

STATE OF WYOMING

Span of Control Review

Prepared by the Department of Administration & Information –
Human Resources Division

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Executive Summary

This report contains findings and recommendations for the State of Wyoming to review span of control as recommended by the preliminary Alvarez and Marsal (A&M) Report.¹ Per Senate File 0120 of the 2018 Budget Session² and the Governor's Memo dated March 8, 2018³, the Department of Administration & Information (A&I) - Human Resources Division (HRD) conducted a review to assess the organizational structures being utilized by state agencies.

Organizational structure is important because it effects communication, decision-making, flexibility, employee morale, and resource allocation.⁴ Because organizational structure evolves over time, it is important to periodically review an organization's structure and plan for changes. In that context, this review provides an opportunity for departments to not only evaluate the efficiency of their supervisory relationships, but also to consider structure in the context of their outcomes and effectiveness.

In terms of workers, *the review covers over 91 percent of executive branch employees*, excluding the University of Wyoming, Community Colleges, and the offices of the state's elected officials. It included 17 state departments as defined by Wyo. Stat. §§ 9-2-2001 through 2020 and two additional operating state agencies.

The agencies met with included:

- Department of Administration & Information
- Department of Agriculture
- Attorney General's Office
- Department of Audit
- Department of Corrections
- Department of Enterprise Technology Services
- Department of Environmental Quality
- Department of Family Services
- Game & Fish Department
- Department of Health
- Military Department
- Department of Revenue & Taxation
- State Construction Department
- State Engineer's Office
- Office of State Lands & Investments
- State Parks & Cultural Resources
- Department of Transportation
- Water Development Office
- Department of Workforce Services

The A&M Report noted the State of Wyoming has a high number of agencies, boards, and commissions per capita. It stated that within these agencies, there are a significant number of small divisions that each perform specific (i.e., specialized) business functions. Based on this information and our analysis we chose

¹ [Alvarez & Marsal Executive Report](#), November 6, 2017.

² [SF 0120/Senate Enrolled Act 070](#), 2018 Legislative Budget Session

³ [Governor Letter to Agency Directors, March 8, 2018](#)

⁴ [Kansas Statewide Efficiency Review](#), Alvarez and Marsal, January 19, 2016



to look only at the “departments” defined by statute and not look at agencies and boards having fewer than 30 employees. However, that review can be included in the next phases of this project as administrative functions, lines of service, and staffing levels are considered.

A&I HRD felt that measuring the State of Wyoming’s span of control was the logical first step of reviewing efficiency for several reasons:

- A span of control review could provide foundational data for the other review areas identified in the A&M report;
- The review could result in short-term gains and adjustments in staffing that could still be made in the current administration;
- Agencies could begin planning for longer-term changes that can take place through attrition; and
- HRD could begin working through adjustments in employee classification (such as re-establishing a lead worker classification) and pay scales.

During the course of this study, HRD met with every agency involved and provided consistent organizational charts and data to analyze each departments staffing ratios and layers of supervision. The charts and data were vetted by HRD and the agencies in order to approach the study with a common frame of reference. This allowed HRD to gain an understanding of what factors contributed to the State of Wyoming’s current staffing ratio. The appendix of this report includes the shared documents that agencies provided to outline the history of positions and the plans to accomplish near and longer terms goals to achieve a more optimal span of control, given each department’s unique factors. Those factors can include the nature of work being performed, geography and workforce dispersal, and the relative experience or inexperience of each department’s supervisory workers.

The State of Wyoming has faced lower than expected revenues over the last several years, which has led to hiring freezes and position cuts. This has forced agencies to do more with less. Reductions have left key functions understaffed, and agencies are struggling to determine the optimal efficiencies while meeting statutory obligations. Without conducting regular occupational studies, spans of control have not been optimized in some areas. Working supervisors and geographical issues also contribute to the current span of control. This review has provided a tool for state agencies to work collaboratively with HRD to begin addressing these issues and identify further efficiencies. HRD’s involvement is to provide the data and if changes are made, to ensure the integrity of the Hay study remains intact.

While management literature provides no single benchmark for optimal span of control, A&M recommended a 1:6-1:8 span of control for the State of Wyoming. This was after A&M determined that the state’s overall span of control is low with an average staff to supervisor ratio of 1:4. Because each reporting relationship was verified and most of the agencies excluded from the study were smaller boards and commissions with specialized functions, HRD discovered that the average span of control was somewhat higher, closer to 1:5. The current span of control review process provided agencies an opportunity to identify what short-term changes they can make and what longer term (through attrition) changes can be made to increase current staffing ratios.

HRD’s analysis found that average spans of control for the 19 agencies reviewed ranged from 1:2.64 to 1:6.50 (direct reports per supervisor). Moreover, the State of Wyoming has up to 10 organizational layers between the Agency Director and line workers. Individual spans of control range from 1:1 to 1:54. Efficiency can be compromised with spans of control not only below three, but also above nine. The optimal span of control in a given agency depends on a number of factors.



HRD recommends that department heads review and justify cases where a supervisor has three or fewer direct reports, or has more than nine direct reports. HRD also recommends that all vacant supervisory positions be reviewed before filling them to determine whether the positions can be replaced with front-line positions, and in addition, agencies consider span of control before submitting reclassification requests. HRD is committed to including span of control in its review any time an agency reorganization or occupational study occurs prior to approval.

HRD would like to thank the Directors Executive Committee (DEC) members for their direction and willingness to pilot the project. The DEC consisted of Dean Fausset, A&I Director; John Cox, DWS Director; Bridget Hill, State Lands Director; Todd Parfitt, DEQ Director; Darin Westby, State Parks Director; Tony Young, ETS Director; and Michelle Panos from the Governor's Office.

More specifically, HRD wants to take this opportunity to thank each agency that participated in this process. All agencies worked diligently with HRD on this project. The agencies needed to be on-board with this project for it to be successful, and HRD staff cannot stress how appreciative they are to have the support and collaboration from the agencies.

Patricia L. Bach
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Introduction and Explanation of Assignment

Alvarez and Marsal (A&M), a professional services firm specializing in business management, was hired to perform an initial study on the efficiency of state government for the Wyoming Legislature's Governmental and Spending Efficiency Commission in 2017. The final report, issued November 6, 2017,⁵ recommended four areas be reviewed within the State's Executive Branch:

1. **Administrative Function Review**, to look at administrative services across agencies and find opportunities for shared services or consolidation (Motor pool, HR, Purchasing, etc.);
2. **Line of Service Review**, to evaluate overlapping responsibilities, find obsolete services or areas for enhancement;
3. **Span of Control Review**, to evaluate supervisor to worker ratios, effect long-term workforce planning and shift as many staff as possible to front-line service provision; and
4. **Staffing Level Assessment**, to look at staffing in key areas in revenue enhancement and evaluate the loss of staffing revenue generating roles.

Following the 2018 legislative session, Governor Matt Mead asked agency directors to work with Director Dean Fausset with A&I, to think about the most effective ways to assess and develop information that can lead to better service and greater efficiency.

Based on this directive, the span of control review was identified as a first step for several reasons:

- A span of control review could provide foundational data for the other study areas identified in the A&M report;
- The review could result in short- term gains and adjustments in staffing that could still be made in the current administration;
- Agencies could begin planning for longer-term changes that can take place through attrition; and
- HRD could begin working through adjustments in employee classification (such as re-establishing a lead worker classification) and pay scales.

HRD conducted this review to assess the organizational structures of state agencies. The review consisted of two major components: span of control and organizational layers. Both the span of control and layers create the organizational structure. The final objective was to shift staff, if possible, to front-line service positions rather than supervisors or managers. Because job duties could change, another HRD goal in examining organizational structure was to ensure that the state's Hay classification system stays intact.⁶ Insight into the complexity of work supervisors oversee was provided upfront to agencies in HRD's analysis. This gave agencies a good indicator of any current misalignment of job duties and an additional tool to help evaluate structure.

⁵ [Alvarez & Marsal Executive Report](#), Jan 2017

⁶ The State of Wyoming entered into a partnership with the Hay Group in April 2008 to redesign the State of Wyoming's Classification and compensation systems. The state's former classification system used a whole job ranking, meaning a position was placed into a specific classification based on how it compared to all of the other jobs within that particular class family. The Hay Study resulted in a more legally defensible pay structure based on Compensation Philosophy, Classification (Description of work), Job Evaluation (the measurement of work), Pricing (Pay Structure), Pay Delivery (Recognition of performance of work) and Plan Administration. A fuller description is included on page 13.

HRD identified that, without additional funds, and within 4-6 months, the following could be addressed:

- **Staffing Ratios**
 - Implement a collaborative process to present current staffing ratios and determine what if any changes could be made to address deficiencies.
 - Create consistent organizational charts across agencies to serve as a visual representation of staffing ratios and layers.
 - Work with each agency to ensure its accuracy as up to date as possible.
 - Identify both filled and vacant supervisory positions.
 - Collaborate with the agencies regarding their short term and long-term efficiency changes. This may include a review of job content questionnaires (JCQ's) and organizational charts and make recommendations to increase the staffing ratios with the least amount of disruption to current classifications.
 - This will ensure that the integrity of the Hay classification study that was implemented in 2010 remains intact and that costs remain in alignment with the 319 budget report.
 - Declassification of positions, or adding duties to existing positions potentially could unravel the Hay system and must be conducted by HRD who has the knowledge in the Hay method of job classification.
 - HRD has the relationships with agencies to take this review from an aggregate level to a detailed agency-specific look. Looking at the data on aggregate could lead to unfair conclusions.

With the advice of other agency directors who have volunteered their service on the Director's Executive Committee, HRD developed several standardized tools to assist agencies with this review. The review began with an organizational review, which is essentially a look at ratios of supervisors to direct reports and the number of supervisory levels within an organization.

Working individually with agencies, HRD met with and provided numerical analysis and organizational charts. The overall objective was to determine where our current staffing ratios were and why, and make recommendations for what is optimal for their departments.

This span of control review provides the benchmark for the State of Wyoming. Going forward, reviews will be conducted regularly by HRD and the review process will be incorporated into every day staffing, re-classification requests, and other statutory obligations related to position control. This will be helpful in determining where the agencies are making gains/losses with span of control. Savings and efficiencies will need to be assessed later in the project. It was evident in the initial work with agencies that most have already been considering spans of control as a measure of efficiency.

History and Context

The State of Wyoming has faced lower than expected revenues, which has led to hiring freezes and position cuts over the past five years. This has forced agencies to do more with less. Staffing and budget reductions have left key functions understaffed and agencies are tasked with determining the most effective ways to address these cuts while at the same time meeting statutory obligations. This has effected organizational structures and spans of control.

Decreasing spans of control actually started in 2008 when it had reached its highest point. In 2008, the average span of control was close to 1:6; however, when the Hay study was implemented, the study

eliminated the HRD policy stating that a supervisor must supervise three or more incumbents. Spans of control have continued declining with positions and salary cuts.

Since 2014, these 19 agencies have cut over 300 positions, both permanent and temporary, equating to approximately a 3-4% reduction in force. This is substantial in terms of span of control given that most of the cuts were at the front line. Had these positions not been cut, undoubtedly, the overall span of control would be higher than it is today. In addition, less than a third of the position cuts were temporary positions. Through the review it was identified that as permanent positions decrease or agencies do not get approval for new positions, agencies tend to rely more heavily on the utilization of seasonal or contract, temporary employees.

Not only have positions been cut, but budgets have been impacted as well. Agency personnel costs do not exhibit a parallel decline. Reasons for this include the need for more overtime, higher health care costs, costs for employee turnover, costs for retention, etc.

In 2014, the 0100 series budget for the 19 agencies operated at approximately \$1,030,889,067. Currently, the 0100 series operates at approximately \$1,040,356,817 for the same agencies. According to the Wyoming Cost of Living Index report published by A&I Economic Analysis Division, inflation between the years 2014 and 2017 totaled 1.4%.⁷ Inflation between 2017 and 2018 has not been published yet. However, history implies that inflation should increase around another 1.4%. So, the cumulative inflation between 2014 and 2018 will be approximately 2.8%. If this cumulative inflation rate is applied to the figures from 2014, the 0100 series budget would be operating today around \$1,059,753,960. This is approximately \$19,397,143 higher than where the 0100 series budget operates currently. Lack of salary increases for state employees, alternative funding sources, and recent cuts have attributed to this slow growth and cost savings.

Span of control is affected by many factors, including position cuts and budget cuts. These contributors influence span of control and could be anything (depending on the agency in question) that directly or indirectly affects the staffing plan, some the agency has little control over.

1. Staff reductions – position cuts and frozen positions to meet mandated budget reductions.
2. Geographical disbursement – Wyoming has remote offices and some offices are a one supervisor to one employee ratio. Does it make sense to have the employee report to a supervisor who may be 200 miles away or does it make more sense to leave the reporting relationship the way it is. Sometime achieving efficiency can jeopardize effectiveness and vice versa.
3. Program specific requirements – many agencies run several programs. Whether or not they are legislatively required, agencies have organized structures so that those involved and making critical decisions concerning the program are familiar with the program.
4. Working supervisors – almost all supervisors in State of Wyoming serve in dual roles and not only supervise subordinate employees, but also carry a daily workload.
5. Supervisory burden – this is measured by the relationship found between components of work, the nature of the work, the degree of standardization, the complexity of work, and the interdependence of work.⁸
6. Technology – as technology continues to advance, many new systems and processes have been implemented to streamline operations within agencies. The use of technology may reduce the need for some front line positions.

⁷ [Wyoming Cost of Living Index News Release](#), April 12, 2018 – A&I Economic Analysis Division

⁸ [“Relieving the Overwhelmed Organization,”](#) 2015 Deloitte Development LLC.



In order to consider what span of control is appropriate to operate efficiently and effectively, each agency must consider these factors. A goal of this project was not only to gain efficiencies, but while doing so not to sacrifice effectiveness to hit a staffing target. Most county, city, state, and federal governments enter into a staffing review based on issues of excessive overhead. These issues include:

- Growing position counts
- Growing budgets
- Unnecessary supervision

The State of Wyoming has entered into our efficiency review after years of cuts have already taken place in regards to both operating budgets and positions. HRD approached this from a different perspective than other entities who are entering a staffing or organization review to reduce costs. We are working to improve efficiencies after the cuts have been made and make changes necessary to work within the confines that each agency has. In some instances it has been identified that the cuts have been taken too far, programmatic responsibilities and statutory obligations have been added on to agencies and additional positions really is the answer in order to meet those obligations without sacrificing turnaround times and overall effectiveness in business operations.

Engaging in this process has also brought to our attention that the usefulness of aggregate data is very limited and does not paint the true picture of affects downsizing has had agency by agency. With the organizational charts and the data metrics that we have created rather than speaking in overall generalizations, that may or may not apply to all agencies, we have garnered the ability to truly understand these factors and the affects they have had agency by agency.

Many factors go in to determining an appropriate level of supervision for an organization to function and cannot be done with a one-size fits all approach. With this knowledge, we have been able to collaborate with agencies individually and determine based on their respective span of control and the needs of the division or positions under review what truly is necessary to operate efficiently and effectively. True allocation or reallocation of resources, position and funding budgets capped at MPP (Market Policy Position) or current salary, and giving up positions to hit mandated budget cuts has forced managers to use the most cost effective mix of people to accomplish what is required or needed and doing so has reduced agency flexibility. It is imperative that agency human resources be included as a strategic business partner in workforce planning discussions. Many conversations surrounding staffing, span of control, or organizational layers directly relate to human resources.

A partnership began with the Hay Group, a global consulting firm, in 2008. The goal was to redesign the State of Wyoming's classification and compensation systems. This goal was accomplished and the Hay classification structure was implemented in 2010; however, in doing so there were indirect consequences. As noted earlier, the policy that formerly required a supervisor to have three or more incumbents in order to be classified as such dissolved. This has been found to be a catalyst leading to the decreasing span of control numbers.

The old classification system used whole job ranking which means a position was placed into a specific classification based on how it compared to all of the other jobs within that particular class family. At the beginning of the project, there were approximately 8,656 employees. With the size and complexity of state government, the whole job ranking was not as legally defensible as other types of systems.

The model used by the Hay Group has six components: Compensation Philosophy, Classification (Description of work), Job Evaluation (the measurement of work), Pricing (Pay Structure), Pay Delivery (Recognition of performance of work), and Plan Administration.



In partnership with the Hay Group, a plan was established to first determine what type of work employees across the state were performing. In order to find out what 8656 employees did, we created an online system that allowed an employee to submit an electronic document describing the work they did. There were three types of documents used to describe the work done by employees. This was referred to as the ABC Process.

Description of Work

The “A” document was the existing Class Specification. The Class Specifications were documents used in the previous classification system that described the typical functions, education and skills required to perform the job. If an employee felt the class specification accurately described their job they entered the letter “A” in the online system and that document was used in the job evaluation phase of the project. There were 3801 “A” documents submitted for the project.

The “B” document was the existing class specification and the employee had the opportunity to add or delete anything from the existing class specification that didn’t describe their work. This information was used in the job evaluation phase of the project. There were 1759 “B” documents submitted for the project.

The “C” document allowed an employee to describe their job. This was called a job content questionnaire and it allowed an employee to describe the purpose, tasks, problems and challenges, authority and responsibility, scope and impact, management responsibility if any and education, experience, knowledge skills and abilities required to perform the work. This document was then used in the job evaluation phase of the project. There were 3096 “C” documents submitted for the project.

Job Evaluation

The second phase of the project was to evaluate 8,656 documents using the Hay Group Guide Chart®-Profile Method of Job Evaluation. This was a process that involved the exercise of judgment in identifying and assessing differences between jobs. The resulting evaluation measures know-how, problem solving, and accountability. This system measures each job using the same criteria, thus ensuring a more defensible and consistent classification system.

A team of 28 state employees from 15 different agencies representing most occupational groups were trained by the Hay Group in the evaluation method. Over the course of four full weeks, the job evaluation team evaluated 8,656 documents and performed multiple quality control checks on the evaluations throughout the process.

Agency Relativity Review

Once all the documents were evaluated, each agency was given the opportunity to review the evaluations for relativity within their own agency. Agencies were given the opportunity to identify positions that the evaluations did not make sense and submit justification and additional documentation to be reviewed. This information was reviewed by HRD staff and compared to the original documentation provided and re-evaluated.



Classification Structure

To develop the classification structure, 24 occupational groups and 142 occupational families were identified. Agencies were requested to place each position into one of the 142 occupational families, and classifications were then created within each occupational level for every level that there was an evaluation. All jobs within the same occupational family and at the same job evaluation level received the same class code and class title. For example, positions evaluated at level 08 and performing duties in the engineering family were classified as an ENEG08, Engineer I.

Class Specifications

New class specifications were developed based on the documents received during the ABC process. The class specifications included all levels of jobs within the occupational family and identified the differences between levels.

Employee Review

Employees were provided the new classification code and classification title for their position and requested to review the new class specifications and provide any additional language that may be necessary to ensure the class specifications reflect the work they perform.

A&I HRD Reviews

Throughout both the agency review and employee reviews, A&I HRD staff reviewed the original documentation, the submitted requests and justifications to determine if any changes were needed. Final decisions were completed in December 2009.

Communication

Throughout the project, A&I HRD provided leadership to the HR community and employees with information and updates on the project through various means including employee newsletters, posters, payroll stuffers, e-mails, a dedicated web page, Agency head and HR specific meetings.

Compensation Philosophy

In addition to the processes outlined above, the project also included revising the Statewide Compensation Philosophy that included collaborating with leadership of the Executive and Legislative Branches of government. There are eight component statements in the compensation philosophy.⁹

The new compensation philosophy was adopted into law during the 2009 Legislative Session.

Compensation

The redesign of the compensation system also entailed creating new pay structures. This included identifying, surveying and collecting relevant labor market data on benchmark jobs. The Hay Group in partnership with A&I HRD staff conducted a compensation survey of various benchmark positions among

⁹ [State of Wyoming Statement of Compensation Philosophy](#) for Executive Branch Employees



comparable counties, cities, public and private entities. The benchmark positions surveyed included executive, management, professional, clerical and trades level positions. Sixty-five (65) benchmark positions were surveyed. Forty-three (43) entities participated in the survey.

Data was also used from the Central States Compensation Association, the Wyoming Wage Survey, Wyoming data from the HayPayNet (Hay Group national survey), and the Wyoming Hospital Association Survey. Five (5) pay tables were created each with a market policy position. The MPP (Market Policy Position) uses survey data and regression analysis to align internal equity with external market which meets component statement three of the compensation philosophy.

The General pay table, Nursing and Highway Patrol pay tables and Criminal Investigation pay table were implemented in March 2010. The Executive pay table was implemented in June 2010 and the Attorney pay table implanted in August 2010. Employees whose salaries were below the minimum of their respective grade were adjusted up to the minimum.

The fourth area in the Hay Group model is for the Pay Delivery or Recognition of performance of Work. While this was not included in the Hay Project, A&I HRD revised the State of Wyoming's Performance Management System which will be explained in more detail later.

Plan Administration: State Personnel Rules & Compensation Policy

As part of the Plan Administration the State Personnel Rules were revised in November 2009 and the State of Wyoming Compensation Policy were changed in March 2010 to reflect the changes in the compensation philosophy as well as changes in the classification and compensation systems.

