



**CIVIL SERVICE COMMISSION
HUMAN RESOURCES DEPARTMENT**

Attachment #1

MEMORANDUM

TO: Douglas County Commissioners
FROM: Karen A. Buche, Human Resources Director
DATE: September 15, 2015
SUBJECT: SPAN OF CONTROL ANALYSIS

One of the remaining Human Resources Strategic initiatives for 2015 was to complete an analysis pertaining to "Span of Control".

OVERVIEW:

Span of Control is defined as "the number of subordinates that directly report to a leader/manager". Historically the standard was 6 to 10 employees per supervisor/manager. Organizational structures were comprised of multiple, vertical layers. During the '90s, structures began to flatten and continued use of technology began to broaden spans of control to approximately 15 to 25 employees per supervisor/manager.

Identifying the "appropriate" staffing ratio (span of control) no longer involves applying a "standard". Recent literature purports that determining staffing ratios is dependent upon a number of factors.

Specifically, the research states that the appropriate ratio depends upon the following:

- Type of work performed (manager and employee),
Number of differing positions,
- Skill level (manager and employee),
- Turnover rate, and
- Regulatory requirements.

In considering the impact of the type of work performed, the following examples are useful:

- An Information Technology department of a large organization may have one manager over 20 programmers; however, have one systems manager over 4 systems analysts who work on diverse, complex projects.
- A Call Center providing informational services would typically have a 1:15 staffing ratio, as the supervisor/manager would not be called upon to provide significant guidance except with new employees.
- An Assembly Plant with employees performing highly repetitive tasks may have staffing ratios as high as 1:50, as interaction with the supervisor would be limited



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and the role of supervisor is limited primarily to monitoring overall output of the group.

The more varied, complex the work performed the lower the staffing ratio/span of control. Additionally, the higher the number of different positions, the lower the staffing ratio. The length of tenure has a positive correlation with the staffing ratio: the more experience in the job, the higher the staffing ratio. Conversely, the lower the turnover rate, the higher the staffing ratio. In some areas, these factors will not have any impact, as regulations dictate the number of staff necessary.

The consequences of not having an appropriate span of control/staffing ratio can be minimal to monumental. If the staffing ratio is too high, important work may not be completed which may create potential liability, reputation risk, public complaints, morale issues, employee turnover, etc. Having a staffing ratio too low creates equally impactful problems such as needless expense, public scrutiny, employee carelessness, etc.

The research cautions against taking a myopic view through the traditional lens regarding span of control, which focuses on costs. The goal is not to see how far you can stretch a span of control, but to find a way to increase the right activities in order to attain the right outputs. Some experts go so far as to claim that the concept of span of control is out-dated. The new and more inclusive term is "constituency management. Evaluation should be given to aligning employees around a vision and setting them free to achieve great outcomes. They claim that operating within the narrow confines of the traditional definition does nothing more than narrow leadership effectiveness.

However, as a County charged with fiscal soundness and fiduciary responsibility by its taxpayers, a blended approach is needed. There has to be enough "space" to allow for coaching, development, and addressing new and changing work criteria.

The literature provides the following metrics regarding span of control/staffing ratios:

- Range from 1:4 when a senior manager directs other management employees vs. a 1:20 ratio for a supervisor who manages support staff.
- Most commonly the ratio is approximately 1:10 (one supervisor with 10 workers).

ANALYSIS:

In undertaking this Strategic Planning initiative, an overview of each department/office within the County was completed. The information from the overview analysis is portrayed in an organizational chart. Additionally, an in-depth analysis was completed on the Department of Corrections, the Health Center, as well as the Health Department. The in-depth analysis was concluded the end of April with the overview analysis for all other departments recently completed. The following pages contain the in-depth analysis information.



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DEPARTMENT OF CORRECTIONS

Staffing Criteria: The only federal mandate for staffing is to have a Prison Rape Elimination Act (PREA) Coordinator. The Department utilizes various staffing models as indicated by the American Corrections Association (ACA) and the National Institute of Corrections (NIC) Association. The FOP Lodge #8 collective bargaining agreement requires 9 Lieutenants (3 per shift), and there are no mandates for the number of Sergeants. The Department has been using the NIC staffing model for 15 years.

Administration:

Staffing Structure: The Director has 2 direct reports; the Deputy Director and an Administrative Secretary. The Deputy Director has 14 direct reports including the Captain of Security, Captain of Admissions/Classification, Manager Fiscal and Administrative Services, Community Corrections Manager, 2 Correction Officer IV, 6 Correction Officer III, and 2 Correction Officers. Staffing ratio is 2: 14. This staffing ratio is appropriate given that these are senior level positions occupying unique positions of responsibility.

