system, which is the most effective tool in the recruitment and retention of staff.

The agency anticipates continued competition in recruitment and hiring of Information Technology professionals. There are several key competitors in the area, including Tesla, Google, Amazon, SpaceX, Apple, Facebook, Canva and Oracle. We

anticipate that the trend of IT companies moving into Texas will continue, as these companies seek competitive advantages offered here (lower costs, no state income tax, and a strong talent pool). This increased competition will likely increase the difficulty of recruiting and retaining IT staff.

The BON believes staff have the fundamental skills to complete tasks but need additional training to enhance their skills to perform more efficiently and effectively.

V. STRATEGY DEVELOPMENT

In order for the agency to recruit and retain some of the most critical skills such as nursing knowledge, the agency will have to leave unfilled positions open longer to have the funds to hire and retain nurses at the mid-range of the pay scale. To bring the Nurse Investigators along faster in the enforcement area, they will be paired with mentors within the agency. Use of the Council on Licensure, Enforcement and Regulation (CLEAR) organization will facilitate investigator training. Leaders will be identified within the organization to provide internal and external training opportunities to enhance skills and help the agency in succession planning.

Goal 1	Recruit and retain a competent workforce
Rationale:	To establish a consistent, productive business atmosphere, the BON needs a well-trained and stable workforce to protect the public. This includes the ongoing internal training of current staff to fill open positions and possibly consolidate some work processes to enhance staff compensation with current or available funds.
Action Steps:	1. Request additional operating funds in the next legislative session to enhance employee compensation, especially in the recruitment and retention of nurses. 2. Develop and revise agency policy and procedures to be consistent and detailed. 3. Develop mandatory training components for recognized agency sub-par skill sets. 4. Complete a succession plan which incorporates timelines and minimal skill sets. 5. Assess agency risk of potential knowledge loss due to departing key staff. 6. Establish and implement a career ladder for agency departments as needed.
Goal 2	Establish an agency culture of change enhancements to business processes
Rationale:	Resources will always be limited. At best, funding will remain constant, but staff will be required to do more. This necessitates doing business more efficiently and effectively. To do this, staff will need to accept change as a way of life and not be afraid to try new ideas. It doesn't always have to be done the way it's always been done before.
Action Steps:	1. Develop an ongoing mandatory training module on change enhancements. 2. Add the skill of change enhancements and change management to the minimal core of essential job functions. 3. Reorganize agency structure around processes.