Extensive work went into the Hay study and it was important to include "total points" for each position in which a supervisor was responsible. The Hay system would be used over time to determine whether employees worked outside of their current classification and assist agencies and HRD in determining factors that go into whether a certain division or section should have a wide or narrow span of control. Through this process, the Hay system will stay intact.

Factors affecting "total points" include a determination of whether the position is single or multiple function, knowledge, problem solving, and accountability, which are factors that HRD takes into consideration when classifying a position. A supervisor can supervise a larger number of employees if those employees are performing regular, routine work. Another supervisor may supervise fewer employees if the employees have the subject matter expertise in certain areas.

Data Assessment

Approach/Scope and Methodology

HRD began this span of control review with the creation of a steering committee known as the Director's Executive Committee (DEC). The DEC consisted of Dean Fausset, A&I Director; John Cox, DWS Director; Bridget Hill, State Lands Director; Todd Parfitt, DEQ Director; Darin Westby, State Parks Director; Tony Young, ETS Director; and Michelle Panos from the Governor's Office. Monthly meetings were held with the DEC to assess progress.

A total of 19 state agencies were selected to participate in the span of control review.

- Department of Administration & Information
- Department of Agriculture
- Attorney General's Office
- Department of Audit
- Department of Corrections
- Department of Enterprise Technology Services
- Department of Environmental Quality
- Department of Family Services
- Game & Fish Department
- Department of Health
- Military Department
- Department of Revenue & Taxation
- State Construction Department
- State Engineer's Office
- Office of State Lands & Investments
- State Parks & Cultural Resources
- Department of Transportation
- Water Development Office
- Department of Workforce Services

HRD collected data from several sources:

- Review of other states and organizations that have published reports related to span of control;¹⁰
- Review of data from the State Auditor's Office PAIL (Position Allocation Incumbent Listing), which included supervisory relationships as of June 30, 2018; and,
- Interviews with state agencies.

HRD created consistent data for all 19 state agencies included in the span of control review. All components of the organizational structure were included in the analysis. The data collected from the PAIL was vetted initially by HRD and sent to agencies prior to the agency's interview so that each agency had an opportunity to correct position information and reporting relationships. Reporting relationships were identified by position, not active incumbents.

¹⁰[Shared Google Folder – Articles Cited in Report](#)



HRD made a point to not only include filled positions, but also include vacant positions because at some point they may be filled and thus, supervised by another. Currently, the State is operating with around 1,093 permanent and temporary vacant positions. Operating with this many vacant positions has put a burden on agencies. This is due to the unfunded liability of retirement payouts or the limited flexibility agencies have to offer salary increases to existing staff.

Agency-specific organizational charts and spreadsheets were designed and shared with agencies to assist with the review of span of control. The intent of the information provided was to provide a consistent platform so all agencies could effectively and efficiently analyze the organizational structure utilized. The organizational charts served as a visual representation. This information included titles, position numbers, home units, locations, and any applicable span of control. The spreadsheets provided agency-specific assessment data, which served as a tool to assist the agencies, in more detail. Within the spreadsheet was a series of tables that enabled agencies to edit and filter data. This resource identified “red flags” and allowed agencies to qualify circumstances and isolate areas where efficiencies could be achieved.

Each agency’s organizational chart and assessment data was presented during the interview between the specific agency and HRD. Valuable insight was provided by the agencies while examining this data. The conversations that came up during the interviews and afterwards were documented in an agency-specific executive summary that can be found in the appendix.

Definition of Terms

At-Will Contract Employee (AWEC)

An individual hired by the State of Wyoming to provide technical or professional services through a contract which clearly states the duties, responsibilities, and benefits for a specific period of time. The terms and conditions of employment are defined in the contract.

Direct Report or Subordinate

An employee whose performance evaluation (PMI) is signed by a supervisor.

Effective (adj.)

Producing a desired result.

Efficient (adj.)

Performing or functioning in the best possible manner with the least waste of time and effort.

- The difference between effectiveness and efficiency can be summed up shortly, sweetly and succinctly – being effective is about doing the right things, while being efficient is about doing things right.

Employee

Any active incumbent employed by the State of Wyoming.

Enterprise Agency

State agency whose policies and rules affect all other agencies.

Executive Position

Any position that is classified in the executive occupational group. These positions are generally upper management positions.

Lead Worker

Senior level employee who has one or more employees assigned to their area of expertise and who directs, plans, delegates, schedules, assigns, evaluates, and reviews the work of assigned employee(s).

- Lead workers do not have direct supervisory authority.
- Hay refers to a lead worker as senior or principal.

Management Layers – The number of levels in an organization excluding line workers.

Manager

An agency head, supervisor, or other employee having the authority to exercise management rights, develop management policies, or make such recommendations requiring the use of independent judgment not of a routine nature.

- A manager's focus is on the overall strategy of the agency or division from a strategic perspective.
 - Must have broader insight into the operations of the entire business than a supervisor in order to ensure that their division is aligned with the strategy of the agency as a whole.
 - Allocates resources including financial, material, and personnel to meet agency and divisional goals as needed.
- A manager supervises a team generally consisting of subordinate supervisors or highly technical senior employees having oversight of a specific program area.
- Conducts PMI's for direct reports.

Organizational Layers

The number of levels in an organization including line workers.

Organizational Structure

Comprised of span of control and organizational layers.

Occupational Study

The review of an entire occupational group. Collection of information may include the study of relationships with other positions, tasks performed in other positions, organizational structures, program goals, and other related factors.

Permanent Employee

For use of this report only, an active incumbent who is considered probationary, permanent, or at-will as defined by the State of Wyoming Personnel Rules.

Reclassification

The process a position undergoes when a classification review with HRD has been completed and a change to the position's occupational group and/or class family has occurred.

Span of Control

Identified reporting relations within the organization; recognized as the number of employees reporting to a supervisor.

- Span of control can be referred to as one of two types:
 - Narrow span of control – a single manager or supervisor who oversees few subordinates; this gives rise to a tall organizational structure.

- Wide span of control – a single manager or supervisor who oversees a many subordinates; this gives rise to a flat organizational structure.
- Observed as 1:3 or 1^3 (one supervisor per three direct reports).

Supervisor

An employee having a statutory or properly delegated authority to appoint, suspend, transfer, promote, dismiss, lay off, demote, assign work, regard, direct, resolve grievances of or discipline other employees; or to effectively recommend such actions if the exercise of such authority requires the use of independent judgment and is not routine in nature.

- Oversees a group of people responsible for the routine, day to day operations of the business.
 - Assigns daily work and keeping employees on track
- Conducts PMI's for direct reports.

Temporary Employee

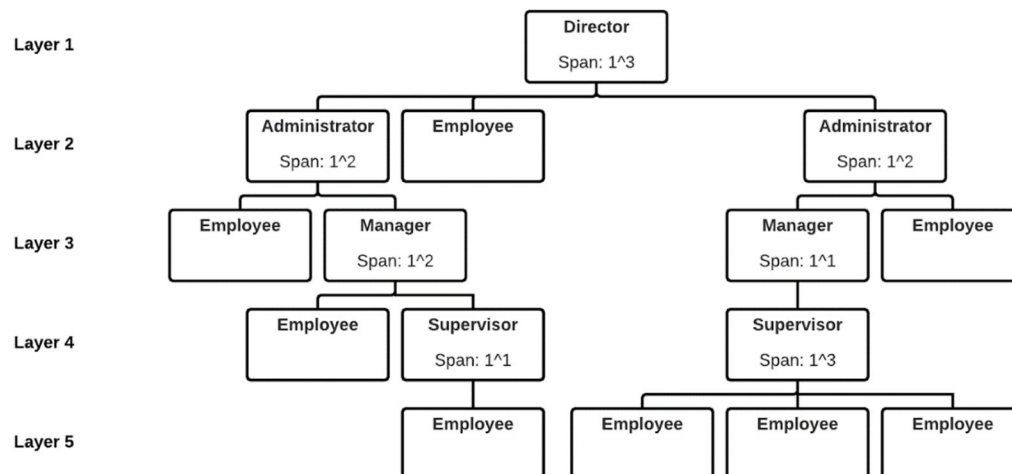
For use of this report only, a seasonal, AWEC, or otherwise at-will employee who has no expectation of continued employment and may be dismissed at any time without cause or reason.

Vacant Position

A position not filled as at the time data was run – HRD worked with the agencies to assign these appropriately and did include them in the findings.

Organizational Charts

Exhibit 1: Organizational Chart Example



Due to size restrictions, HRD decided not to include the department specific organizational charts in this report. Specific detail about each agency can be observed in the appendix.

Data Extracts

Images below include current aggregate data compiled from the 19 state agencies included in the review. Position counts include positions from all funding sources. In addition, while temporary positions need to be included when possible this creates a dilemma as reporting relationships for temporary employees are not maintained or audited regularly as they do not participate in the PMI process. Permanent positions were primarily used for this reason. Unless noted, for the purposes of this report, the tables below do not include temporary positions.

The average span of control is calculated using the average direct reports per supervisor. In the numbers displayed below it's important to note that positions belonging to agency heads and positions in the Military Department that report to a federal position are not included in the average span of control. These positions are, however, included in the position counts. For example, using Table 1, in 2018 there were 19 agency head positions and 79 positions that reported to a federal supervisor – to calculate the average span of control for only supervisors included in this review, these 98 positions have to be subtracted prior to calculating the average span of control.

Table 1: 2018 Span of Control and History

Year	Permanent Positions	Supervisors	Average Span of Control
2018	8285	1681	1 ^{4.87}
2014	8490	1705	1 ^{4.93}
2008	8427	1431	1 ^{5.88}

The implementation of Hay and position cuts have contributed to the decreasing span of control.

Table 2: 2018 Span of Control (Permanent vs. All Positions)

Permanent Positions	Non-Supervisors	Supervisors	Average Span of Control
8285	6604	1681	1 ^{4.87}
All Positions	Non-Supervisors	Supervisors	Average Span of Control
8925	7244	1681	1 ^{5.25}

The utilization of temporary positions is necessary for some agencies to fulfill statutory obligations. The inclusion of these positions can greatly influence span of control.

Table 3: 2018 Span of Control by Department

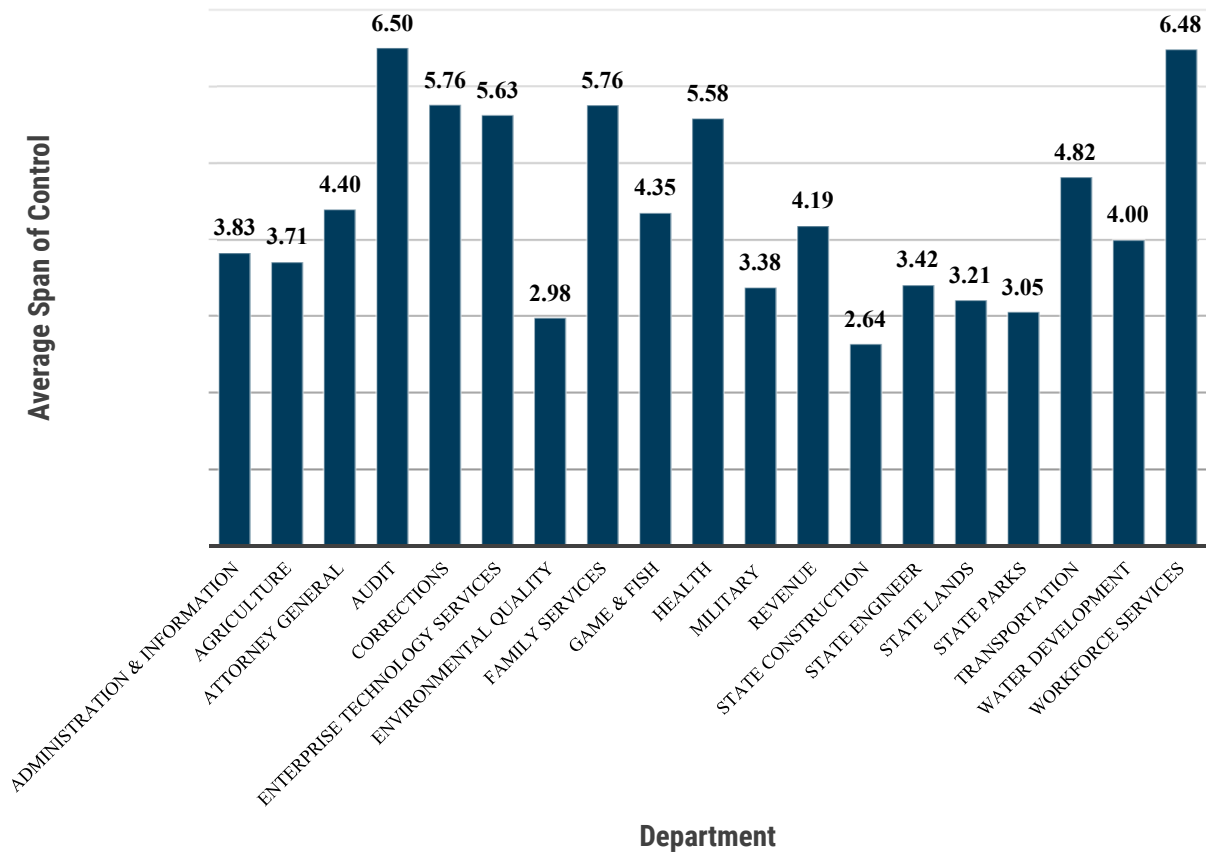
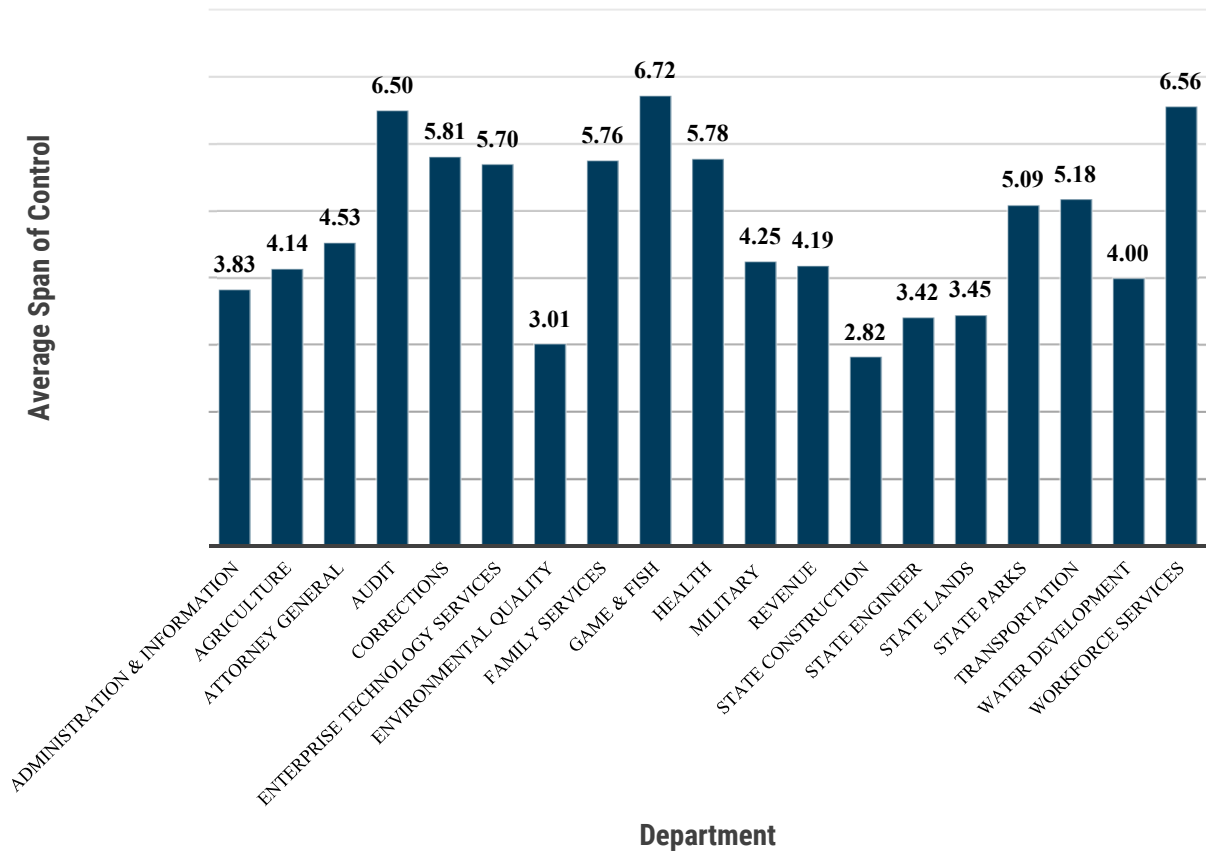


Table 4: 2018 Span of Control by Department (with temporary positions)



With the inclusion of temporary positions, some agencies saw no change; however, some agencies saw span of control increase on average by two direct reports.

Table 5: 2018 Span of Control and Supervisor Count

Span of Control	Supervisor Positions	Supervisor Positions (%)
1^1	222	13.21%
1^2	206	12.25%
1^3	250	14.87%
1^4	215	12.79%
1^5	217	12.91%
1^6	167	9.93%
1^7	141	8.39%
1^8	87	5.18%
1^9	50	2.97%
1^10	31	1.84%
1^11	32	1.90%
1^12	13	0.77%
1^13	14	0.83%
1^14	8	0.48%
1^15	4	0.24%
1^16	3	0.18%
1^17	5	0.30%
1^18	4	0.24%
1^19	1	0.06%
1^20	1	0.06%
1^21	1	0.06%
1^23	1	0.06%
1^25	3	0.18%
1^30	1	0.06%
1^32	1	0.06%
1^33	1	0.06%
1^39	1	0.06%
1^54	1	0.06%
Total	1681	100.00%

The span of control varied by agency, ranging from 1:2.64 to 1:6.50.

Table 6: 2018 Low and High Spans of Control by Department

Department	Span of Control						Total
	1^1	1^2	1^3	1^9	1^10	1^11+	
Administration & Information	8	12	6				26
Agriculture	3		6				9
Attorney General	6	9	5	1		1	22
Audit		1	1	1		1	4
Corrections	11	8	19	10	4	10	62
Enterprise Technology Services	2	2	2			1	7
Environmental Quality	29	18	12		1		60
Family Services	8	5	6	5	3	7	34
Game & Fish	12	24	14	3	2	7	62
Health	48	31	37	3	4	31	154
Military	18	10	6			2	36
Revenue	2	3	6	1			12
State Construction	2	4	2				8
State Engineer	2	8	13	1			24
State Lands	11		6				17
State Parks	19	9	13	2		2	45
Transportation	33	55	87	16	10	19	220
Water Development	1	1	1				3
Workforce Services	7	6	8	7	7	14	49
Total	222	206	250	50	31	95	854

HRD identified that some spans of control are less efficient than others. The “total” within this table represents the number of situations for spans of control referenced. These less than efficient spans of control can include both those that are too narrow or too broad. HRD captured the percent of potential problem areas that exist today.

Table 7: 2018 Span of Control by Location

Location	Supervisor Positions	Average Span of Control
Outside Cheyenne	853	1^5.47
Within Cheyenne	828	1^4.25

The State has positions located in 85 different cities throughout Wyoming. While these numbers on location may infer that the span of control within Cheyenne is more problematic than outside Cheyenne, the reality is that both spans of control within and outside of Cheyenne could be improved. Positions atop a typical organizational structure (layers 1 through 2 or 3 should have a narrower span of control compared to others further down in the organizational structure.