Administrative Services: This Division oversees accounts payable and receivable, budget, contract compliance, information systems, inmate accounts/personal property, payroll, and supplies & inventory.

Staffing Structure: The Administrative Services Division is headed by the Administrative Services Manager. The staff is comprised of an Administrative Assistant Fiscal Services, 2 Correction Officers, IT Systems Manager, Records Office Manager, 7 Record Tech I, 17 Record Tech II, 7 Record Tech III, and 2 Staff and Accounting Coordinators. This is a staffing ratio of 3:35 with a span of control of 1 supervisor for every 11.67 employees.

Classification & Admissions: This Division of Corrections is responsible for admissions, accreditation, facility management, fire/safety/sanitation, laundry services, medical services, and key/tool.

Staffing Structure: The Captain of Admissions/Classifications directs the activities of the Accreditation Manager as well as the Admissions Manager along with 6 Classification Officers, 6 Sergeants, and 47 Correction Officers. This is a staffing ratio of 3:58 or a span of control of 1 supervisor for every 19.33 employees.

Community Corrections: The areas of responsibility include community relations, day reporting, education, house arrest, library, pretrial release, reentry, sobriety, volunteer coordination, and work release.

Staffing Structure: Community Corrections is overseen by the Community Corrections Manager. Staff includes the Pretrial Release Administrator, Reentry Programs Administrator, Work Release Administrator, Lieutenant, 2 Sergeants, and



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20 Correction Officers, 2 Educational Specialists, House Arrest Support Services Aide, Reentry Case Manager, Sobriety Technician, Law Library Clerk, 4 Pretrial Release Interviewers, and a Senior Pretrial Release Interviewer. The staffing ratio is 5:34 and a span of control of 1 supervisor for every 6.8 employees. This is an acceptable level given the high degree of variation between the various jobs.

Security: The Security Division is responsible for central control, fleet management, housing, lobby/visitation, and transportation.

Staffing Structure: The Captain of Security directs the activities of 9 Lieutenants, 32 Sergeants, and 213 Correction Officers. The staffing ratio is 10:245 or 1 supervisor for every 24.5 employees.

Department of Corrections Overall Staffing Analysis

There are 23 managers/supervisors for 386 employees: a span of control of 1 supervisor for every 17.78 employees. This span of control is appropriate given the nature and type of work performed within the Department of Corrections.



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Health Center

Administration:

Staffing Structure: The Administration of the Health Center includes the Director, a Confidential Secretary as well as the Director of Nursing, Director of Support Services, Finance Director, and Pharmacy Director. The staffing ratio is 1:5 which is appropriate given that with the exception of the administrative support position these are senior-level positions within the Health Center.

Dietary: There is a legal requirement to have a Director of Food Service and one Dietician.

Staffing Structure: This Division of the Health Center is comprised of a Director, Assistant Director, Coordinator of Food Service Operations, Dietetic Services Supervisor, Storeroom Supervisor, 3 Lead Food Service Workers, Licensed Dietician, 4 Cooks, 25 Food Service Workers (I and II), 12 Food Service Worker Trainees, and 3 support staff. There are four supervisor/managers and 49 staff. This is a staffing ratio of 4:49 or 1 supervisor for every 12.25 employees. The supervisors are "working supervisors" performing the work of their subordinates.

Finance:

Staffing Structure: The Finance Division has 43 employees including a Director, Account Receivables/Support Services Supervisor, General Accounting Supervisor, Medical Records Supervisor, and Support Services Assistant Supervisor. Other positions include 4 Clerk III, Clerk IV (medical records), Lead PBX Operator, 2 Medical Transcriptions, 7 Patient Account Representatives, Payroll Coordinator, 6 PBX Operators, Quality Improvement and Administration Coordinator, 5 Recreational Therapists, a retiree, 5 Social Services Specialists, 2 Staff Services Clerk, Therapeutic Recreational Aide, and Therapeutic Recreational Coordinator. The staffing ratio is of 5:38 or 1 supervisor for every 7.6 employees. There are several different positions in this Division.

Nursing: The State of Nebraska requires that a long-term care facility have sufficient staff to meet the needs of its residents.

Staffing Criteria: Both federal and state regulations require that the facility must have sufficient nursing staff to provide nursing and related services to attain or maintain the highest practicable well-being of each resident, as determined by the residents or their representatives. Regulations also require the services of a registered nurse for at least 8 consecutive hours a day, 7 days a week. The regulation also states that the director of nursing may serve as a charge nurse only when the facility has an average daily occupancy of 60 or fewer residents. Additionally, "staff" is defined as licensed nurses and nurse aides.