Table 8: 2018 Span of Control and Occupation

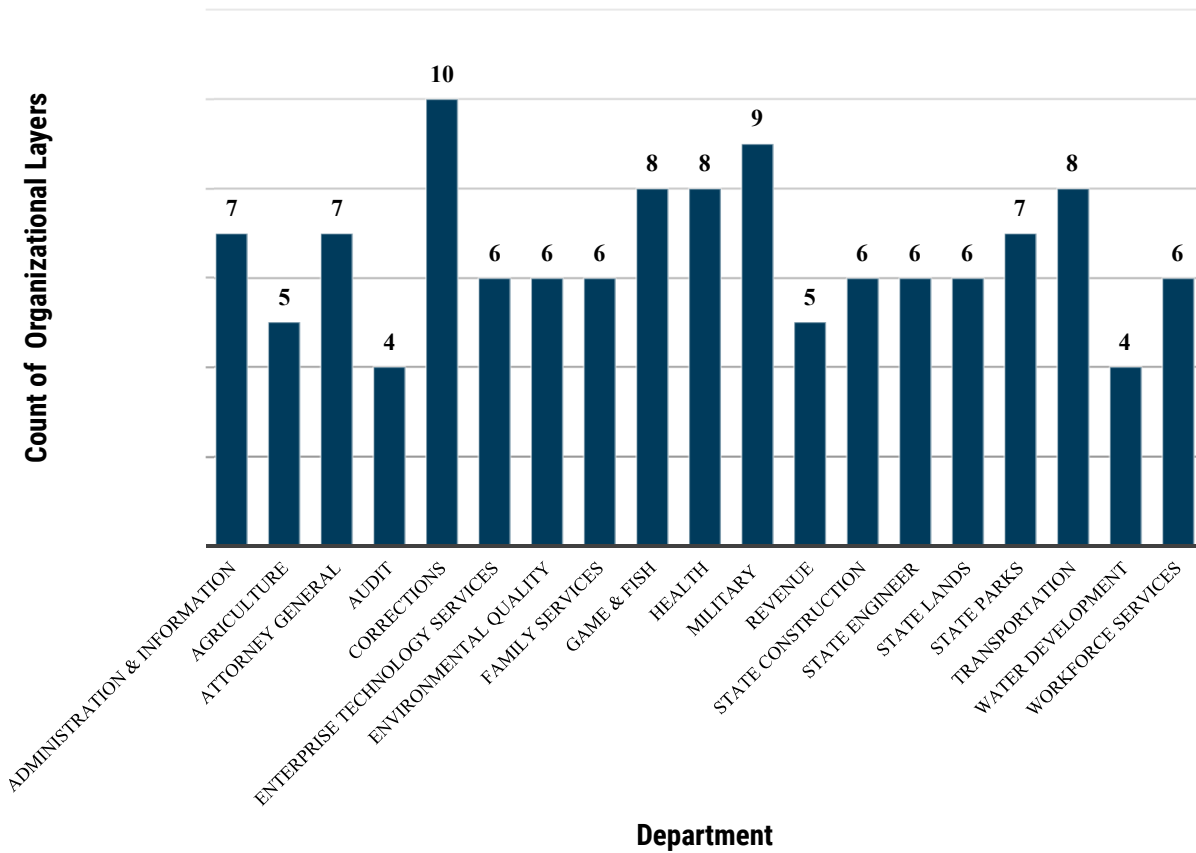
Occupation	Supervisor Positions	Average Direct Reports
Attorney	15	4.67
Managing Attorney	14	4.86
Practicing Attorney	1	2.00
Benefits & Eligibility	52	5.65
Benefits Program	27	5.30
Disability Determination	2	8.00
Quality Assurance	11	3.45
Workers Comp	12	8.08
Business Administration	145	3.24
Administrative Support	19	2.47
Business Operations	30	4.63
Drivers License	22	2.82
Drivers Services	6	3.33
Grants & Contract Administration	10	2.40
Legal Support	1	7.00
Mail Room	2	5.50
Policy/Strategic Operations	21	3.00
Production & Printing	2	2.00
Project Management	1	1.00
Records & Data Management	29	3.07
Risk Management	2	1.50
Computer Technology	50	5.34
Computer Technology Management	18	3.94
Enterprise Management	32	6.13
Correctional	127	6.10
Correctional Investigation	1	7.00
Correctional Program	17	4.82
Prisons	109	6.29
Cultural Resources	42	2.93

Archaeology	3	3.67
Cultural Resources	15	2.73
Library	3	4.00
Parks	21	2.81
Education and Training	17	4.41
Certified Teacher	8	5.63
Education Programs	2	5.00
Instructor	3	3.67
Vocational Training	4	2.25
Employment and Human Resources	40	4.53
Agency Human Resources	20	2.15
Central Human Resources	3	5.33
Employment	12	9.00
General Human Resources	2	1.00
Labor Standards	3	4.00
Engineering & Natural Resources	233	4.33
Agricultural Program Coordination	6	4.00
Architect	1	2.00
Correctional Forestry Management	2	4.00
District Forestry Management	5	1.40
Engineer	120	5.45
Forestry Management	5	3.80
Geologist	11	2.27
Landscape Architect	1	1.00
Natural Resources	82	3.29
Executive	145	5.57
Executive Management	140	5.68
Executive Officer	5	2.60
Financial	113	4.24
Accounting	57	3.86
Auditing	16	6.75
Budget	6	2.17
Economist	3	4.33
Purchasing	7	3.57
Revenue Appraisals	1	5.00
Statistician	2	3.00
Tax Examination	13	4.85
Warehouse	8	3.25
Fish and Wildlife	74	4.42
Fish Culturist	11	2.27
Game and Fish Management	56	5.05
Game Warden	2	6.50
Veterinarian	1	2.00

Wildlife Biologist	4	1.00
Healthcare Services	143	5.71
Doctor	2	3.00
Epidemiology	5	2.80
Health Programs	44	2.89
Human Services	23	9.65
Nursing	44	8.43
Occupational Therapy	1	1.00
Pharmacy	3	2.67
Physical Therapy	1	1.00
Recreational Activities	4	4.25
Registered Dietician	2	2.50
Scientific Laboratory	14	3.14
Inspection and Safety	15	4.67
Inspection	10	4.50
OSHA	5	5.00
Institutional Support Services	22	5.55
Food Services	19	5.37
Housekeeping	3	6.67
Land and Real Estate	13	3.62
Appraisals	1	3.00
Lands Management	11	3.73
Surveying	1	3.00
Public Information	6	2.50
Multi-Media	2	1.00
Public Involvement/Awareness	4	3.25
Public Safety	103	5.39
Academy Instructor	3	3.67
Criminal Investigation	1	5.00
Criminal Justice Information	2	7.50
Dispatch	5	9.20
Emergency Preparedness	3	3.33
Firefighting	18	1.89
Forensic Crime Laboratory	4	5.25
Highway Patrol Management	34	6.65
Investigators	3	4.00
Law Enforcement Security Officer	1	4.00
Port of Entry	15	6.00
Security Guard	4	9.25
Special Agents	10	4.40
Social Services	103	6.67
Adult Probation and Parole	16	9.63
Caseworker	14	5.14

Licensed Counseling	1	7.00
Medical Case Management	1	12.00
Social Service Program	48	6.21
Victim/Client Services	1	7.00
Vocational Rehabilitation	7	7.86
Youth Services	15	5.47
Trades	98	4.28
Aviation	1	1.00
Building and Grounds	29	3.31
Carpenter	1	4.00
Electrician	3	4.33
Fabricator	1	5.00
Heavy Mechanic	25	4.28
HVAC	1	1.00
Mechanic	2	4.00
Plumber	2	3.50
Skilled Trades	33	5.36
Transportation	125	4.62
Construction and Field Surveying	1	1.00
Drilling	1	4.00
Field Data Collection & Lab Analysis	6	3.33
Highway Maintenance	96	4.98
Photogrammetry and Survey	1	3.00
Pilot	1	8.00
Staff Technician	1	4.00
Technical Operations	16	2.94
Transportation Management Center	2	6.00
Total	1681	4.87

Table 9: 2018 Organizational Layer by Department



The total number of organizational layers varied by agency, ranging from 4 to 10. This disparity can be attributed to the agency's differing scope of duties and statutory obligations.

Table 10: 2018 Span of Control and Organizational Layers

Span of Control	Management Layer									Total
	1	2	3	4	5	6	7	8	9	
1^1	1	7	36	75	36	46	14	6	1	222
1^2	0	10	29	59	49	42	12	4	1	206
1^3	4	16	39	61	36	61	27	5	1	250
1^4	2	8	48	47	44	46	18	1	1	215
1^5	1	18	33	60	24	39	20	18	4	217
1^6	4	13	22	48	23	22	20	7	8	167
1^7	4	7	22	26	31	20	6	8	17	141
1^8	1	5	12	15	12	23	12	2	5	87
1^9	1	1	6	13	12	5	8	2	2	50
1^10	0	0	4	9	6	8	3	1	0	31
1^11	0	0	0	0	0	0	0	0	0	0
1^12	0	0	4	9	6	4	7	1	1	32
1^13	0	1	2	4	4	1	1	0	0	13
1^14	0	0	3	1	5	3	2	0	0	14
1^15	1	0	1	2	4	0	0	0	0	8
1^16	0	1	0	0	2	0	1	0	0	4
1^17	0	1	0	1	0	1	0	0	0	3
1^18	0	1	0	1	1	2	0	0	0	5
1^19	0	1	0	2	0	1	0	0	0	4
1^20	0	0	1	0	0	0	0	0	0	1
1^21	0	0	0	1	0	0	0	0	0	1
1^23	0	0	0	0	0	1	0	0	0	1
1^25	0	0	1	1	1	0	0	0	0	3
1^30	0	0	0	0	0	1	0	0	0	1
1^32	0	0	0	0	1	0	0	0	0	1
1^33	0	0	0	0	0	1	0	0	0	1
1^39	0	0	0	0	0	1	0	0	0	1
1^54	0	0	0	1	0	0	0	0	0	1
Total	19	90	263	436	298	328	151	55	41	1681

Over 77% of the positions are located in layers 4 through 7.

Table 11: 2018 Layer and Supervisors

Management Layer	Supervisor Positions	Average Direct Reports
1	19	5.74
2	90	5.01
3	263	4.60
4	436	4.63
5	298	5.08
6	328	4.76
7	151	5.17
8	55	5.02
9	41	6.49
Total	1681	4.87

Typically, positions located atop an organization should have a narrower span of control. Positions atop an organization are found in the lower numerical layers. These positions have a tendency to supervise more complex duties and therefore, should not be asked to carry a broad span of control. As supervision moves down in an organization, span of control should rise. In theory, span of control and organizational layers should be portrayed as a pyramid.¹¹ This did vary by agency, but HRD discovered in the data that span of control typically lessened, the further down positions are found in the organizational structure. Some agencies did resemble a diamond effect where span of control did broaden initially until it reached mid-layers and at that point, span of control lessened again. One agency's span of control did resemble a perfect pyramid.

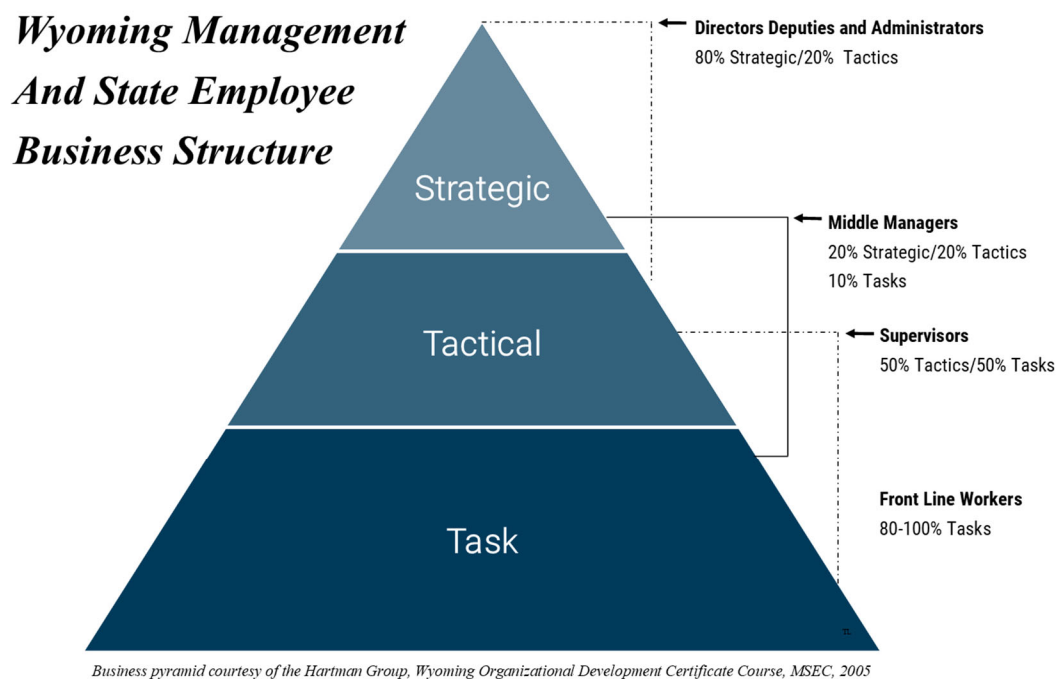
¹¹ See Findings on page 30

Findings & Recommendations

While management literature provides no single benchmark for optimal span of control, A&M recommended a 1:6-1:8 span of control for the State of Wyoming. This process has provided the agency an opportunity to identify what short-term changes they can make, and what longer term (through attrition) changes can be made to increase their current staffing ratios. Average span of control for the 19 agencies reviewed ranges from 1:2.64 to 1:6.50. The State of Wyoming has up to 10 layers within an agency. Span of control for individual supervisors ranges from a 1:1 to 1:54 relationship. The optimal span of control in a given agency depends on a number of factors. However, HRD has identified that spans below three or higher than nine can cause problems.

In general, studies have shown that the larger the organization, the fewer people should report to the top person. For example, the director of an agency should supervisor fewer employees than a manager. This was noted in the meetings as the pyramid structure. That flows from the idea that the top of the organization (first layer) is narrower, while the higher layers should contain the most supervision.

Exhibit 2: Pyramid Structure



Factors affecting the optimal span of control include:

- Whether workers perform tasks of a routine nature - that might permit a broader span of control
- Whether workers perform tasks of great variety and complexity – that may require a narrower span of control
- Whether the overall business situation is stable – that would indicate a broader span
- Whether the overall business situation is dynamic - that would require a narrower span

Other situations in which a broader span of control might be possible include when the manager delegates effectively or when there are staff assistants to screen interactions between the manager and subordinates. Similarly, a broader span of control may be possible when subordinates are competent, well trained, and able to work independently and when goals are well aligned with those of other workers and the organization. *Span of Control: What factors should determine how many direct reports a manager has?*, SHRM, April 25, 2013.

Narrow spans of control are more expensive, but they allow managers to have more time with direct reports that in some occupations is necessary. Pros of this organizational structure include spark growth and advancement. Cons of this organizational structure tend to center around communication. Communication within this model often becomes less effective as messages often pass through more layers of management. In addition, there is poor visibility between the top and bottom layers.

Wide spans of control generally are less expensive and are supported by supervisors with a larger number of direct reports. Pros of this organizational structure include greater employee autonomy, enhanced flexibility, and more effective decision making. Cons of this organizational structure include overloaded supervisors and less opportunities for growth that can have an indirect impact on employee morale and retention.

When HRD reviewed the Department of Enterprise Technology, their span of control had a nearly ideal model in relation to the pyramid example. In order to understand ETS's success, it is important to review how the agency was formed. ETS was created July 1, 2014. HRD finalized the cost-neutral, computer technology occupational study. This study reviewed 369 positions and created a new IT structure for the state. The study entailed looking at organizational structure, occupational groupings, reporting relationships, and exempt/non-exempt FLSA status. The new agency was rolled out with a new look at organizational structure and due to the success, it is still utilized today. With HRD's ability to conduct occupational studies in the future, adjustments such as those found when ETS was created, can be implemented for other agencies as well.

From these discussions, the strategic staff was able to identify key influencers for each particular Agency. HRD's overall strategy was founded on the principle that it is better to look and analyze the data from an agency-by-agency perspective rather than aggregate based on the factors. For example, while looking at location through an aggregate lens, the span of control appears higher outside of Cheyenne. However, in reality, many agencies identified specific field departments, programs, offices, etc., that had lower spans of control with no solutions on how efficiencies could be obtained in these areas. The degree of specialization has a large effect on span of control. Furthermore, a few position cuts in a small agency has a far greater impact on span of control than it does in a large agency.

The decrease in permanent positions has not led to a similar decrease in temporary positions. Agencies are not only employing temporary workers, but are also utilizing "temp services", non-paid/volunteer interns, and independent contractors. The Department of Corrections even mentioned utilizing inmates rather than hiring custodial, food services, or housekeeping positions. HRD describes these positions as the "ghost workforce". Many agencies acknowledged the use of the ghost workforce even though these positions are not full time employees.

Additionally, it was found in many instances, that lead workers were given employees to supervise as a result of succession planning and a formal way to increase the employee's salary during times of no salary increases. HRD can put the supervision back under the supervisor where it truly belongs and not affect the current lead worker. With the new PMI capabilities, the lead worker can still give input into the performance evaluation and gain the much-needed experience for personal growth and succession planning.

Throughout the process agencies and HRD had many enlightening moments that we may have known but seeing it in the data put things into perspective. For example, many of the large number of 1:1 and 1:2 ratios were 1:3 or 1:5 ratios previously, but were then reduced due to budget cuts. Similarly, most of the 1:1 ratios in agencies are in certain occupational families that would benefit from the shared services model and is also where the state would realize a cost saving.

Overall Findings

Finding 1. Efficiencies can occur for individual agencies through achieving an optimum span of control with the right number of layers.

Presently, the state's overall span of control ratio of front line staff to supervisors is 1:4, lower than target benchmarks of 1:6 initially recommended by A&M. HRD's review suggests this aggregate benchmark is feasible. Changes can be made with near-term corrections and long-term adjustments through reclassification and reorganization. Some changes are already being implemented; others will be handled through attrition.

Efficiencies attributed to achieving optimum spans of control and layers are likely to accrue from the following benefits:

- Improved communication
- Expedited decisions
- More consistency in worker expectations

Span of control improvements will not necessarily yield monetary savings in the near-term, but rather, over time exhibit themselves through reductions in payroll, benefits, and ongoing agency costs. Besides, savings have already been realized via program, budget, and position cuts from preceding years. In reviewing other studies, HRD found that many span of control studies are conducted during periods where the economy and the budget are growing. This allows the entity to get control of growth. Here, the State of Wyoming is conducting its span of control during a "downturn", where agencies have had their budgets and positions cut for the previous 3-4 years. In essence, many agencies have already realized their savings and are intending to utilize the span of control review to adjust from the position and budget cuts.

Finding 2. As cuts in positions have happened over the last 10 years, spans of control ratios have decreased overall.

In 2008, the state of Wyoming had 8,427 total filled and vacant permanent positions. Currently, the state of Wyoming has 8,285 total filled and vacant permanent positions. In 2008, the average span of control per supervisor was 1:5.76. Today (or in the current biennium) the average span of control per supervisor was 1:4.87. While managing reductions, agencies likely did not take spans of control, organizational layering, and other factors adequately into consideration.

In the future, HRD will take span of control, organizational layering, and staffing factors into consideration when looking at agency reorganizations, reclassifications, and occupational studies. This process will be incorporated into the normal business of HRD. This will benefit other agencies, similarly, as it did ETS. As can be seen by the occupational study conducted on the computer technology series when ETS was created, its span of control and pyramid structure are nearly perfect.

Finding 3. Directors and management teams for agencies participating in the span of control review believed that in general, short and long-term increases in spans of control can and are being made because of agency reviews.

In the appendix of this report, each agency summary can be found regarding what short- and long-term fixes are believed to be viable options in improving span of control. A&I, HRD will run another report in six to nine months to assess the effect the implementation of short-term changes has had on spans of control. Another report will be evaluated in 18 months to evaluate what long-term gains have been made.

It is important to note that 18 months is not long enough to see attrition gains. HRD concluded an at-will study in 2010 to determine what permanent position should be transitioned to at-will. Those positions with incumbents that were slated to go at-will were grandfathered in through attrition. To date, the State has only witnessed approximately 50% of those issues resolved eight years later. HRD recommends reviewing span of control on a yearly basis as a benchmark.

Finding 4. Longer-term changes need to be considered and made carefully to avoid sacrificing effectiveness for efficiency.

There is a need to consider de-layering while changing spans of control in order to realize the greatest savings and/or achieve maximum efficiencies. By de-layering, agencies may be able to eliminate middle management and hierarchy. Ultimately, this would involve implementing more lead workers. This practice could lead to better communication with employees, limit micromanagement, and increase employee motivation. Many departments are considering these long-term adjustments with their management teams or in consultation with HRD.

Finding 5. Because of varying levels of specialization and other differences in occupational families within state departments, it is better to analyze data and make span of control and layering decisions agency by agency rather than by using aggregate data to make across-the-board directives.

Many agencies have staff professionals, such as lawyers, nurses, or social workers, whose best practices include recommended levels of caseloads, staffing, and supervision. Agencies with enterprise functions sometimes do not support higher spans of control because of higher levels of specialization and the need to mentor or support staff they do not directly supervise (A&I, ETS, AG, etc.). It is important to make span of control and layering decisions at the agency level in conjunction with HRD to ensure that the Hay methodology remains intact.

Recommendations from the Span of Control Review

Recommendation 1. Span of control and other organizational factors should be a part of HRD's and other agencies' routine reviews.

HRD has identified that as a normal part of its internal practices, it will review span of control when a new position is authorized in an agency or when an individual reclassification review is conducted. When an agency reorganization or occupational study occurs, span of control and organizational layers will be one of the factors taken into consideration upon approval. Agency requests for HRD assistance in reorganizations should involve a discussion of how anticipated changes could improve efficiencies or outcomes. This collaboration should include education from both parties to achieve a common understanding of organizational terms and best practices.

Recommendation 2. Agencies going through the legislative process of requesting more positions or the elimination of positions should explain the impact on span of control and organizational layers in their statement(s) of need.

As benefits attributed with achieving an optimum span of control through the right number of layers are realized, communication associated with these areas needs to be clear and transparent between all State of Wyoming branches of government.

Recommendation 3. Agency heads should review cases and capitalize on opportunities where span of control could be improved.

Agency heads should review instances where a supervisor has three or fewer direct reports, or nine or more direct reports. In addition, all vacant supervisory positions should be reviewed before filling them to determine whether the positions can be replaced with line positions.

Agencies should begin with looking at the effectiveness of their operations before they look at the organizational structure to find efficiencies. HRD does not want to sacrifice effectiveness for hitting a target or efficiencies that do not allow the agency to meet its objectives. The end goal is to identify opportunities to increase span of control targets from 1:4, with appropriate staffing levels identified, based on industry standards with the following taken into consideration:

1. Factors affecting the outcome include overall division/section size and how that fits into the overall agency.
2. The depth and breadth of the types of positions supervised effects the appropriate staff to employee ratio:
 - Complexity of functions being performed;
 - Location of those positions performing the functions.
3. Shift staffing levels toward the front line supervisors with the overall goal to increase service levels.

HRD recommends that department heads review and justify cases where a supervisor has three or fewer direct reports, or has more than nine direct reports. HRD also recommends that all vacant supervisory positions be reviewed before filling them to determine whether the positions can be replaced with front-line positions, and in addition, agencies consider span of control before submitting reclassification requests. HRD is committed to including span of control in its review any time an agency reorganization or occupational study occurs prior to approval.

HRD would like to thank the Directors Executive Committee (DEC) members for their direction and willingness to pilot the project. The DEC consisted of Dean Fausset, A&I Director; John Cox, DWS Director; Bridget Hill, State Lands Director; Todd Parfitt, DEQ Director; Darin Westby, State Parks Director; Tony Young, ETS Director; and Michelle Panos from the Governor's Office.

More specifically, HRD wants to take this opportunity to thank each agency that participated in this process. All agencies worked diligently with HRD on this project. The agencies needed to be on-board with this project for it to be successful, and HRD staff cannot stress how appreciative they are to have the support and collaboration from the agencies.

Appendix

The following items have been included in the Appendix for informational purposes.

- A. Individual Agency Reports
- B. Governor's Letter
- C. Alvarez & Marsal Executive Report

Appendix A. Individual Agency Reports

Department of Administration & Information

2018 Span of Control: 1[^]3.83

2018 Span of Control (with temporary positions): 1[^]3.83

2018 Organizational Layers: 7

History

2014 Span of Control: 1[^]4.78

At the start of the review, the average span of control in A&I, supervisors to managers, was 1 supervisor for every 3.8 workers (1:3.8). A significant number of 1:1 and 1:2 reporting relationships were noted. A&I had eight positions that supervised one employee:

- Two in Professional Licensing;
- One in the State Library (media);
- One in accounting; and
- Four in the General Services Division:
 - One in Risk Management;
 - One in Procurement; and
 - Two in Facility Maintenance.

A&I had 12 positions that supervised two employees:

- Two in the Economic Assistance Division;
- Two in the Director's Office (Two in Agency HR);
- One in HRD/Employees Group Insurance; and
- Nine in the General Services Division:
 - One in Surplus Property;
 - One in Facility Leasing; and
 - Seven in Facility Maintenance).

These low ratios have all happened over time, according to the people, resources, needs and choices available.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Over time, a number of key factors have prevented or discouraged higher span of control ratios in A&I.

- **Compensation:** A&I's 1:1 and 1:2 ratios have often happened because there's a lack of incentive pay to retain outstanding individuals or classification options that reward experienced or outstanding employees without becoming supervisors. Supervisor classification has sometimes been a way to increase compensation and retain valued staff.
- **Lack of systematic review in hiring:** Factors preventing subsequent reclassification or adjustment of 1:1 or 1:2 positions can happen for lack of structural re-evaluation following vacancy openings. They may also happen due to state personnel rules, which lack a clear process and rationale for reclassification of occupied positions and also contain very detailed grievance and appeal processes.
- **Reclassification barriers:** Managers are often reluctant to become involved in protracted grievances that arrive from perceived demotions or reclassifications. Managers may also feel it is unfair to penalize a good worker by removing supervisory responsibility and pay to meet ratios that may be arbitrary, given the complexity of the task or experience needed to fulfill program outcomes.

- **Staff Reductions** Finally, with staff reductions over past years, work teams have contracted, resulting in a number of working supervisors. This lessens the numbers of employees that can be managed effectively. This is particularly true for facility maintenance in the General Services Division.

Some of A&I's 1:1 and 1:2 ratios that occur at higher levels in the agency may be due to the nature of work prescribed by statute or legislative expectation. There is a stated legislative expectation for instance (but no statute) that the Division Administrator for Economic Analysis serve as the co-chairman of the state's Consensus Revenue Estimating Group (CREG).

Similarly, A&I's Budget Division Administrator is expected to oversee and advise on budget preparation for all agencies and cooperate closely with the Legislature's budget analysts. These are both complex and time-consuming responsibilities that require a high level of authority but leave diminished time for supervisory duties.

This may be more true for enterprise services or functions within the agency. In professional licensing, for instance, A&I employees may serve as executive directors for several boards at once, and each board's processes can be unique, according to their qualifications and scope of authority defined in W.S. Title 33. The specialized processes and management structures of these various boards makes oversight of a large number of executive directors difficult.

Proposals / Department Actions

In May, A&I's Director assigned a high-level assessment of 1:1s and 1:2s within the agency and asked for an initial evaluation on organizational structure that could inform discussions with administrators. The expectation is that through these assessments, administrators would be able to find short-term adjustments or longer-term solutions that may be based on attrition and re-evaluation of supervisory positions as they become vacant.

Position assessments regarding 1:1 and 1:2 positions were made using four tests provided by the Deputy Director from Deloitte, a consultancy group.

The efficiencies being sought initially included the following:

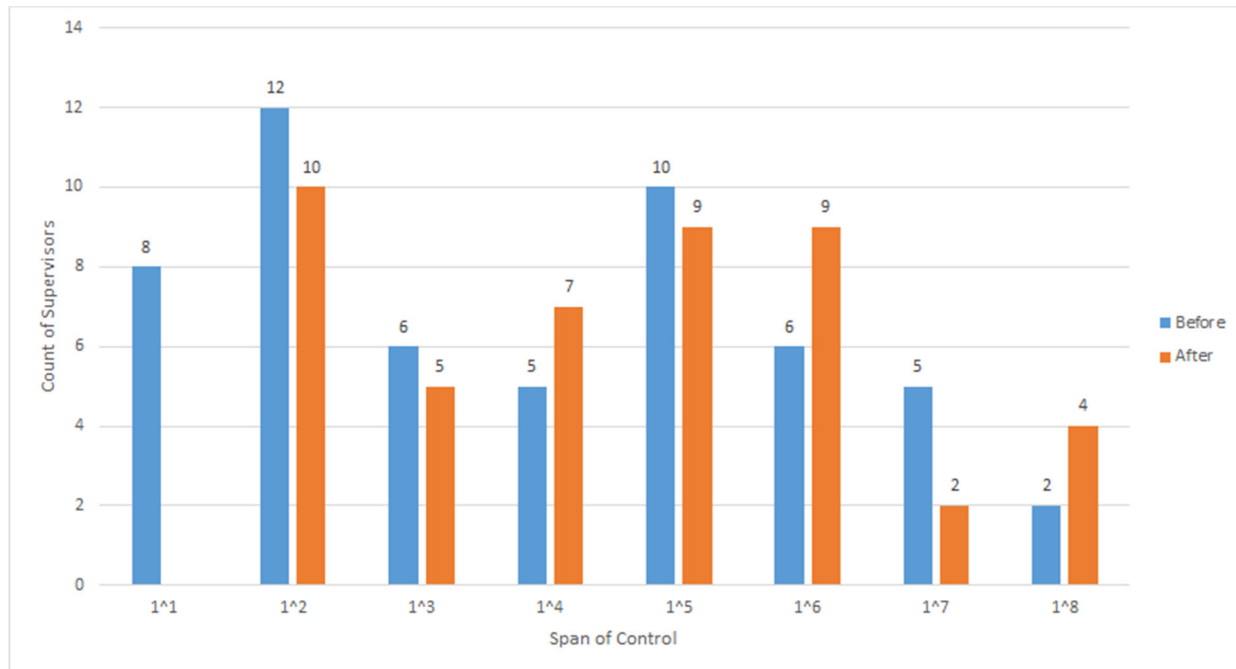
- Higher average spans of control should result in improved communication and more consistency in workload distribution.
- Higher average spans of control should eventually result in a slower rise in payroll costs in the near term, and lower payroll costs over time. The Alvarez Report observed that increasing the Span of Control could generate significant savings without a change in total staffing levels based on the average difference between supervisor salary and front line salary of approximately \$21,000.

Short Term:

Initial assessments of all agency spans of 1:1 and 1:2 took place in June and July. Follow-up meetings with administrators took place in August. Following initial review and restructuring, A&I Director Dean Fausset approved a memo on August 8 eliminating present supervisor to worker ratios effective October 1, 2018.

The October 1 memo encouraged administrators to eliminate 1:2 relationships by consolidation, wherever possible. By August 31, administrators are required to submit written justification for any 1:2 supervisor/worker relationships still in place for review by director. The Department's stated goal is to prefer a 1:3 supervisor/worker ratio as a minimum unless extenuating circumstances can possibly justify a lower one.

The following chart shows before and after span of control as of October 1, 2018.



Long Term:

A&I anticipates three long-term initiatives to complete an increase in its average span of control and maintain a higher average:

1. On or just after October 1, A&I's General Services Division will begin a test pilot to consolidate building maintenance assignments and groups to achieve greater spans of control within the program.
2. Once the pilot is initiated, A&I's average span of control will have increased from 1:3.8 to approximately 1:5. Once that happens, A&I will have reduced supervisory positions by just over 20 percent.
3. Agency HR sees an immediate opportunity with HRD's new programs for evaluating spans of control and levels of supervision to implement a routine position review of any new supervisory hire, using Deloitte's four tests. This could happen with a Director's memo. It may ensure full use of other classification tools to hire or retain experienced staff while preventing low ratios from creeping back in.

With position changes already made and those pending, A&I will have increased its average span of control from a beginning baseline of 1:3.83 to approximately 1:5.



Particularly in the General Services Division, lower spans of control have occurred in Building Maintenance and Trades Management. They have evolved from the need to adequately compensate valued staff and increase retention. Compensation and classification for these groups have been frozen for the last six years pending a trades management review.

Because turnover and training costs for new state employees are significant, the trades review should be completed as soon as possible.

Department of Agriculture

2018 Span of Control: 1^3.71

2018 Span of Control (with temporary positions): 1^4.14

2018 Organizational Layers: 5

History

2014 Span of Control: 1^3.54

The Wyoming Department of Agriculture (WDA) has 85 employees (78 full time and 7 part time/seasonal). Over the past five years, we have seen a trend of decreasing number of positions, the WDA is down six total positions, and most recently between BFY 17 and BFY 19 the WDA is down five positions. The positions that were eliminated are not supervisory in nature. As a result of these changes WDA leadership has evaluated staffing, responsibilities, tasks and supervisory ratios.

It is important to note, that the WDA has six very different divisions with differences in size and specialty of tasks. Three of these divisions are regulatory in nature and focus on specific areas of expertise from restaurants and meat plants to gas pumps and apiaries. This diversity of regulatory requirement coupled with specificity of knowledge can create challenging management structures to ensure that appropriate supervisory actions guide regulatory actions in each area.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

As previously discussed, each division of the WDA is set up in a very specialized way, for example in our Analytical Services Laboratory we have to have a supervisor for the Chemistry side of the laboratory and a supervisor for the Microbiological side of the laboratory. Though this division is small, these specialties do require specific management.

The biggest roadblock facing restructuring of any sort is that WDA currently has all supervisory roles filled. Over time, opportunities for change may arise, so the logical solution to handling this challenge is through attrition. Currently individuals are working to maximize performance in the structure as it exists. It is important to note that roadblocks to supervisor to employee ratios are not statutorily based limits. Therefore a legislative or statutory change would not affect the ratios at this time. The true issue is recognizing the size of the divisions, which is relatively small and the number of specialized staff within each division.

All of our six divisions accomplish extremely different tasks and the area of expertise of our supervisors in one of the divisions does not translate well to the other divisions. Three of the six divisions are regulatory by nature. The Consumer Health Services Division oversees restaurants, meat plants and swimming pools while our Technical Services division is regulating scales, gas pumps, fuel quality and apiaries. Each of these divisions utilizes the testing services of our Analytical Services Lab that is testing everything from feed and fertilizer to water. This diversity of requirements creates challenges in the supervisory ratios for a small agency like the WDA.

Proposals / Department Actions

To improve efficiency we will move position 00620 to be supervised by position 00670. Position 00620 is currently supervised by position 00090. Position 00090 is not considered a supervisory position and does not require a subordinate to maintain its current status. This position will focus on different job tasks in lieu of this supervisory responsibility. This will create greater efficiency by having one manager in this small division instead of a main manager and a subset manager as is the current structure.

Short Term:

Effective October 1, position 00620 will be supervised by position 00670. The completion date of October 1, 2018 will allow for completion of upcoming PMI phase. This change will increase supervisor 00670 to a 1:5 supervisory ratio and has this position overseeing all of the employees in this division.

Long Term:

The Wyoming State Fair has a new administrative structure that is effective September 1, 2018. The State Fair Board will be completing an analysis of the structure to ensure its efficiency. The WDA is committed to providing all administrative support necessary to this Board to complete this analysis.

Agency Needs Going Forward

N/A

Attorney General's Office

2018 Span of Control: 1⁴.40

2018 Span of Control (with temporary positions): 1⁴.53

2018 Organizational Layers: 7

History

2014 Span of Control: 1⁴.03

Law Office

The Agency ratios have been about the same as they are today for at least the past decade. In the Law Office, ratios have been about one supervisor for five to six staff members, typically with one of those staff members being a paralegal or legal assistant. The first line supervisors are practicing attorneys who carry their own caseloads. Above the first line supervisors are the five Deputy Attorney General's, who also work on specific cases in addition to their management duties. In the last five years, several of the divisions have expanded significantly because of contract attorneys in the private sector are no longer doing work that they were once contracted to do.

The Human Services Division has been reorganized from two to three sections which has required an additional supervisor. One section that handles the Department of Health (the largest state agency) has added two attorneys who handle recovery of Medicaid payments from the States. Another expansion within the Human Services Division has occurred in the Consumer Protection/ Tobacco Unit. Six years ago, the Attorney General's Office had only one half time Consumer attorney. As a result of recoveries in major consumer cases the office has been able to expand through Consumer Protection funds to three attorneys and two paralegals. This unit has been combined with the Department of Transportation attorneys into a single section. The third section in this division handles Department of Family Services issues. It has remained about the same for the last six years.

The Tort Litigation Division has also been reorganized due to expansion. For example the contracts unit has grown by one paralegal and two attorneys in order to accommodate a statutory mission of approving all state contracts within thirty days after submission from agencies. Recently, large numbers of contracts were added to this unit's portfolio from Wyoming Game and Fish and Wyoming Department of Transportation. A second section within the Tort Litigation Division that has expanded, with funding from Wyoming Department of Workforce Services is the employment section. It now handles workers compensation cases for all of southeast Wyoming which were formerly handled by private attorneys under contract. The other two sections of this division have been organized about the same as they have been in the recent past.

The analysis shows that the Criminal Division has an excess of supervisors. However, this has recently changed as a result of filling of two vacancies. The new organization structure will be a single supervisor beneath the Deputy who will supervise all the attorneys. Traditionally, this division divided its work between appellate work and post-conviction work. Most of this work is written briefs for productivity and professional development purposes, this functional division has been intentionally blurred and the attorneys do both kinds of work. In order to reduce the burden for PMI on the single supervisor, the two paralegals will be under the direct supervision of the Deputy which will give the Deputy three supervisees, the supervisor will have six.

Both the Civil Division and the Water and Natural Resource Divisions contain the organization structure that they have had for the last decade.

At the Executive Management level of the Law Office the organization chart has been consistent for the last decade. The Attorney General is shown as supervising only the Chief Deputy who then has numerous deputies or supervisors of the Law Office as direct reports. The Chief Deputy also has direct report from the Directors of DCI, the Law Enforcement Academy, P.O.S.T., Victim Services and the Council on Developmental Disabilities. In reality, the Attorney General and the Chief Deputy perform this management as partners throughout the year. The bottleneck, which has been successfully navigated, occurs twice a year during performance management evaluations and goal setting.

The organization chart also shows an administrative division under the Chief Deputy the fiscal/budget office supervised by a single person is pretty self-explanatory. However, two other subunits deserve mention. First, there is an administrator who is the Attorney General's Executive Assistant and manages one staff person. This has been the structure in the main office for the last decade and it works very well. This supervisor is not in a position to supervise any other personnel within the office because she is not an attorney and is not physically located where all the other attorneys and paralegals are officed. Second, is the Human Resources staff. Traditionally despite prostrations by A&I, the Attorney General's Office had one Human Resources Specialist. This was totally inadequate. The Human Resources Director supervises one staff person and this is unavoidable because of the specialized nature of the work and the confidential information that these two staff members handle overseeing of over two hundred employees of this agency.

Recently the Law Office has not only been subject to reorganization as a result of added functions and personnel, but it has been physically reorganized to put work groups together based on those functions. This entailed movement between floors that took several days in January 2017. This demonstrates the extent to which the organization structure has been fine-tuned, a necessity given the recent budget cuts.

Department of Criminal Investigation

For at least the last decade, DCI has been organized into three divisions, operations, crime lab, and criminal justice information systems. That structure is still in place. The operations division has offices throughout the state (northwest, northeast, central, southwest, and southeast). The supervisory ratio of these regional teams is natural with one team leader for each unit. You will notice that some of the regions have the authorization to have task force officers (TFO). These officers are employed by a local law enforcement agency but are assigned to work within the regional unit under the supervision of the team leader. The number of TFO's has lessened due to budget issues, but is still significant. These teams, as well as the computer crimes unit and criminal intelligence team, are divided into two groups each under a commander. Therefore, DCI shows six levels of supervision. However, this is deceptive as two of those levels consist of the Attorney General and the Chief Deputy Attorney General. Unlike the Law Office, the Attorney General and the Chief Deputy exercise overall management through the Director of DCI but do not exercise significant day to day supervision. Moreover, the operations deputy has, and continues to, serve as essentially a deputy director of DCI. Thus, the operations commanders perform vital roles and are not superfluous middle management.

The Crime Lab Division is organized more eclectically than is operations because the crime lab has specific technical functions that are often discrete. That means that specialists in certain functions such as DNA analysis are not qualified to perform other functions such as fire alarms or chemistry analysis. These are legal requirements because these personnel testify in court. Furthermore, certification of the laboratory requires these personnel to get specific training and certifications. As in the operations division, crime lab supervisors perform line functions alongside their staff members.



The third and final DCI division is Criminal Justice Information Systems. The two line supervisors in this unit have a significant number of staff under their direction. The deputy supervises those two supervisors, but is responsible for overseeing and understanding a wide range of highly technical functions. The DCI Director considered the possibility of combining two of the divisions but that did not include CJIS. The idea was rejected because it would have placed too many reports below one director.

Wyoming Law Enforcement Academy

The Law Enforcement Academy has maintained a fairly stable organization structure for the last decade. This consists of three areas; support services (building and grounds; food service/housekeeping), basic training, and advanced training. The Academy experimented with combining the food service supervisor with the housekeeping supervisor and discovered that the demands were too great. The three supervisors within the support services work alongside with their staff members but require supervisory authority. As to basic training, there are six instructors supervised by the basic training supervisor. However, there is also an overall supervisor who is needed to evaluate, modernize, and certify the curriculum and adjunct faculty.

Finally, the advanced training division has a low supervisor to staff ratio except that advanced training often functions with visiting and adjunct instructors from visiting law enforcement agencies as well as other agencies utilizing the facility for their own training purposes. The division was larger until Wyoming Department of Homeland Security recently pulled three positions and is providing that training through guest instructors that do not teach at the Academy any longer.

Victim Services Unit

Previously, the Division had the following ratios where the Director oversees the division to include the Deputy Director; an Administrative Assistant who is responsible for the entire division with specific responsibilities to the Compensation section in entering initial claim information into a CCVC Database; a Public Relations Specialist whom is responsible for annual statewide conference planning and other training events hosted by the Division; two Claims Analysts whose duties were identical, and were divided the alphabet between A-L; M-Z; three Regional Program Managers (RPM's) whom the duties of the state were divided into 3 regions. Each RPM had approximately 20 programs. Each RPM was also was responsible for administering a federal grant (VOCA-Assistance; VAWA- STOP & VAWA-SASP; and FVPSA).

Since 2011, when Director Chambers took over, drastic changes were made, incrementally over the period of 7 years. One of the very biggest changes to how the Division operated was the introduction of the reimbursement payment process in SFY 13. The entire role of the RPM's changed from merely program management to strong fiscal oversight and contract management. Due to this change the office's positions were re-aligned. We successfully re-classified the 2nd Compensation Claims Analyst into a 4th Regional Program Manager position; regions were realigned to reduce the number of programs per RPM.

In January of 2016, via attrition, the Division was able to eliminate the Public Relations Specialist position to meet budget reduction request by the Governor's office and State Legislature.

In November of 2017, the Division inherited the Safe2Tell program previously housed within DCI. To address issues with staffing levels and recruitment, the 2nd Safe2Tell position was re-classified into a Public Relations position. This position was also made subordinate to the lead Safe2Tell Administrator position for program management and strategic planning purposes.

In August 2018, the Division was able to successfully re-classify the RPM team and create a supervisor over the 3 remainder RPMs. This change was largely driven by the increased federal oversight responsibilities of the RPMs as a product of both rule changes in federal grants and a large increasing



federal dollars being administered by the Division. It became apparent to the Director, after the departure of senior staff and the addition of new hires, that the Division needed a supervisor to oversee all grant management, and to add the recommend 2nd level of review for reimbursements (recommendation of 2018 Department of Justice on -site review).