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Tests for determining nurse staffing sufficiency under the Interpretive Guidelines Section 483.30 (a) and (b) of the Nebraska Long Term Care State Operations Manual are not specific. The manual lists questions such as: 1) Is there adequate staff to meet the direct care needs, assessments, planning, evaluation, and supervision? 2) Do workloads for direct care staff appear reasonable? 3) Do residents, family, and ombudsmen report insufficient staff to meet resident needs? 4) Is staff responsive to residents' needs for assistance and call bell being answered promptly?

Non-profit centers typically have more staff than "for profit" centers. Staffing needs are higher with dementia patients and many "for profit" centers do not house patients with dementia.

Staffing Structure: The Nursing Division consists of Director, Nursing Coordinator, 6 Nurse Managers, 2 House Supervisors, 4 Relief House Supervisors, 3 Staff Instructors, 2 Staffing Technicians, an Infectious Control Specialist, 35 RNs, 40 LPNs, 153 Nursing Assistants, 5 Social Services Specialists, 11 Unit Secretaries, and 5 retirees. This is a span of control ratio of 13:262 or 1 supervisor for every 20.15 employees.

Pharmacy: State regulations require a Director and up to two Pharmacy Technicians per Pharmacist.

Staffing Structure: The Pharmacy Division is comprised of a Director, 4 Pharmacists, 5 Pharmacy Technicians, 3 Pharmacy Assistants (intern), Pharmacy Assistant/Patient Advocate, 2 Pharmacy Accounting Specialists, Pharmacy Clerk, 2 Central Supply Clerk III, and retiree. This is a span of control of approximately 1:19. While Pharmacists do provide direction to the Technicians and Assistants, they are not supervisors. The use of Technicians and Assistants reduces overall costs.

Support Services: This Division is comprised of several subdivisions: employee health, housekeeping, radiology, and security.

Staffing Structure: The Division's Director is responsible for a total of 47 employees. They include the Chief Security Officer, Housekeeping Supervisor/Pest Control, Clerk III, 26 Housekeeping Aides, 3 Lead Housekeeping Aides, Limited Radiology Technician, 10 Security Officers, and retiree. The staffing ratio is 3:44 with a span of control of 1 supervisor for every 14.67 employees.

Health Center Overall Staffing Analysis

There are 31 managers/supervisors for 411 employees: a staffing ratio of 1 supervisor for every 13.26 employees. This span of control is appropriate given the nature of the functions within the Health Center.



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Health Department

Staffing Criteria: There aren't any specific requirements under federal or state law regarding the type or number of employees. Currently, approximately 60% of staffing costs are paid by grant funding.

Administration:

Staffing Structure: Administration is comprised of the Health Director, Health Data, Planning & Emergency Prep Division Chief, Community Health & Nutrition Division Chief, Environment Health Division Chief, and the Administrative & Finance Division Chief as well as an Executive Secretary. This is staffing ratio of 1:5.

Administrative & Finance Division:

Staffing Structure: The Division Chief directs the activities of 3 Accountants. The span of control is 1:3.

Community Health & Nutrition Division: This Division supports Women, Infants, and Children; Public Health Clinics and Immunizations; and Health Education, Promotion, and Planning.

Staffing Structure: The Division Chief directs the activities of three supervisors: Supervisor, Community Health Education; Supervisor, Child Health Clinic; Supervisor WIC Program. These individuals supervise the 3 Clerk Typists II, Clinic Practitioner, 7 Clinic Clerks, 9 Clinic Nutritionists, 5 Community Health Educators, 3 Community Health Planners, Community Health Worker, 2 Environmental Health Specialists, Health Information Specialist, Medical Assistant, Nutrition Services Coordinator, Nurse Practitioner, 3 Public Health Nurses, Registered Nurse, Resource Specialist, and Vendor Management Coordinator. This is a staffing ratio of 4:41 or a span of control of 1 supervisor for every 10.25 employees.

Environmental Health Division Chief: This Division is responsible for food inspections, sanitation control and engineering, as well as laboratory and air monitoring.

Staffing Structure: The Division Chief directs the Supervisor of Food and Drink as well as the Supervisor of Environmental Health. They supervise the 2 Air Pollution Technicians, 2 Community Health Educators, 2 Community Health Workers, Division Secretary, Lab Science Air Pollution Specialist, 11 Environmental Health Specialists (I and II), Lead Program Coordinator, Lead Program Specialist, 2 Lead Risk Assessors, 2 Secretaries, and Water Quality Specialist. This is a staffing ratio of 3:26 or a span of control of 1 supervisor for every 8.67 employees.