Current Staffing Composition is as follows:

Director

Deputy Director

Admin Assistant

Compensation Analyst

Regional Program Supervisor

3 Regional Program Managers

Safe2Tell Administrator

Safe2Tell Public Relations

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

The Attorney General's Office has four major divisions; the Law Office, the Division of Criminal Investigation, the Wyoming Law Enforcement Academy; and Victim Services Unit. It also contains several smaller units; Peace Officer Standards and Training (P.O.S.T.) and Governor's Council on Developmental Disabilities. The statutory requirements are described in order of division.

Law Office

The Law Office has five major divisions that generally are organized without statutory requirements. However, there are several satellite units that are structured based on statutory requirements. First is the School Finance Litigation section, which consists of two lawyers and one paralegal. These staff members are paid from education funds rather than general funds. The Legislature requires this unit. There are times when School Finance Litigation is quiet and these attorneys and the paralegal do other work within the office which is accounted for on time and accounting sheets. Given the Legislatures requirement there is no possibility of merging this unit with a division and there would be no benefit from doing so. This unit has been separate for at least a decade.

The second specialized unit in the office is the Medicaid Fraud Control Unit. It is funded with federal funds and is strictly controlled by federal statute. None of the employees in this unit are permitted to do tasks other than Medicaid Fraud. Wyoming has the smallest Medicaid Fraud Unit of any state do to its population. There is no flexibility to merge this unit under any other supervisor other than the Deputy of the Criminal Division where this unit is located on the organization chart for purposes of the performance management initiative. The supervisor of this unit is the only lawyer in the unit and he supervises three non-lawyers. Therefore, the Hay Score is low for this supervisor by necessity.

Another satellite unit is the Medical Review Panel Unit. This unit consists of a Managing Attorney, three attorneys, and a paralegal. Until about five years ago this unit consisted of a single lawyer and a single paralegal and was located in Casper, Wyoming. Due to a joint initiative between this agency and the Department of Workforce Services, this unit has been expanded with non-general funds to cover workers compensation cases and additional work for the Oil and Gas Conservation Commission, both of which require work out of the Casper office. It is unlikely that this unit will be expanded further for the next year, so the Hay score for the supervisor will remain below some of the other scores within the office.

Division of Criminal Investigation

The Division of Criminal Investigation organization has not been a result of specific statutory requirements. There are numerous statutes that require various personnel in DCI to perform specific functions, for example permitting concealed firearms. However, these required functions can be organized with flexibility.

Wyoming Law Enforcement Academy

Like DCI, the Law Enforcement Academy has specific statutory charges, but it also has flexibility in organizing staffing. Recent changes in statute now create an additional funding source for advanced training for all law enforcement agencies. Currently we only have one person dedicated to the development and coordination of advanced training.

Victim Services Unit

No inflexible statutory requirements.

Peace Officer Standards and Training (P.O.S.T.)

P.O.S.T. is created by statute and is required to have an Executive Director who performs day to day work on behalf of the P.O.S.T. commission. This unit must be independent of the Law Enforcement Academy with respect to approving the training programs offered by the Academy. Without a statutory change the Executive Director cannot be in the chain of command of the Director of the Law Enforcement Academy. Until recently there were two staff members under the P.O.S.T. Director, but to budget cuts there is now only one.

Governor's Council on Developmental Disabilities

The Governors Counsel is another entity created by statute that has been placed within the Attorney General's office for administrative convenience. The council itself is quite large but like P.O.S.T. the day to day work is accomplished by an Executive Director who currently supervises two staff members. There were formally three staff members before the recent budget cuts. This council is federally funded for the most part and it cannot be combined with any other unit.

Proposals / Department Actions

Wyoming Law Enforcement Academy

Focus the job responsibilities of the associate director position to oversee all curriculum and instruction delivered at the academy; both basic and advanced training. Through attribution reclassify one manager position to a supervisor position for advanced training which was lost during recent budget reduction activities. This will place all training under the oversight of the deputy director and one training manager who then supervises two first line supervisors. Those two will then have commensurate numbers of staff. One basic instructor position will be moved to advance training responsibilities.

Victim Services Unit

I believe we have already addressed efficiency by what the Division had already accomplished with re-classifications and staffing re-alignments.



Short Term:

Wyoming Law Enforcement Academy

Revision of deputy director JCQ and selection to fill vacancy. Hiring vacant instructor position to focus on advanced training responsibilities.

Long Term:

Wyoming Law Enforcement Academy

Through attrition – reclassify manager position to first line supervisor of advanced training.

Agency Needs Going Forward

N/A

Department of Audit

2018 Span of Control: 1^6.50

2018 Span of Control (with temporary positions): 1^6.50

2018 Organizational Layers: 4

History

2014 Span of Control: 1^6.47

The Department of Audit has five (5) divisions:

- Administration Division
- Division of Banking
- Public Funds Divisions
- Mineral Audit Division
- Excise Tax Division

Each division is separate and distinct in their statutory duties and responsibilities.

The Department of Audit's organizational chart has four (4) tiers:

- Director (1) - Has five (5) direct reports for a 1:5 ratio.
- Executive Management (5) - Range from two (2) to nine (9) direct reports with an average ratio of 1:4.6.
- Auditing Managers (10) - Range from five (5) to eleven (11) direct reports with an average ratio of 1:7.6.
- Auditors/Licensing/Support Staff (76) - Have no direct reports.

The Administrative Division, Executive Management ratio is 1:2.

- Five (5) Information Technology positions were absorbed by ETS.

The Public Funds Division, Auditing Managers (2) ratios are 1:5 and 1:6.

- Three (3) Auditor positions were cut as part of the state's budget reductions. Previously the ratio was 1:8 before budget cuts.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Elimination of positions have not equated to efficiencies. Fewer audits are being performed which results in less audit coverage, lower compliance and less revenue to the state.

Each division is driven by separate and distinct statutory mandates. Additionally, divisions have various governmental auditing and regulatory examination standards. Each division has individual peer reviews and Federal contractual obligations.

Proposals / Department Actions

We do not currently have any proposals to restructure the department.

Short Term:

N/A

Long Term:

N/A

Agency Needs Going Forward

To have General Fund positions returned that have been cut in the past.



Department of Corrections

2018 Span of Control: 1^5.76

2018 Span of Control (with temporary positions): 1^5.81

2018 Organizational Layers: 10

History

2014 Span of Control: 1^6.64

The Wyoming Department of Corrections contributes to public safety by exercising reasonable, safe, secure, and humane management, while actively providing offenders opportunities to become law-abiding citizens. Departments of Correction are distinct from most other governmental functions. Each institution and office control, supervise and/or manage the lives and behaviors of criminal offenders. Each institution is a microcosm of any incorporated community. These are 24-7 operations that must provide to a captive population everything made available to those who live in our communities from medical, dental and mental health, food, clothing, laundry and shelter to education, work, industries, programs, commissary access, library services, facility maintenance, records, mail services, and enforcement of rules and regulations, just to mention a few.

The Wyoming Department of Corrections (WDOC) has experienced staffing changes over the history of the Department. Specifically, the last ten (10) years have seen the largest growth in staffing as well as the largest decrease in staffing. The department experienced its highest staffing of 1,301 in 2010 and since that time, WDOC has eliminated 60 positions and defunded 122 positions. This reduced the staffing level to the current 1,119 funded positions.

WDOC has a unique situation in determining supervisor to staff ratios as the agency is able to use inmate workers in place of the need for full-time State employees. While all of the agencies operations are overseen by WDOC employees, much of the physical work in areas such as food service, laundry, maintenance, industries, grounds keeping and janitorial services is done by inmates under the direct supervision of staff. Therefore, whether in the classroom or kitchen, WDOC supervisors not only oversee and direct the state employees under their charge, but inmates as well as part of their daily tasks. Therefore, while a supervisor may supervise 2 or 3 WDOC employees, they also supervise 10 to 55 inmate workers, depending on the operation. WDOC is able to justify these supervisor to staff ratios.

Upon review of the agencies current staffing, there were some areas identified for greater efficiency and the agency has planned for many changes which will be implemented within the next six (6) months. There are a few longer term plans but with the implementation of the identified improvements, WDOC will move our span of control from 1:5.81 to 1:6.55.

History of Agency Ratios:

The Wyoming Department of Corrections contributes to public safety by exercising reasonable, safe, secure, and humane management, while actively providing offenders opportunities to become law-abiding citizens. The Wyoming Department of Corrections (WDOC) contributes to the Wyoming quality of life by providing for the safety of families and individuals through effective management and rehabilitation of offenders in prison and in the community.

WDOC has two divisions which are supported by administrative operations in the Director's office. WDOC adheres to the core principles of effective correctional interventions by assessing individual offender risks



and needs and addressing them through evidence-informed practices, which has led to WDOC offenders having one of the best success rates and WDOC having one of the lowest recidivism rates in the nation. In addition, all WDOC facilities and operations are fully accredited by the American Correctional Association and are 100% compliant with the requirements of the Prison Rape Elimination Act .

Departments of Correction are distinct from most other governmental functions. Each institution and office control, supervise and/or manage the lives and behaviors of criminal offenders. Each institution is a microcosm of any incorporated community. These are 24-7 operations that must provide to a captive population everything made available to those who live in our communities from medical, dental and mental health, food, clothing, laundry and shelter to education, work, industries, programs, commissary access, library services, facility maintenance, records, mail services, and enforcement of rules and regulations, just to mention a few. While all of these operations are overseen by WDOC employees, much of the physical work in areas such as food service, laundry, maintenance, industries, groundskeeping and janitorial services is done by inmates under the direct supervision of staff. Therefore, whether in the classroom or kitchen, WDOC supervisors not only oversee and direct the state employees under their charge, but inmates as well as part of their daily tasks.

The **Field Services Division** includes adult Probation and Parole services, Adult Community Corrections centers, Interstate Compact, Addicted Offender Accountability Act (AOAA), Field Training and Field Policy development. Field Services operates twenty-four field offices throughout Wyoming. Each office varies in size based on the offender population in that area. The division is organized by programs and districts. Program managers directly supervise program staff such as Interstate Compact and AOAA; District Managers directly supervise Probation & Parole Agents (Agent) in each district office. Field Services consists of 192 staff to supervise and provide service to approximately 6,778 offenders.

The **Prison Division** includes five (5) correctional facilities, medical & mental health services, rehabilitative services, case management, classification, substance abuse and sex offender treatment, religious services, vocational and educational services, Industries, Security Threat Group management, and Safety, Construction & Maintenance. WDOC operates the Wyoming State Penitentiary (WSP) located in Rawlins; Wyoming Honor Farm (WHF) located in Riverton; Wyoming Honor Conservation Camp & Boot Camp (WHCC) located in Newcastle; Wyoming Women's Center (WWC) located in Lusk; and Wyoming Medium Correctional Institution (WMCI) located in Torrington. The Prison Division consists of 989 staff performing various functions for the effective and efficient operation of each facility to supervise and manage approximately 2,244 inmates as follows:

- WSP is a high custody facility. Total bed capacity is 826 with a current operating capacity of 608. Total staff allocation is 356, with 46 (12.9%) of those positions frozen and unfunded.
- WHF is a minimum custody facility. Total bed capacity is 295 with a current operating capacity of 289. Total staff allocation is 80, with 5 (6.25%) of those positions frozen and unfunded.
- WHCC operates two programs; a minimum custody conservation camp (243 beds) and a close custody Boot Camp for youthful offenders (64 beds). Total bed space is 311 and current operating capacity is 307. Total staff allocation is 96, with 6 (6.25%) of those positions frozen and unfunded.
- WWC is all levels of custody and manages only female inmates. Total bed capacity is 299 with a current operating capacity of 246. Total staff allocation is 108 with 18 (16.7%) of those positions frozen and unfunded.

- WMCI is medium custody facility and serves as a high-needs facility for inmates with advanced medical, mental health, substance abuse, and other treatment needs. Total bed space is 720 with a current operating capacity of 666. Total staff allocation is 349 with 39 (11.2%) of those positions frozen and unfunded.

Higher custody and advanced needs facilities require more intensive staffing levels. Custody level of the inmates indicates the level of risk the inmate poses and therefore higher risk inmates and those with advanced needs require more staff to supervise to ensure the good order of the facility.

The **Director's Office** includes Public Information, Investigation Unit, Human Resources, Employee Assistance & Wellness, Research, Policy & Planning, Records Management, Victim Services, Fiscal, and the Training Academy. Also included in this office are Division Administrators and central administration staff to maintain each program area. The Director's office consists of 60 staff to support the agency.

The Wyoming Department of Corrections (WDOC) has experienced staffing changes over the history of the Department. Specifically, the last ten (10) years have seen the largest growth in staffing as well as the largest decrease in staffing. In January 2008, WDOC had 951 staff to support four (4) prisons, twenty-one (21) field offices and central administration. This was prior to the addition of the Wyoming Medium Correctional Institution (WMCI) in Torrington. From July 2008 through July 2010, WDOC grew to 1,301 positions with the additional positions to support WMCI. In addition, WDOC added some positions to Field Services and increased our field offices to twenty-four (24) (with at least one for every county in Wyoming).

From 2012 to 2014, 20 positions were eliminated through legislative action. Then, in 2016, WDOC was required to eliminate or freeze additional positions. Specifically, in April 2016, 40 Correctional Officer positions were eliminated from WDOC's 2017-2018 budget. WDOC was also required to freeze and defund an additional 122 positions. These positions varied from line staff to supervisors and all of the job duties had to be shuffled to other positions to cover. These positions remain frozen and unfunded and it is unknown when these positions may be available to fund. This reduced WDOC's positions by 182 from 1,301 to the current count of 1,119. During this time period the offender population WDOC manages increased 831 from 8,241 in FY2012 to 9,072 in FY2018.

Due to the various position cuts over the last six (6) years, WDOC has continually reviewed and re-organized areas or functions to meet the needs of the State of Wyoming and the agency. Upon review of the agencies current staffing, there were some areas identified for greater efficiency and the agency has planned for many changes which will be implemented within the next six (6) months. There are a few longer term plans but with the implementation of the identified improvements, WDOC will move our span of control from 1:5.81 to 1:6.55. WDOC's supervisor to staff ratios are mostly in line with the recommended ratio of 1:6 with 66% of supervisors having a span of control ranging from 1:5 to 1:8. The exceptions will be discussed in detail.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

A. Use of Inmate Workers

The biggest roadblock in determining appropriate supervisor to subordinate ratios is the use of inmate workers to perform duties within the prisons. Rather than hiring State employees to perform duties such as housekeeping/janitorial services, food service, maintenance, ect., WDOC uses inmates to perform this work. The inmates are supervised by WDOC staff in the performance of these duties. This keeps inmates busy, builds their work skills and allows them to earn a small wage while incarcerated. Their work is

managed like a regular employer so staff responsible for these programs accept applications from the inmate for the job, interview the inmate, hire the inmate, evaluate the inmates performance, discipline inmates if their behavior violates the rules, and fires inmates - the basic expectations of any supervisor. However, this work is not recognized as supervision by the State of Wyoming Classification system because the inmate does not receive a performance evaluation through the State of Wyoming Performance Management Instrument (PMI) even though the inmate does receive a performance evaluation through an internal WDOC process. One example is in our Food Service operation. A Food Service Supervisor may directly supervise two (2) Food Service Specialists and fifteen (15) inmate kitchen workers. The Food Service Specialists provide the direct supervision to the inmates but the Food Service Supervisor provides daily direction and overall supervision for each shift of operation. They assign work to the inmates in the preparation of food and properly operating a kitchen, ensure inmate kitchen workers are trained in SafeServe guidelines, direct and guide the inmate kitchen worker in preparing and serving the food, and clean-up ensuring dishes are properly cleaned and sanitized. In this scenario, while the supervisor to staff ratio appears to be one (1) supervisor to two (2) staff, in reality, the Kitchen Manager is supervising 17 staff - two (2) Food Service Specialists and 15 inmate kitchen workers.

1. Kitchen Operations

This scenario is true in all five (5) of our prison kitchen operations. While meal preparation seems straightforward, these are complex operations. These meals must meet dietary, religious and medical requirements that are not required in typical food service operations. The Kitchen Manager is responsible for proper meal preparation to meet the specific needs of all inmates within their facility, ordering, managing a budget and scheduling all staff and inmate kitchen workers.

- At WSP, the Kitchen Manager is responsible for the management of two (2) kitchen operations and the production of approximately 2,000 meals per day. In addition to the Kitchen Manager, there are three (3) Kitchen Supervisors, an Associate Buyer, nine (9) Food Service Specialists and 56 inmate workers. The main kitchen, which includes the Bakery, is in a Central Production Facility (CPF). This is located in a separate building from the main prison which is referred to as South. There are inmates housed in a unit next to the CPF which typically serve as workers for the kitchen. At WSP, meals are served to inmates either directly in the cell, in the unit or in the dining hall - this varies based on the inmate's custody level. When meals are prepared, they have to be transported from the CPF to the various locations at WSP. The kitchen facility uses staff to transport meals by van to the South facility and other WSP locations. In the South facility, there is also a kitchen which prepares food and processes food trays coming from CPF. Currently, WSP Food Service operates with a Kitchen Manager who supervises Kitchen Supervisors and Food Service Specialists. Upon review of the current PMI assignments and given the complexity of WSP's food service operation, WDOC will move supervision of some Food Service Specialists from the Kitchen Manager to the Kitchen Supervisors. This will change the supervisor to staff ratio to 1:4 for the Kitchen Manager and three (3) Kitchen Supervisors. However, with the inclusion of 56 inmate kitchen workers, this ratio is justified due to the actual numbers of kitchen workers that require supervision. This will provide better supervision and enhanced efficiency.
- At WHCC the Food Service Program is staffed with one (1) Manager and three (3) Supervisors. Normally these would seem adequate for any food service operation; however at the Wyoming Honor Conservation Camp they serve over 900 meals a day over 3 meals to three distinct populations requiring different dietary guidelines. The Kitchen operates from 4:00 AM to 6:30 PM in order to cover all three meals to the different populations. The supervision ratio for the Manager is 1:3, however this is misleading in that there are 52 Inmate Workers that cook, bake, serve, clean and perform many other functions that make the kitchen work. Without the help of these inmate workers, we would have to hire several additional staff which of course would greatly increase

cost. This additional responsibility of supervising the inmate workers in an incarcerated setting where additional security measures are required, justifies the current supervision ratio.

- WHF operates similar to WHCC. This food service operation is staffed with one (1) Manager and three (3) Supervisors with 30 inmate kitchen workers. The same justifications as above apply here as well.
- WMCi operates similar to WSP. They have two kitchen operations to also include the Kosher kitchen. This operation is staffed with one (1) Kitchen Manager to three (3) Kitchen Supervisors, nine (9) Food Service Specialists and about 55 inmate kitchen workers per shift. The span of control of each is justified for the same reasons noted above.
- WWC operates similar to WHCC and is staffed with one (1) Kitchen Manager, three (3) Food Service specialists and 46 inmate kitchen workers. Again the span of control is justified for the reasons previously noted.

2. Maintenance

Maintenance is another function that utilizes inmate workers. The Maintenance Department is responsible for daily work orders, emergency work orders, construction projects, preventive maintenance, snow removal, lawn care, vehicle maintenance, maintaining security equipment, OSHA compliance as well as fire and safety concerns. In addition, there are inmate workers that are assigned to the various work crews that are also managed by the Maintenance Department. Without the assistance of these inmate workers, additional staff as well as relying more heavily on service contracts would be necessary. Utilizing inmate work crews is cost efficient because WDOC does not have to pay prevailing wages for this work. Hiring additional skilled trades staff in addition to outsourcing services would greatly increase the overall cost of maintenance to the prison. Inmate workers are assigned this work based on their custody level. Low risk offenders at the minimum security facilities are readily available to work on these crews. As the inmates custody level increases, the availability of inmate workers eligible to perform this type of work decreases. Therefore, more State employees are needed to maintain the higher custody level facilities. Allowing an incarcerated population to have direct access to tools and equipment that could be misused as weapons or to facilitate escapes obviously requires a higher level of continuous monitoring, supervision, and security safeguards by supervising staff. Given the size of the work crews varies from eight (8) at the WWC up to 67 at the WHF, the additional use of inmate workers justifies the current supervision ratios.

- WHCC consists of (1) Manager and (4) four trades specialists that are responsible for maintenance issues of a 311 bed minimum security prison. The prison consists of more than a dozen buildings (approximately 117,000 square feet) that are spread out over 44 acres. WHCC uses up to 32 inmate workers to assist in maintaining the facility.
- WHF consists of (1) Manager and (4) trades specialists that are responsible for maintenance issues of a 295 bed minimum security prison. The prison consists of more than a dozen buildings (approximately 97,000 square feet) that are spread out over 640 acres. WHF uses up to 67 inmate workers to assist in maintaining the facility.
- WMCi consists of one (1) Manager, one (1) Supervisor and fifteen (15) trades specialists that are responsible for maintenance issues of a 720 bed medium security prison. The manager and supervisor share PMI responsibilities. The prison consists of four (4) buildings (approximately 367,000 square feet). WMCi uses up to fifteen (15) inmate workers at any given time.
- WSP consists of one (1) Manager, two (2) supervisors and fourteen (14) trades specialists that are responsible for maintenance issues of a 826 bed maximum security prison. PMI responsibilities are distributed among the manager and supervisor as determined by responsibility, work function and number of inmates assigned. The prison consists of seven (7) buildings (approximately 295,000

square feet) that are spread out on portions of the 640 acres. WSP uses up to ten (10) inmate workers at any given time.

- WWC consists of one (1) Manager, one (1) supervisor and (3) three trades specialists that are responsible for maintenance issues of a 299 bed mixed security prison. The supervisor is essentially a lead worker and duties will be re-assigned accordingly following the current PMI process. The prison consists of five buildings (approximately 42,000 square feet). WWC uses up to 8 inmate workers to assist in maintaining the facility.

3. Correctional Industries

Correctional Industries (CI) in Wyoming, doing business as Wyoming Brand Industries (WBI) was created under Title 7 of Wyoming Statutes (7-16-206) “for purposes of assisting in the rehabilitation of residents of state penal institutions. Title 25 of the Wyoming Statutes (25-13-101 through 107) establishes the Correctional Industries Advisory Board (CIAB) and provides operating parameters for WBI. WBI is a group of manufacturing businesses and service providers working inside Wyoming correctional facilities with the specific intent to impart marketable job skills to the inmate workforce. WBI produces and sells diverse products and services ranging from garments, Braille transcribing, janitorial supplies, and print material to tilapia and worm farming. WBI also manufactures a growing variety of products for private sector businesses.

WBI operations are currently located at each of the five Wyoming prison facilities; Wyoming Women’s Center (WWC) in Lusk, Wyoming State Penitentiary (WSP) in Rawlins, and Wyoming Medium Correctional Institution (WMCI) in Torrington with full time WBI employees managing operations, and facility staff providing oversight of operations at the Wyoming Honor Conservation Camp (WHCC) in Newcastle and the Wyoming Honor Farm (WHF) in Riverton. Inmate employment statistics throughout the state in WBI operations for 2017 reveals 132 inmates participated in twelve unique programs providing revenue for products and services to a customer base of non-profit organizations, private sector companies, state and local governmental agencies and WDOC.

CI is operated out of central administration with industry shop supervisors at WWC, WSP and WMCI. While the supervisor to subordinate relationship between the shop supervisors and vocational trainers is 1:3 at these locations, they are also responsible for the supervision and job training of 20 to 35 inmate workers. The Business Office of CI is supervised by a Business Manager who directly supervises two (2) accountants and up to four (4) inmate workers. Again, recognizing the environment that these industries job functions are performed in (prisons) and who comprises the bulk of the workforce (convicted felons), lower level spans of control for PMI purposes is understandable, defensible and efficient.

4. Recreation

Recreation at WMCI is responsible for managing the recreational needs of inmates while incarcerated. This program promotes health and wellness for the inmate population and provides an outlet for physical activity to the inmate population which is paramount for the good working order of the facility. It ensures a safe operation. This includes the hobby program, all in unit recreational activities i.e. chess, checkers, cribbage tournaments, treadmills, equipment purchases and upkeep as well as the gymnasium activities. During work hours the manager and three (3) Recreation Specialists supervise up to 100 inmates at any given time who are participating in the activities described above. Due to the rigorous demand for recreation opportunities within a prison setting, the manager oversees staff as they prepare and implement routine tournament style schedules of various recreational activities - basketball, baseball, volleyball, chess, etc. The Recreation Manager is responsible for ordering of all recreation equipment, hobby supplies and games while remaining in budget. As part of supervision of inmates, the Recreation Manager maintains movement schedule of hours and various alternate locations where recreation occurs - recreation yard, in pod activities, gymnasium



etc. Due to various custody levels within the facility, the schedule must allow for separation of some units during their recreational period. The Recreation Manager coordinates with security to ensure contraband does not enter the facility and inventory materials routinely, ensure security of the hobby program. There are up to eleven (11) inmate gym workers that maintain the equipment, assist with equipment check-out, and clean the gym. While the current supervisor to staff ratio appears to be 1:3, with the use of inmate gym workers and the increased security-related duties that are required of all recreational staff, the ratio is justified.

5. Agriculture Program

The agriculture program at the Wyoming Honor Farm consists of one (1) Manager, three (3) program supervisors and one (1) administrative assistant. The Farm Manager supervises four (4) employees. Each supervisor oversees and manages a different program.

The Farm Manager is responsible for the oversight of the entire agriculture program. This position not only covers all the areas when they are short staffed but is responsible for managing the program to ensure ACA compliance, compliance with contracts, and budgeting. The supervisor has to have specific agricultural knowledge and community contacts. The supervisor represents the State while serving on various boards and coordinating with other State and community entities, i.e., Bureau of Land Management, Weed and Pest, and the Sale Barn. This position coordinates agriculture operations with security operations in a prison setting, works with other supervisors when making decisions that affect areas outside of the agriculture program, and delegates work while staying within policy. Given the breadth and scope of the work performed by agricultural staff as detailed below, the number of inmates involved in farm operations and the additional security precautions required, a 1:4 span of control is ideal.

The beef crew supervisor manages 23 inmates. This crew takes care of approximately 1550 acres of land in Lander, Wyoming. The supervisor travels alone, without security assistance, to Lander with up to 8 inmates while still overseeing and managing 15 additional inmates on the crew at the farm. The beef crew supervisor also manages the cow-calf enterprise of 250 bovine, which includes herd health, nutrition, grass rotation, watering, spraying, etc. In addition to managing the land in Lander and the cow-calf enterprise, the supervisor is responsible for inmate accountability to include count and census on an hourly basis.

The farm crew supervisor manages 25 inmates. This crew is responsible for 640 acres, 421 of them irrigated with crop rotation of barley (oats), alfalfa, and corn. This supervisor is in charge of training inmates on the safer operation of tractors and overseeing the hands-on operation of tractors after instruction. The supervisor is responsible for bidding fertilizer and seed. This position also is responsible for the oversight of the cultivation, harvest and stacking of crops. During hay season, the supervisor is tasked with the supervision and managing of up to 20 additional inmate workers.

The wild horse supervisor manages 30 inmates. This position is responsible for the continual training of inmates as they begin working with wild horses. The wild horse supervisor oversees the training of horses and burros from when they first arrive to the facility untrained until they are saddle broke and ready for adoption. Additionally, this position is responsible for foot care, maintenance, watering and keeping files for every horse. The wild horse supervisor holds 2 adoptions each year and oversees internet adoptions.

The administrative assistant is responsible for all clerical tasks and data entry for the agriculture program. This position inputs and submits inmate payroll into WCIS and keeps track of the records and inventory for the cows and hay

. This position also sets up conference calls once per month, completes minutes and is responsible for the coordination and correspondence for meetings held with other entities. This position covers various tasks when supervisors are not available to complete them, i.e., tool counts, census, roll call. This position



coordinates inmates to get clothing issue from the Warehouse and is the "runner" for the agriculture department. Additionally, this position tracks expenditures to turn into the business office, which includes getting bids ready for submission.

B. Staff Turnover, Recruitment & Retention

Another roadblock is staff turnover. WDOC typically experiences about a 25% turnover rate, primarily due to location, low pay relative to other local employers and a lack of affordable housing. Turnover impacts the supervisor to subordinate ratios as it takes time to fill positions. The average time it takes to fill a position is six (6) months although this does vary depending on the position and the number of applicants.

C. Facility/Office Location & Logistics

As mentioned previously the WDOC Prison Division manages five adult correctional facilities. WDOC has a wide variety of facilities and their layout and physical structure can impede supervisor/subordinate relationships. Prisons are controlled settings where living areas and other functional areas are separated by physical barriers for security purposes. Therefore, staff and supervisors are generally assigned by housing area or general function and are unable to move freely between various locations within the facility. They are, therefore, responsible for the supervision of all staff and inmates within their assigned area. (For example, A, B, C, E, G, or H Units at WSP, and General Population, Restrictive Housing, and Intake and Medical at WMCI, each have assigned staff and designated supervisors during each shift.)

The WDOC Field Services (previously known as Probation & Parole) currently has 9 districts that cover the entire State. We have at least one District Manager in every district. The three larger districts that include Natrona, Laramie and Campbell Counties have 2 to 3 District Managers due to the amount of agents/support staff they supervise which is driven by the number of offenders that are placed on supervision with the WDOC and the amount of presentence investigations required. We recently reclassified two supervisor positions to manager positions because they were basically doing the same work and the number of offenders had increased so the Division has moved agent positions from offices or districts to help cover the high caseloads in these areas. However case loads of agents has increased for agents in most districts. The Prison population has increased each year and the State is looking to identify different ways of using alternatives to prison through the Criminal Justice Reform which would decrease the cost of incarceration if units in the prisons could be closed, but will drive the number of offenders on supervision even higher. We currently have three agent positions, two support staff positions and one assistant trainer position frozen. If the number of offenders continues to increase the Department will need to evaluate the need of requesting unfreezing these positions. This would increase the costs of operations but would also greatly enhance efficiency.

The highest ratio is a District Manager in Cheyenne who is 1 to 14 but all of his agents/support staff are in Cheyenne. The other District Manager has a 1 to 12 ratio but also supervises the Torrington office which requires travel. Similar situations are occurring in Casper and Gillette. We also have Districts that are large such as District 2 covers Laramie, Rawlins, Encampment, Saratoga, and Wheatland. District 4 covers Evanston, Lyman, Kemmerer, Afton and the Valley, Jackson and Pinedale. District 6 covers Greybull, Lovell, Worland, Cody, Powell and Thermopolis. There are only so many District Managers and due to the size of the State and the amount of agents it takes to supervise offenders and write Presentence Investigation Reports per statute, we have tried to utilize the districts manager positions as efficiently as possible. But due to ACA standards and the number of offenders placed on supervision the workload for the District Managers are high. We have recently taken an agent position and reclassified it to a lead worker that will have no direct supervisor (PMI) responsibilities but will be trained to take on some of the District Managers responsibilities such as training new agents, review offender case plans and approving sanctions

when offenders are found in violation of their conditions, increasing the efficiency of that District Manager position. The down side is the lead agent's caseload size will reduce which will put more supervision responsibility on the other agents in that district. The Division will be completing a workload study with American Probation and Parole Association this year. This study will evaluate the workload of all agents and District Managers along with policy requirements to determine efficiency of the current workforce. It may make recommendations on more efficient use and distribution of staff and duties, the need for more staff, or modifications in policy that would be considered evidence based.

Statutory/Administration/Legislature obligations/requirements:

A. Statutory Requirements

1. Education

Recognizing the importance of education in helping reduce recidivism, the Wyoming Department of Corrections (WDOC) provides a variety of educational services to prison inmates. The WDOC is committed to providing quality educational and vocational programs to assist the incarcerated individuals to become responsible members of the family, workforce, and community upon release.

- **Adult Basic Education (ABE) and General Equivalency Diploma (GED) Preparation Program.** The ABE Program provides instruction for those inmates who do not have a verified high school diploma or GED to enable them to successfully prepare for and pass the GED test. All inmates are screened at intake and referred to the Education Department if they do not have a high school diploma or GED. Inmates who need additional assistance to improve their skills are encouraged to attend.
- **Special Education Program.** Pursuant to federal statutes, Individuals with Disabilities Education Act (IDEA), WDOC provides educational services to minors adjudicated as adults and sentenced to prison. Also, falling under this act are inmates younger than 22 years of age and inmates who have disabilities which may impede their progress in standard educational classrooms.
- **English Language Learners.** Inmates whose primary language is not English are provided an opportunity to attend ELL classes and improve their English language skills.
- **Vocational Education Programs.** The Wyoming Department of Corrections provides vocational education instruction to inmates with an identified need. The vocational education programs are designed to train inmates for jobs in the free world to assist with employment upon release. These vocational training programs are often coordinated with the WDOC's industries programs in order to provide inmates an opportunity to practice learned skills prior to release. Education and case managers work together to identify the appropriate program for identified inmates. Some vocational training may be college credit or linked to an apprenticeship program. The education program works closely with the Wyoming Department of Workforce Services, contractors and trade associations to assist inmates with job placement after release. Unfortunately, three vocational education positions are frozen and unfunded at this time. Return of funding to these positions so viable inmate job training programs can be reinstated and expanded are the agency's highest priority.

In accordance with W.S. 21-3-111 WDOC manages our Education program similar to the public school districts. Any school which receives public funds (which WDOC receives federal ABE funds), including a special purpose school, has a structure in place for teachers to be supervised by administrators. W.S. 21-3-111(a)(vi)(B) outlines the responsibilities of a principal, most of which are supervisory duties regarding teachers. As such, each Education program in WDOC facilities is established under the supervision of an Education Manager who is certified for public instruction in the State of Wyoming. The manager then

supervises from one (1) to four (4) certified teachers depending on the facility. Per HiSET requirements, ABE teachers cannot administer official HiSET tests, therefore, the Education Manager or someone else within the Education Department must administer testing. At the smaller facilities, only the Education Manager is able to serve in this capacity. The WDOC receives federal ABE funding. The Education Manager at each facility provides local oversight of the ABE requirements to ensure adherence to federal ABE assessment policies and documentation. Education Managers conduct regular education audits to maintain consistency with WDOC policy and procedure. Each program also uses inmate tutors who work under the instruction of the teachers. These tutors assist other inmate students with their classwork. The following outlines the structure for each facilities Education program. As indicated, these are complex programs and with the use of inmate workers, the supervisor to staff ratios are justified.

WWC

Education Manager supervises 5 employee positions and up to 58 inmate workers and students:

1. 3 teachers (2 ABE and 1 Vocational) + 1 Vocational position which is currently frozen
2. 1 Recreation specialist
3. Inmate law library and 1 law clerk (inmate)
4. Inmate library and 1 library clerk (inmate)
5. 2 inmate tutors
6. 32 ABE students
7. 22 Vocational students
8. Administers all intake testing and documentation for the facility (GAMA, TABE, VRI, Educational Verification, Education Case Plan)
9. Maintains all Special Education records and documentation per federal IDEA requirements.

WHF

Education Manager supervises 1 certified teacher and up to 45 inmate workers and students:

1. 1 ABE teacher
2. Inmate law library and 1 law clerk (inmate)
3. Inmate library and 5 library clerks (inmates)
4. 3 janitors (inmates)
5. 4 inmate tutors
6. 32 ABE students

WHCC/BC

Education Manager supervises 4 employees and up to 79 inmate workers and students:

1. 3 teachers (2 ABE + 1 Vocational)
2. Inmate law library and 1 law clerk (inmate)
3. Inmate library and 1 library clerk (inmate)
4. Inmate gaming lab
5. 2 inmate tutors
6. 29 ABE students
7. 8 ESL students
8. 38 Vocational students
9. Also serves as the facility's Industries supervisor
10. Facilitates all TPC testing

WMCI

Education Manager supervises 9 employee positions and up to 65 inmate workers and students:

1. 4 teachers (2 ABE + 1 Vocational + 1 Pre-Release) + 1 Vocational position which is currently frozen
2. 1 Law Librarian

3. 1 Librarian
4. 1 Intake Specialist
5. 1 Administrative Assistant position which is currently frozen
6. Inmate law library
7. Inmate library and 2 library clerks (inmates)
8. 3 inmate tutors
9. 49 ABE students
10. 8 ESL students
11. 3 Vocational students
12. Facilitates all TPC testing

WSP

Education Manager supervises:

1. 5 teachers (3 ABE + 2 Vocational) + 1 Vocational position which is currently frozen
2. 1 Law Librarian
3. 1 Administrative Assistant
4. 7 inmate tutors
5. 69 ABE students
6. 3 ESL students
7. 8 Vocational students

B. Administration Requirements

1. Reentry

Reentry is the release planning process all offenders will go through including the continuation of services from the Institution to the community. The goal of reentry is to increase public safety and reduce recidivism by developing a release plan that best fits the offender's needs. This is achieved through the prioritized provision and coordination of services necessary to facilitate a seamless transition of an offender from an Institution to the community. This process starts when the individual enters the Institution and continues when they are released into the community.

The WDOC Reentry Program is overseen by a reentry program manager who currently has a 1 to 8 span of control and a newly appointed reentry program supervisor who now has a 1 to 3 ratio. The reason for the disparity is in large part the timing of the PMI process relative to the filling of the supervisor position. But it is also due to the fact that the reentry program supervisor position has additional duties in directly pursuing, developing and maintaining community resources to support the overall reentry effort. This requires additional time and travel that would detract from the ability of the person to provide effective levels of supervision and PMI involvement. Once the current year's PMI process is completed and the need for focusing on resource development reduces, the spans of control between the two positions may be rebalanced.

However, the current span of control is also justified due to the nature of the work. Release planning includes several aspects that aid in the successful transition of inmates back into their home communities upon release from confinement such as treatment, housing, supervision, employment, education, healthcare, and other services. By assessing the individual's risk for recidivism and treatment needs, a comprehensive transition plan will be developed. By assessing each individual's risk to the community and establishing services based on identified needs, those with the highest risk will receive the highest level of services. Establishing services to address the offender's identified needs in the community is a collaborative effort between state and local agencies.



Offenders identified as medium and high risk/special needs will have Enhanced Case Management services. This includes additional release consultation, referrals, assistance with barriers to successful community transition, and additional case planning to address special needs and the individual's risk. Enhanced Case Management also involves coordination with staff from the Institutions and Field Services working together on establishing a transition plan. Addressing the offender's needs through programming and services while in the Institution and continuing these services upon release will enhance the offender's likelihood of success.

The reentry program is jointly managed between Prisons Division and Field Services Division. A Deputy Administrator from each division jointly supervise the ReEntry Program Manager. The ReEntry Program Manager and the Deputy Program Manager then supervise nine Reentry caseworkers. This arrangement skews the supervisor to staff ratio for the Deputy Administrators because one has the assignment of supervision under PMI yet both are responsible for supervision of the Program Manager.

2. Human Resources

The Human Resources office is responsible for all operations regarding personnel. Specifically HR is responsible for recruitment and selection, Onboarding, payroll, performance management, employee relations, employment law compliance, workers compensation, unemployment insurance, termination of employees. The typical HR staff to employee ratio is for an organization the size of WDOC is 1.4:100 employees (*see* How organizational Size Influences HR Metrics, Society for Human Resources Management, 2015). As such, WDOC should be operating with 17.4 HR professionals. Currently WDOC is managing all HR operations with 15 full-time staff: 5 in central administration, 1 in Field Services, 3 at WSP, 3 at WMCI, 1 at WHF, 1 at WHCC, and 1 at WWC. Central administration is responsible for HR Management of the entire agency. This section is managed by the Human Resources Manager who directly supervises three (3) staff. The HR Manager is also responsible for providing guidance on all HR matters to agency administration and all WDOC facilities and offices. The Deputy HR Manager directly supervises two (2) staff and is responsible for all recruitment and selection processes for the agency as well as employee relations matters. Given the subject expertise required for these positions and the high consequence of error, the 1:3 and 1:2 supervisor ratios are justified.

WSP and WMCI are the two largest facilities within WDOC and each have a designation Human Resources Manager to provide direct oversight to daily HR operations. The supervisor to staff ratio at these two facilities is 1:2 however, given the need to ensure accurate and efficient operations a manager is needed to manage the on-site HR staff. The agency is delivering a very high quality of service with a very low error rate with the current configuration and location of HR professionals within the agency, with no short-term plans for modification. However, we will continue to monitor to determine if efficiencies can be improved or consolidated without a loss in service quality.

3. Business Office

Business operations are responsible for all operations regarding the daily operations of the facility/division. It typically includes one Business Manager, one or two Accountants, one or two Accounting Technicians, one or more Warehouse personnel, one or more Commissary personnel, one Buyer, and one Receptionist. The supervisor to staff ratios range from:

Central Office/Field Services 1:4
WHCC 1:4
WHF 1:4
WMCI 1:5
WSP 1:8

WWC 1:3

Specifically Business Operations is responsible for budget preparation, monitoring and reporting, accounting for all funds, accounts payable, accounts receivable, purchasing, inventory control, inmate trust fund, inmate payroll, warehouse, and commissary. This is very detailed and exacting work, with little room for error.

Currently the WDOC Central Office is managing all business operations with 29 full-time staff: 5 in central administration and Field Services, 8 at WSP, 5 at WMCI, 4 at WHF, 4 at WHCC, and 3 at WWC. Central administration is responsible for Business Management of the entire agency. This section is managed by the Central Services Administrator who directly supervises 3 managers and 2 staff members.

The Central Services Administrator is also responsible for providing guidance on all business matters to agency administration and all WDOC facilities and offices. The Fiscal Manager directly supervises 4 staff and is responsible for all day to day business operations for the agency. Given the subject expertise required for these positions and the high consequence of error, the ratios are justified.

5. Policy & Planning

Given the extensive nature of the responsibilities of the policy and procedures program manager position in drafting, monitoring, reviewing annually, and revising all of the department's policy, engagement in strategic planning and reporting processes, and oversight of all inmate access to courts issues, along with acting as legislative liaison, a small span of control is appropriate. The current 1 to 2 ratio allows for the detailed work required of the position itself but also allows for training and understanding of the specialized work performed by those under the direct supervision of this position, thereby increasing agency efficiency..

The two positions supervised by the “policy and planning manager” require additional specific expertise and understanding: The Policy & Planning Coordinator not only assists with the writing and review of policies and procedures when assigned to do so, but also aids with the public information process and fully manages the inmate grievance process and appeals to the Director. Those duties require interviewing skills and a high level of familiarity with policies, litigation and case law. There is no one else in the Central Office with the expertise to directly supervise that position. The other position under the policy and planning manager’s PMI control is the Records Manager position, which is critical to the overall management of the agency and its extensive records. That position manages the flow of records generated from throughout the agency into electronic format and to and from archives. Having direct supervision of that position is closely tied to the effective management of policies & planning and having shared expertise increases the efficiency of both positions.