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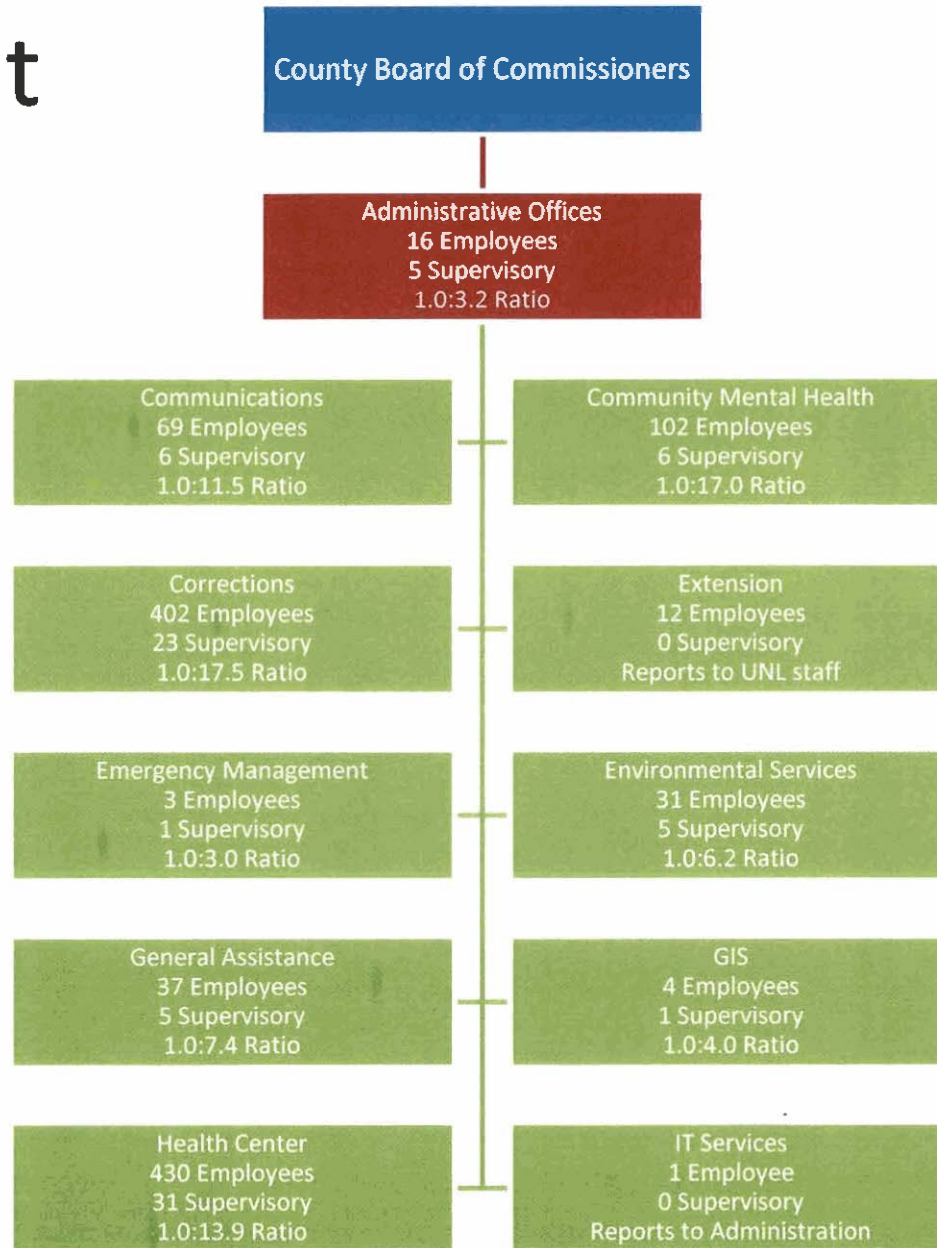
Health Data, Planning & Emergency Prep Division: This Division is comprised of epidemiology, health data and vital statistics, sexual transmitted infections, and emergency preparedness.

Staffing Structure: This Division Chief's staff is comprised of a Supervisor, Communicable Disease & Epidemiology; Supervisor, Vital Statistics; Supervisor, STI; 3 Clerk Typists II Community Health Educator; 2 Data Analysts; 4 Disease Investigators; Division Secretary; 3 Emergency Response Coordinators; 2 Epidemiologists; Lead Vital Statistics Clerk; 2 Public Health Nurses; Senior Epidemiologist; STI/HIV Prevention Specialist; and 4 Vital Statistics Clerk. This creates a staffing ratio of 4:25 or a span of control of 1 supervisor for every 6.25 employees.

Health Department Overall Staffing Analysis

There are 13 managers/supervisors for 95 employees: a staffing ratio of 1 supervisor for every 7.31 employees. This span of control is appropriate given the diverse nature of the programs and specialty positions within the Health Department.

Department Heads



Department Heads



Elected Officials