6. Records

There are approximately 8,100 inmate records within the WDOC. The records manager coordinates, calculates, and prepares inmate sentence information using highly technical procedures. Each inmate entering the WDOC has their sentencing information from the court which must be applied to the inmate’s time calculation and incarceration period. These sentence calculations ultimately are shared with the inmate and the Wyoming Board of Parole as well as various Judges when requested. Based on the behavior of the inmate while incarcerated, the records manager coordinates good time calculation and prepares quarterly reports which affect the inmate’s sentence structure. There are often sentence adjustments that are received from the court due to the various legal activities of offenders which result in a modification to their sentence which must be overseen by the records manager. They perform a variety of tasks associated with the management, implementation, evaluation and retention of a large and complex records system. The Records Managers at WSP and WMCI coordinate all of this information for the agency. They each supervise four

(4) staff who assist with managing all of these records. Given the subject expertise required for these positions and the high consequence of error, the 1:4 ratio for the records & data management supervisor positions is justified.

7. Construction & Maintenance Manager

The agency's Facilities Operations and Construction Manager coordinates and is responsible for the physical plant operations, construction and safety for five adult correctional facilities, the Training Academy, manager of the [22] Statewide Probation & Parole Office Environmental Health & Safety (EHS) inspections and ensures safety training of WDOC staff. The facilities encompass over 1,110,000 square feet in 110 structures on 5,756 acres of agency and state land. The objective is to keep the facilities maintained and repaired as needed and to proactively identify and correct issues with buildings and building systems to maximize the useful life span of State of Wyoming assets, working with the onsite facilities managers and their supervisors. This position supervises two (2) regional OSHA Specialists responsible for conducting Health and Safety Inspections. Given the technical knowledge of these positions, they must be supervised by a manager with that technical knowledge as well. Given the breadth and depth of this position, along with the needed technical expertise, the 1:2 supervisor to staff ratio is justified. However, the agency plans to shift these supervisory duties to another position and free this position from safety inspection oversight responsibility in order to increase the efficiency of the remaining job duties.

C. Legislative Obligations

Criminal Justice Reform and alternatives to incarceration

The State of Wyoming is currently engaged in a partnership with the Bureau of Justice, Council of State Governments and the PEW Center for the States to take a look at existing state policy and the resulting outcomes. The purpose of the review is to determine if alternatives to incarceration can be expanded in a way that continues to hold offenders accountable and enhances public safety, but is more cost effective than incarceration. It is anticipated that this review will result in legislation that will improve outcomes and enhance efficiency. However, gains will likely require investment of deferred cost savings into specific programs and additional staff, particularly in the areas of community supervision, offender jobs training and evidence-based treatment options.

WDOC must perform our mission in accordance to several legislative objectives that drive our staffing. Specifically in Field Services, 7-13-105 addresses Voting Rights for offenders which must be vetted through WDOC. This requires staff to review offender's rights to have voting rights restored. 7-13-107 relates to split sentencing where offenders are incarcerated in local jails rather than sent to prison. WDOC manages all of the contracts with the jails, provides funding and ensures compliance with Federal and State law. 7-13-303 requires Pre-Sentence Investigation Reports be written. 7-13-407 through 7-13-423 outline the duties of Probation & Parole Agents. In accordance with 7-13-1101 through 1107, WDOC must provide an Intensive Supervision Program, 7-13-1301 outlines the Addicted Offender Accountability Act (AOAA) program and 7-13-1606 defines Court supervised treatment programs such as the drug courts. This is but a sampling of legislative obligations which drive the expected duties of staff which then influences the supervisor to staff ratios. Often new legislation leads to new duties without the new resources required to efficiently complete them.

Proposals / Department Actions

In review of our current structure, WDOC is operating in an efficient manner, however, there were a few positions identified for restructure. By removing most lead workers from direct PMI responsibility, they will be able to better assist supervisors with completion of some tasks as well as the daily monitoring of staff duties. As a result, WDOC will be able to re-assign some employees after the current performance management process is complete to increase operational efficiency and improve our supervisor to staff ratios among those who already manage those lead worker positions.

First, to increase efficiency, WDOC will move the PMI supervision responsibility for caseworkers away from senior case workers (lead workers) to Unit Supervisors. Unit supervisors are responsible for all assessment, case plan development and program assignment and delivery of inmates housed within their assigned location. Doing so requires they work hand in hand with security, treatment and others as part of the unit management team. They are also primarily responsible for the performance management and assessment of individual case workers under their charge. Senior case workers, often referred to as case team leaders (CTLs), not only manage an inmate caseload like other case workers, but also guide the day to day work of the caseworkers assigned under their lead work and assist in monitoring case plan input and auditing of individual case plans. Having primary responsibility for PMIs rather than just having input through the unit supervisors limits the amount of time CTLs can devote to their primary assigned duties. Removing the lead workers from primary PMI responsibility will enhance case planning and increase workload efficiency.

WDOC also identified positions with 1:2 or 1:1 supervisor to staff ratios that are in reality lead worker positions. To increase efficiency, those positions would better be supervised by an actual supervisor. This is described in more detail below.

Short Term:

Movement of some PMIs from what are in reality lead worker positions to next level supervisors can be completed following this upcoming performance management process. This realignment will improve the ability of both groups to better perform their assigned duties and thereby increase agency efficiency. This includes the following:

1. Movement of Corporals to lead workers and the reassignment of Correctional Officers assigned to Corporals to Sergeants.
2. Movement of Senior Case Workers (Case Team Leaders) to lead workers and the reassignment of Caseworkers assigned to these positions to Unit Managers.
3. The Warden's executive assistants at WSP and WMCI currently supervise two (2) clerical staff and the executive assistant at WHF currently supervises one (1) clerical staff. The executive assistants will move to lead workers and the clerical staff will be reassigned to the Wardens for performance evaluation.
4. The probation and parole agent position assigned to Interstate Compact currently supervises one (1) specialist. This position will be reassigned to the Interstate Compact Program Manager and the agent will assume lead worker duties.
5. WDOC Field Services evaluated the 1:1 ratio for the Community Based programs manager and determined the Adult Community Corrections supervisor should be managed by the Deputy Administrator instead. In review of the Community Based Program Manager position, this position will be assigned other program management duties which will allow the Deputy Administrator position to become more efficient and may result in reclassification of the modified program manager position downward.

6. The WWC records manager position recently vacated. This will allow the records office technician (clerk) position to be reassigned to a different supervisor following completion of the current PMI process. WDOC will evaluate the records department at WWC to determine if utilizing the Records Managers at WMCI and WSP will allow for the reassignment and reclassification of the currently vacant Records Manager position and consolidation of time calculation are records oversight duties.
7. The WMCI Mailroom supervisor currently supervises two (2) mailroom clerks. At all other institutions the mailroom staff are supervised by the institution's security manager. WDOC will evaluate the mailroom operations at WMCI to determine if supervision of these staff can be reassigned to their security manager as well and if such would result in an increase in efficiency. If completed, this may lead to the review of this position for proper classification.
8. The WWC Maintenance Department will move all maintenance staff under the supervision of the Maintenance Manager and move the Maintenance Supervisor to the more proper lead worker role. This will increase the ability of the lead worker to guide day-to-day maintenance functions throughout the institution, increasing efficiency of both the lead worker and the maintenance manager.
9. Prisons Division will evaluate the Correctional Industries Business Office operation and the 1:2 ratio for the Business Manager. This may result in reassignment of the accountants to the Correctional Industries Program Manager or to the possible consolidation of business office functions. Should that occur, the Business Manager position within industries may need to be reviewed for proper classification.
10. WDOC will evaluate the 1:2 ratio of the Deputy Human Resources Manager to determine if these staff supervised can be moved to the Human Resources Manager without an accompanying loss of efficiency.

In summary, WDOC previously assigned PMI duties to some lead worker positions including corporals and senior case workers in an effort to both recognize their lead worker status and train them for the PMI process as a staff development tool. Instead of continuing this isolated practice, as noted above, WDOC now plans to utilize lead workers (other than lead probation and parole agents) to assist with daily supervision and guidance of work with the ability to provide input into performance evaluations, rather than assigning them primary PMI responsibilities. This will increase the ability of lead workers to perform their daily duties, while providing additional direct guidance and auditing of work, thereby increasing efficiency. With these changes, WDOC will move our span of control from 1:5.81 to 1:6.55.

Long Term:

The Field Services Division has some of the highest supervisor to staff ratios. The span of control for Probation & Parole Managers range from 1:8 to 1:14, with a mean of 1:10. Within the last two months, WDOC coordinated with A&I Human Resources Division to create a Lead Agent classification. Similar to CTLs in the prison, Lead agents will assist with supervision and guidance of Probation & Parole Agents, ensuring our staff are meeting all supervision standards. WDOC currently has one lead agent. If funding is available, WDOC would like to add more lead agents to some of the larger districts (up to five). Lead agents would then be the only lead worker position within WDOC routinely authorized to perform PMIs.

Further, Field Services has vetted a contract for a staffing study for Probation & Parole Agent caseloads. This study will review the requirements for a Probation & Parole Agent and determine the appropriate workload for an agent based on the cases assigned. This will then allow WDOC to evaluate the staffing levels within Field Services to determine the appropriate number of Agents needed to efficiently and effectively provide offender supervision.

Agency Needs Going Forward

The agency greatest wish is for the return of frozen positions with full funding. The current staff reductions have stressed the remaining work force. Workload has increased exponentially due to the reduction in force combined with an increased offender population. As a result the agency has over expended the allocation for overtime throughout the agency and seen a reduction in staff productivity as a consequence. The current shortage of authorized and filled staff positions has decreased overall agency efficiency. The return of the following positions with funding attached is requested in priority order:

1. All vocational education positions;
2. All field services positions;
3. All WWC positions;
4. All skilled trades positions.
5. All WHCC security positions;
6. Half of WSP security positions:
7. All WHF positions;
8. All WMCI positions;
9. Remaining WSP positions; and
10. All other remaining WDOC positions.

Department of Enterprise Technology Services

2018 Span of Control: 1^5.63

2018 Span of Control (with temporary positions): 1^5.70

2018 Organizational Layers: 6

History

2014 Span of Control: 1^5.76

- 2010 - Information Technology Division (ITD) reports to the director of Administration and Information (A&I)
- 2011 - Governor Mead appoints a new State Chief Information Officer (CIO)
- 2011 - Governor Mead moves the ITD supervision from the A&I Director to the CIO
- 2012 - Wyoming Legislature creates a new agency for technology Department of Enterprise Technology Services (ETS). Statewide consolidation of all technology positions begins.
- 2012 - ETS leadership in collaboration with A&I begins a staffing study of all technology positions.
 - ETS leadership utilizes Federal Emergency Management Agency (FEMA) guidelines for staffing. The guidelines use the 5-10 direct report model with 7 to 8 direct reports being optimal.
- 2012-2016 - ETS leadership working closely with A&I undergoes several iterations of reorganization to find efficiencies and begin to create optimal staffing structures, while trying to maintain 5-10 direct reports staffing guidelines.
 - ETS leadership works with A&I to reduce position count, to include some supervisory level positions
 - Creation of a third division within ETS, the third division overseeing business operations within ETS

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

- Staffing ratios are not always applicable when the staff count is not equal to the ratios
 - Examples would include Human Resources and Administrative Support
- Staffing ratios are not always applicable to highly technical expertise areas
 - Examples would include Chief Information Security Officer (CISO), Chief Financial Officer (CFO) and Information Technology Coordinators all of which are focused on strategy, architecture and governance for enterprise technology.
- Class code alignment does not often keep pace with technology needs
- Funding - funding situation such as direct bill sometimes leads to complications with staffing ratios
- Geography creates complications when aligning staff ratios

Statutory/Administration/Legislature obligations/requirements:

- At least two admins, one each for IS and IT divisions

Proposals / Department Actions

Short Term:

Correct class codes for ~10 individuals

Long Term:

Agency Needs Going Forward

Pay band conversations - concerns on adequate market rates



Department of Environmental Quality

2018 Span of Control: 1^2.98

2018 Span of Control (with temporary positions): 1^3.01

2018 Organizational Layers: 6

History

2014 Span of Control: 1^3.26

The mission of DEQ is to protect, conserve and enhance the quality of Wyoming's environment for the benefit of current and future generations. All span of control considerations need to first and foremost consider the mission of DEQ.

For this exercise, the Department of Environmental Quality (DEQ) looks at the current ratio and possible options for increasing the span of control going forward. The effort to review the span of control historically or as it has changed over time would be extensive. Our evaluation uses the current span of control ratios and is forward looking to improve the span of control where possible while maintaining the efficiency and effectiveness required for DEQ programs.

It is important to note that all supervisors in DEQ are working supervisors. That is, the supervisors also have specific projects and program functions in addition to their supervisory duties.

To understand the ratios of the agency, it is helpful to take into account the programs and how they are structured by media, by federal oversight agencies, delegated authorities and the Environmental Quality Act. The DEQ consists of seven divisions (Administration (ADM), Air Quality (AQD), Abandoned Mine Lands (AML), Industrial Siting (ISD), Land Quality (LQD), Solid and Hazardous Waste (SHWD), and Water Quality (WQD) with a current head count of 264. Staffing levels and span of control have changed over time to reflect changes in environmental management requirements and fluctuating demands due to the economy and changing federal regulations. DEQ had a peak staff level in 2012 of 273. Since 2012, DEQ staffing levels have been reduced by 15. The current head count, however, includes an additional six employees due to a new program (Uranium Recovery Program) which took effect in 2018. These staffing level fluctuations result in changes to the span of control within the Agency.

Since 2011, DEQ has routinely conducted qualitative reviews of each division. The reviews include an evaluation of the purpose and needs of each division; process by which the division meets regulatory and environmental management requirements; products that the division delivers; engagement with stakeholders; interaction with federal oversight agencies; program effectiveness and areas of opportunity for improvement. DEQ continues to implement LEAN management principles to identify areas where efficiencies can be improved while maintaining the effectiveness of the various programs.

ADM:

The purpose of Administration is to provide financial management support to ensure compliance with State and Federal funding and audit requirements, personnel support to ensure effective management of human resources while protecting employee's rights and safety, establish internal policies to ensure compliance with state and federal requirements, manage the department's inventory, manage the Agency's IT efforts, promote operational efficiency, and provide timely and adequate information, direction, and other assistance required to fulfill the Agency's purpose. Administration has two primary sections: Management



Services which provides accounting and financial services support and information technology which works in coordination with ETS.

AQD:

AQD ensures that attainment of the State of Wyoming Ambient Air Quality Standards (WAAWS) and the National Ambient Air Quality Standards (NAAQS) is achieved and maintained. These standards are reflected in the Wyoming Air Quality Standards and Regulations (WAQSR) and implemented through five (5) major program functions in the Air Quality Division. The five (5) program functions are New Source Review, Title V Operating Permitting, Stationary Source Compliance, Air Quality Resource Management and Air Regulation Development. The Air Quality Advisory Board (AQAB) advises and supports the efforts of the AQD to achieve its goal of preserving the air quality for all citizens of Wyoming. Wyoming has been delegated authority to administer these programs in the state by the Environmental Protection Agency. Each level of management within AQD has corresponding peers within their federal oversight agency.

AML:

AML mitigates safety hazards resulting from past mining activities, repairs environmental damage from past mining activities and administers a mine subsidence insurance program to allow homeowners in the area affected by past mining activities to insure against damage from potential future subsidence. AML also assists communities impacted by past mining activities through the reclamation and public facilities programs. Each level of management within AML has corresponding peers within their federal oversight agency.

ISD:

The purpose of this division is to implement the provisions of the Industrial Siting Act (ISA) which provides a mechanism to assess and control adverse effects of major industrial activities upon social, economic and environmental conditions. The industrial siting process establishes closure to other local and state government requirements (with the exception of the Public Service Commission and the other divisions of the Department of Environmental Quality.) The process also establishes a distribution of impact assistance funds amongst affected local governments. Permits are issued for the life of the project. ISD provides staff support for the Industrial Siting Council.

All bonding for DEQ programs is managed under ISD. Each DEQ division is responsible for establishing the amounts of bonding required for projects. ISD reviews bonds for accuracy and suitability and records, secures and tracks all financial instruments.

ISD provides response to all spills and complaints statewide and also provides the Agency's environmental outreach program.

LQD:

The Land Quality Division (LQD) is responsible for ensuring that mining is conducted to meet all federal, state and environmental standards as established in the Environmental Quality Act (EQA). This includes the proper management of: surface mining operations; surface operations on underground mines; ensures successful reclamation following mining to the post-mining land use; establish bond amounts; and holds bonds on mine operations. Bonding is a requirement for mining in the State of Wyoming. In the case of potential forfeiture by a mine operator, bonds are necessary to ensure that the costs for reclamation will be provided. The Land Quality Advisory Board (LQAB) advises and supports the efforts of the LQD to



achieve its goal of addressing land quality issues for all citizens in the state of Wyoming. The Division is also responsible for ensuring that mining is conducted in a manner that protects the safety and welfare of the citizens of the state and that the impact on the environment is minimized. The LQD meets this purpose through several programs and activities: permitting, inspection, enforcement and bonding.

In 2015, legislation directed that DEQ establish the Uranium Recovery Program to assume authority for all Nuclear Regulatory Commission (NRC) authority for production and processing of uranium within the state. The statute added six (6) new staff to DEQ. The equivalent of three (3) additional current FTE's involved with uranium permitting and enforcement will also be assigned to the program for a total of nine (9) FTE. The program is expected to be fully delegated to Wyoming by the end of September 2018. Each level of management within LQD has corresponding peers within their federal oversight agency.

SHWD:

SHWD ensures proper management (i.e., treatment, storage, and disposal) of solid and hazardous wastes, oversees and manages cleanup of contaminated sites, and regulates public entities, businesses, and industry in ways that meet state and federal environmental standards so that the environmental impact footprint is minimized and reduced. The Water and Waste Advisory Board (WWAB) advises and supports the efforts of the SHWD to achieve its goal of addressing solid and hazardous waste issues for all citizens in the state of Wyoming. The SHWD meets this purpose through four programs responsible for: permitting of waste management sites; ensuring compliance with regulatory requirements; overseeing or conducting contaminated site clean-ups; and overseeing or conducting environmental monitoring. The programs are the Storage Tank Program, Hazardous Waste Permitting and Corrective Action Program, Solid Waste Permitting and Corrective Action Program, and Solid and Hazardous Waste Inspection and Compliance Program. Wyoming, except for the Storage Tank Program, has been delegated authority for these programs from the Environmental Protection Agency (EPA). Each level of management within SHWD has corresponding peers within their federal oversight agency.

WQD:

The WQD ensures the proper management of wastewaters; ensures the proper design of water and wastewater treatment facilities; monitors and evaluates the quality of surface and groundwater; and oversees and facilitates the clean-up of impaired surface water and groundwater. The Water and Waste Advisory Board (WWAB) advises and supports the efforts of the WQD to achieve its goal of protecting water quality issues for all citizens of Wyoming. The WQD meets these purposes through the operation of four (4) distinct sections: Wyoming Pollutant Discharge Elimination System, Groundwater Program, Water and Wastewater Program, and Watershed Protection. Each level of management within WQD has corresponding peers within their federal oversight agency.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

DEQ faces several challenges that limit the ability to significantly change staffing ratios. These are identified below:

1. Under the authority and responsibilities delegated to Wyoming DEQ under federal statutes and programs established by the Wyoming legislature, DEQ must make program and staffing decisions that most efficiently deliver desired outcomes. This includes focusing on the primary mission which is the protection of public health and the environment. It is within that outcome based focus that span of control decisions are made.

2. Federal regulations for delegated programs are complex and new regulations are routinely published for review and adoption. DEQ must conform to and comply with all of these regulations. This requires specific and detailed technical knowledge and understanding of both the regulations and the science and technology associated with the regulations. Each federally delegated program is unique. As a result, staff – especially supervisors and managers – must have the technical skill set to understand and implement the regulations. The knowledge and skills required within these unique areas are not easily transferable across programs and divisions. The complexity of federal programs also require significant skill and experience to manage grant funding applications and federal funds processing. The grant funding application process and federal funds processing vary between programs as well. Supervisors must be able to not only manage their programs, they are also expected to manage information for administrators, the director and their federal oversight agency. Supervisors in such positions require specific skill sets and expertise but the overall staffing requirement to meet their program mandate might be relatively small resulting in a low supervisor to employee ratio.
3. DEQ's history demonstrates that industry often seeks to fill specialty positions in their industry by hiring employees who have worked for, and been trained by DEQ. This results in high turnover, requiring the hiring and training of new staff. Decreasing the number of supervisory positions reduces opportunities for upward mobility for employees and increases the likelihood of staff leaving the Agency for outside opportunities.
4. DEQ has four (4) different field offices – Cheyenne, Casper, Lander and Sheridan. This is necessitated because of the large geographic footprint of the state. The field offices are located to limit driving time and associated expense which would be incurred if all staff were located in Cheyenne. The field offices are easier to access by the stakeholder and the regulated community. Each field office, by their nature and location, are generally required to have qualified individuals from each division. Exceptions to this rule include ISD (which has staff only in Cheyenne), AML (which has staff in only Cheyenne and Lander) and LQD (which does not have staff in Casper). The smaller size of the field offices and the skillset required often limit options for span of control.
5. As noted, some programs require a high degree of familiarity with federal regulations and programs. As positions are eliminated, it is always a priority to retain those positions and individuals with the greater experience to maximize efficiency. As a result, reductions primarily focus on entry level positions which directly impact the span of control. Also, since different delegated programs have specific requirements, it is more difficult to transfer experience across division lines into other programs (this is especially true at certain levels within the organization).
6. Possible adverse impacts to existing employees such as pay advancement opportunities, morale and retention.

These challenges do not imply that adjustments cannot be made to the span of control, they are noted to identify considerations as the span of control issue is addressed.

The DEQ implements over 34 separate and distinct programs. The primary requirements are those established through the formal delegation of federal programs to DEQ, through the Wyoming Environmental Quality Act and the Industrial Development Information and Siting Act. The delegation of federal programs not only identifies regulations and standards that must be applied, it also requires extensive attention to federal grants and financial management. Staff working on these programs must become intimately familiar with all required activities.

It is important to address span of control in such a manner as to not reduce the effectiveness of programs or the ability to meet delegated and statutory requirements.

Proposals / Department Actions

DEQ will continue to implement the LEAN Management Process across the agency. This approach will identify potential efficiencies and opportunities to adjust the organizational structure.

Short Term:

DEQ reviews all position vacancies that arise to determine if a position is still necessary as it currently exists, or if the position would more appropriately be transferred to a different program of greater need. DEQ will continue to conduct these reviews. This process will provide an on-going opportunity to consider span of control when making decisions to fill vacancies.

All senior management staff have been directed to review their organizational structure and begin (or continue) to implement the LEAN Management Process. The focus of this process is to address workflow to determine where efficiencies can be gained, review times shortened and work productivity increased. This process may present opportunities to adjust the span of control.

The DEQ organizational charts will be carefully reviewed to identify staffing changes that could be implemented in the short term. For example, all positions with a span of control of 1:1 will be reviewed to determine if consolidation or changes are feasible. One example of this will be to consider changing some supervisory positions to team leads (provided these changes do not adversely affect the employee). DEQ will work with all Division administrators to determine which positions could be shifted from supervisor to a lead position.

When supervisory positions become vacant, DEQ will consider restructuring opportunities that will improve program efficiency and effectiveness. The span of control will be addressed as changes are considered.

Long Term:

Measures identified for the first 6 months will continue. DEQ will review all vacancies as they arise for the purposes of assessing changes in staffing structure and span of control. Senior management staff will continue applying the LEAN process to address efficiency and resource considerations. The effort to review applicable supervisory positions to lead positions will continue with the target of completing that work within 12 months.

Division administrators will be responsible for conducting an in-depth review of their organizational structure. They will be asked to make recommendations to the Director for changes to the organizational structure and staffing with a focus on efficiency with consideration given to span of control. Additionally, administrative support functions within DEQ will be reviewed for potential consolidation.

These efforts will continue into the future as part of a continuous performance improvement process.

Agency Needs Going Forward

It will be important that DEQ be given adequate time to address these staffing issues. Program functions within the divisions must satisfy applicable regulations, guidelines and delegated authority requirements. Considerable care must be given to ensure that span of control changes do not inadvertently impact the DEQ ability to deliver desired program outcomes (i.e., protection of public health, safety and the environment).

When span of control opportunities are identified, they may require authorization to shift positions to other programs and in some cases may require re-classification to ensure the job description matches the new job duties.

020 – DEQ – Span of Control (SOC) Ratios

This is the table we will use to identify potential changes to span of control.

SOC	Administration		Abandoned Mine Lands		Air Quality Division		Industrial Siting Division		Land Quality Division		Solid & Hazardous Waste Division		Water Quality Division		Total
	Current	Potential	Current	Potential	Current	Potential	Current	Potential	Current	Potential	Current	Potential	Current	Potential	
1:01	3		1		4		1		1		11		8		29
1:02			1		4						7		5		17
1:03	1		0		3		2				2		4		12
1:04	1				3						3		1		8
1:05	1				3				2				2		8
1:06									1		1		2		4
1:07	0				2				2				1		5
1:08			1		1										2
1:09															0
1:10									1						1
Total	6		3		20		3		7		24		23		86



Department of Family Services

2018 Span of Control: 1^5.76

2018 Span of Control (with temporary positions): 1^5.76

2018 Organizational Layers: 6

History

2014 Span of Control: 1^5.69

At the end of state fiscal year (SFY) 2018, Department of Family Services (DFS) had 712 authorized positions, which includes two (2) at-will employment contract (AWEC) employees. DFS operates 28 field offices in all 23 Wyoming counties to manage public benefits eligibility, local child and adult protection and foster care services, juvenile probation cases, and child care licensing. Additionally, delinquency prevention and treatment services are provided at the state's two juvenile institutions, the Wyoming Boys' School (WBS) and Wyoming Girls' School (WGS).

DFS was reorganized at the beginning of September 2017. The structure prior to the reorganization had a wide scope that included divisions for Assistance, Child Support, the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF), Social Services, and Clinical Services. The internally reorganized structure consolidated and narrowed DFS' core functions into four main service streams: Economic Security, Social Services, Support Services, and Financial Services.

The new organizational structure was implemented based upon the following principles:

- Functional areas (i.e., "product lines" or "service lines") should be defined for the agency based on concrete missions and objectives;
- Single leadership positions should be assigned to each functional area to ensure accountability;
- Reporting relationships should be vertical, easy to follow and nested within each functional area; and,
- The structure of the agency should facilitate efficient operations. Efficiency for this purpose included: simplification of reporting relationships, improved accountability, and the solidification of "services lines" for the agency. Additionally, much attention was given to increasing the span of control for supervisors and managers.

The 2017 internal reorganization reduced the number of functional areas by seven (7) and, thus, seven (7) fewer direct reports to the DFS Director or Senior Administrator. The DFS organizational chart is now more 'vertical' with four (4) senior section administrators held accountable for four (4) functional areas.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

A number of factors contribute to the current DFS span of control model which are listed below:

- **Staff reductions** - The number of positions allocated to DFS has reduced from 812 in 2011 to 712 in 2018, which equates to a loss of 100 positions or approximately 12% of the workforce. As a result of these reductions, the sheer number of staff available to be supervised was reduced.
- **Geographical disbursement** - Out of the 123 staff that supervise within DFS, 45 supervise or manage staff in multiple locations. Supervision of geographically dispersed staff requires additional time and travel and limits the ability of supervisors to take on additional programs and/or subordinates.

- **Program specific** needs - DFS is responsible for approximately 48 various programs, many with mutually exclusive requirements and standards. There are instances, particularly within the DFS State Office, where the staffing needs of individual programs constitute only 2-3 employees, which subsequently reduces the span of control ratios.
- **Dual Role of Managers/Supervisors** - Managers and supervisors within the DFS State Office are required to supervise employees while continuing to manage or supervise one or more programs. The duality of the manager/supervisor roles limits the number of staff that can reasonably be supervised while also ensuring program integrity, compliance and effectiveness.

The DFS guiding statutes address the Director's obligation to appoint an administrator for each division of the Department, as well as a superintendent for both WBS and WGS. The statutes also discuss employee roles (such as juvenile probation officers and social workers), but does not state that these positions are required.

The statutes that guide the programs and operations of the Department can be found in Table 1 below:

Table 1: DFS Guiding Statutes

9-2-2006	Department of family services created; director appointed; structure.	<p>(a) As part of the reorganization of Wyoming state government, there is created the Wyoming department of family services consisting of the agencies, programs and functions specified in this section. The provisions of the Wyoming Government Reorganization Act of 1989, W.S. 9-2-1701 through 9-2-1707, apply to this section.</p> <p>(b) The administrative head of the department shall be a director appointed by the governor.</p> <p>(c) The following agencies are assigned to the department of family services under a Type 1 transfer:</p> <p>(i) Division of public assistance and social services, department of health and social services, less programs transferred to other departments under a Type 2 transfer as part of the reorganization of Wyoming state government;</p> <p>(ii) The following state institutions:</p> <p>(A) Repealed By Laws 1998, ch. 7, § 2.</p> <p>(B) Wyoming boys' school;</p> <p>(C) Wyoming girls' school.</p>
9-2-2101	Department of family services; duties and responsibilities; state grants; authority to contract for shelters; definitions; youth programs.	<p>(a) The department of family services is created. The department of family services is the state youth services authority and the authority for public assistance and social services.</p>
9-2-2102	Division administrators; appointment.	<p>The director shall appoint a separate administrator for each of the divisions of the department of family services and he may discharge the administrators as provided in W.S. 9-2-1706(c)(ii).</p>

9-2-2104	Duties and powers of director of department.	(a) The director shall: (viii) Appoint and prescribe the duties of the superintendent of the Wyoming boys' school and the superintendent of the Wyoming girls' school. Each superintendent shall be under the direct authority and control of the director and may be removed by the director at any time without cause;
9-2-2105	Director of department; appointment; removal; duties.	With the advice and consent of the senate the governor shall appoint a director for the department who shall serve under the direction of the governor and who may be removed by the governor as provided in W.S. 9-1-202. Appointments and terms under this section shall be in accordance with W.S. 28-12-101 through 28-12-103.
14-13-104	Obligations of the department of family services.	(a) As a condition of certification for foster care, the department shall require the implementation of standards and training meant to assure compliance with the reasonable and prudent parent standard.
20-4-160	Duties of state information agency	(a) The department of family services child support enforcement section is the state information agency under this act.
35-20-104	Department to coordinate services; rules and regulations.	(a) The department shall: (i) Coordinate a protective services program consistent with this act, with the goal of ensuring that every vulnerable adult in need of protective services will have access to protective services;

Proposals / Department Actions

DFS recommends the reporting changes in Tables 2 and 3 below be implemented in order to exceed the desired 1⁶ ratio. If all recommendations are implemented, DFS will eliminate six (6) out of eight (8) 1¹ reporting relationships.

The recommendations in Table 2 are able to be implemented within two (2) months time. The changes in Table 2 combined with the changes in Table 3 would put the Department as a whole over the requested 1⁶ span of control ratio. Additional changes will continue to be reviewed as positions become vacant.

Short Term:

Table 2: DFS Recommended Short Term Staffing Changes

Division	Current Supervisor Ratio	Adjusted Supervisor Ratio	Completion Timeframe
Wyoming Boys School	1 ¹	1 ⁷	1-2 months
Wyoming Boys School	1 ¹	1 ⁷	1-2 months
Wyoming Girls School	1 ²	1 ⁶	1-2 months
Social Services	1 ¹	1 ³	1-2 months

Long Term:

Table 3: DFS Recommended Long Term Staffing Changes

Division	Current Supervisor Ratio	Adjusted Supervisor Ratio	Completion Timeframe
Economic Security	1 ¹	1 ¹⁰	6+ months
Economic Security	1 ¹	1 ⁹	6+ months
Economic Security	1 ¹⁰	1 ⁹	6+ months
Wyoming Girls School	1 ¹	1 ⁶	6+ months
Wyoming Girls School	1 ²	1 ⁶	6+ months

Agency Needs Going Forward

As stated above, the Department recently underwent a significant reorganization in the Fall of 2017. This reorganization created operational efficiencies by creating “service lines” and a clear chain of authority. Were another reorganization to occur, it would be at the will and discretion of a new Director in order to align with the vision of new leadership.

Game and Fish Department

2018 Span of Control: 1^{4.35}

2018 Span of Control (with temporary positions): 1^{6.72}

2018 Organizational Layers: 8

History

2014 Span of Control: 1^{3.75}

Since 2012, the Game and Fish Department has evaluated its divisions, programs, and positions, in relation to agency priorities, to address overall efficiency and supervisor to employee ratios within the agency. The agency cut over \$6 million dollars and eliminated several mid-level supervisory positions within the agency to increase efficiency and effectiveness. This work focused on organization of the agency's director's office and fiscal, services, fish and wildlife divisions (these changes are on record within our agency and A&I HRD). The agency's leadership and vacant position evaluation teams continue to evaluate every vacant position and recruitment process to maintain and enhance efficiency and effectiveness in the organization. This information, along with the agency's budget, is presented to the Game and Fish Commission, Governor's Office, legislative committees, and the public on an annual basis. Currently, the Game and Fish Department does not receive any General Fund monies for programs or positions.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

The Game and Fish Department does have certain legislatively mandated programs that require budget capacity and positions.

Implementation of the state's AIS program requires the employment of one permanent full time employee and several non-permanent employees, which creates a lower supervisor to employee ratio within the fish division.

Supervisor to employee ratio in the agency's hatchery/rearing station program is consistent with the number of available positions within the agency and due to the remoteness of these areas the use of non-permanent positions.

Supervisor to employee ratio in the agency's bird farm program is consistent with the number of available positions in the agency and due to the remoteness of these areas and the use of non-permanent positions.

Supervisor to employee ratio in the agency's IT program is consistent with ETS guidelines and requirements.

The supervision of one employee by the Deputy Director for External Operations (the agency's Habitat Protection Program) is necessary because of the program's work with the director's office and Governor's Office.

Certain low supervisor to employee ratios within the agency are due to FTE supervision of non-permanent employees (AWECs and TP01s). This model is necessary to address seasonal work and to stay within the current FTE cap.

Proposals /Department Actions

At this time, the Game and Fish Department's leadership team is evaluating several vacant positions during the agency's ongoing public engagement/strategic planning work. These vacant positions have been placed under the Deputy Director of Internal Operations until they are incorporated into specific programs to address agency priorities (based on the public's expectations).

The Game and Fish will continue to evaluate specific programs in the agency to ensure appropriate organizational structure and supervisor to employee ratios.

Short Term:

All level 7 supervisor to employee ratios will be addressed within the next year.

Under review of the organization chart provided by A&I HRD, level 7 supervisor, position 0452.0 (FWMG11), supervises 4 FTEs.

Supervisor to employee ratio under the HR section will be addressed within the next year.

Supervisor to employee ratio under the CFO will be addressed within the next year.

Position 02940 will be reclassified to a non-supervisory position.

Long Term:

Supervisor to employee ratios associated with the administration of the agency's communications & outreach section will be evaluated.

Supervisor to employee ratios in the statewide fish spawning and distribution section will be evaluated.

Supervisor to employee ratio under position 02730 will be evaluated.

Agency Needs Going Forward

The agency's leadership and vacant position evaluation teams will continue to evaluate all vacant positions and recruitment processes to maintain/enhance efficiency and address Game and Fish priorities.

The agency's use of non-permanent positions (AWECs and TP01s) is mission-critical and necessary to stay within the current FTE cap.

Department of Health

2018 Span of Control: 1^5.58

2018 Span of Control (with temporary positions): 1^5.78

2018 Organizational Layers: 8

2018 Span of Control (including “ghost” employees): 1^6.07

History

2014 Span of Control: 1^5.18

In 2011, Governor Mead appointed Director Forslund to lead the Wyoming Department of Health. During 2011 and 2012, Director Forslund reorganized the Department’s operational structure in a corporate-like model, where programs and sections are categorized into ‘functional areas’ or ‘service lines.’ Before the reorganization, there were programs with distinct functions (e.g., Public Health) that were located in various sections or units throughout the agency, often creating a lack of, or a diluted, mission and core purpose.

Through the reorganization, four operating Divisions were created within the Department:

- Public Health;
- Behavioral Health;
- Healthcare Financing (e.g., Medicaid and KidCare CHIP); and,
- Aging.

The four operating Divisions within the Department account for all programs and staff, with the exception of the Director’s Office / Support Services, which houses administrative support functions like Fiscal Services, Human Resources, Policy and Evaluation, and Office Administration. It is important to note that less than ten percent of the Department’s staff are located in Cheyenne. The majority of Department staff are located in other parts of the state, working for one of the Department’s five healthcare facilities or in various field offices (e.g., Public Health Nursing). These staff are generally in direct care or direct service environments. Some Department field offices (e.g., WIC or Public Health Nursing offices) have very small staff, 1 – 2 employees in some cases, due to the rural and frontier nature of the state.

In the Cheyenne offices, the Department administers programs that are federally-mandated as well as programs that are authorized or required by the Wyoming Legislature. Department Divisions often oversee programs that have large budgets but are relatively low in staffing. For example, the Early Intervention and Education Program (e.g., developmental preschools) has approximately \$70 million in its biennial budget and provides funding for 14 regional developmental preschools. The program is administered by 4 Department staff.

Divisions also oversee sub-components of larger programs that are distinct in their functions or operations. For example, Wyoming Medicaid represents nearly 2/3 of all Department spending. It is one of the largest programs in the State of Wyoming by spending. Program Integrity (e.g., fraud, waste, and abuse monitoring) and Quality Assurance (e.g., eligibility reviews) are examples of distinct sub-components of Medicaid that are required both by the federal government and the Wyoming Legislature. These unique sub-functions are important, but also distinct from general program operations, and are typically administered by a relatively small staff.

In total, the Department administers approximately 70 programs through its four operating Divisions.

Proposals / Department Actions

The Department's overall supervisor ratio, according to data provided by A&I Human Resources Division (HRD), is 1:5.78. However, there are what are known as "ghost employees" within the Department which are not included in HRD's data. These are typically non-state employees that are directly managed and supervised by state employees. For example, many Public Health Nursing offices contain both state and county employees who provide public health services in Wyoming communities, like well-baby visits and immunizations. Those county employees are often directly supervised by Department staff. When these "ghost employees" are added, the Department's overall supervisor ratio increases to 1:6.07. A breakdown is shown in Table 1, below.

Table 1: Wyoming Department of Health Supervisor Ratios, SFY 2019

Dept. Positions	Dept. Positions + Ghost Employees	Non-supervisors	Supervisors	Avg. Supervisor Ratio
1439	1511	1190	249	6.07

The Department reviewed its current supervisor ratios and operational structure to identify further opportunities for efficiency. The following changes, primarily in the Cheyenne offices, will take place over the next 6 – 12 months. Through the implementation of the actions described below, the Department's supervisor ratio will increase from 1:6.07 to 1:6.18.

Healthcare Financing (Medicaid and KidCare CHIP)

- The Division of Healthcare Financing is in the process of implementing a significant restructuring, due in part to the ongoing procurement and implementation of a new Medicaid data enterprise. There are several 1:1 and 1:2 supervisor ratios within the Division currently. Many of these ratios will increase during SFY 2019, and the full restructuring will be complete in SFY 2020.

Public Health Division

- The Public Health Division will be making changes to the Immunization Unit, reducing one supervisor position through reorganization and increasing the supervisory duties of two current supervisors within the unit.
- Additionally, in the Office of Emergency Medical Services (OEMS), the current administrator's supervisor ratio will increase from 1:4 to 1:6. Another supervisor within that unit will see a decrease in direct supervisory duties (from 1:4 to 1:2) because that position will be responsible for overseeing 3 – 5 statewide contracts/contractors. Non-state employees (e.g., contractors) are not included in HRD's data.
- Longer term, the Public Health Division will be consolidating various programs that perform similar functions as well as reducing and consolidating supervisory duties. These changes may take place in the following programs:
 - Substance Abuse and Suicide Prevention programs;
 - Tobacco Prevention and Control program;
 - Child Health program;
 - Youth and Young Adult Health program;
 - Public Health Laboratory;

- Chronic Disease epidemiology; and,
- Maternal and Child Health epidemiology.

While it would likely increase, it is difficult at this time to estimate how these changes will impact the overall supervisor ratio at the Public Health Division.

Behavioral Health Division

- The Behavioral Health Division will be implementing some long-term changes to the structure of the Cheyenne offices. Part of the changes will proceed the construction and redesign projects currently underway at the Wyoming State Hospital and the Wyoming Life Resource Center. Administrative duties have increased recently to ensure the appropriate changes are made to physical plant, policies and procedures, admission criteria, and other areas at those two facilities. The project will be complete in 2020.
- Three positions with 1:1 supervisor ratios in the Cheyenne offices will change, and those positions will take on greater supervisory duties.

Appendix A: “Ghost Employees” at the Department of Health

Table 2: Non-state staff supervised by state staff, SFY 2019

Supervisor Position #	Supervisor	Description of non-state staff	Count of non-state employees
31350	Jude Alden	CDC Public Health Advisor	1
33110	Sheryl Roub	CDC CEFO	1
31410	Shawna Pena	Interns	2
3268	Clay Van Houten	EIS Officer	1
2206	Dr. Ali Harrist	CDC MCH Assignee	1
32250	Samantha Coxbill	2 county employees	2
32270	Vacant	2 county employees	2
32210	Ronda Elias	1 county employee	1
32540	Susan Terry	1 county employee	1
31940	Danae Olson	1 county employee	1
32190	Emily Lancaster	1 county employee	1
30670	Melissa Zaferos	4 county employees	4
31660	Kelly Beard	3 county employees	3
31480	Nicole Sticka	4 county employees	4

30720	Kathleen Laidlaw	7 county employees	7
30850	Kim Proffit	10 county employees	10
31490	Patrice Baker	4 county employees	4
30960	Stephanie Lund	2 county employees	2
31010	Janet Garland	8 county employees	8
30700	Amanda Brown	6 county employees	6
30780	Marie McDougall	2 county employees	2
32330	Bill Crampton	4 county employees	4
31160	Amanda Heinemeyer	4 county employees	4
Total			72

Military Department

2018 Span of Control: 1^3.38

2018 Span of Control (with temporary positions): 1^4.25

2018 Organizational Layers: 9

History

2014 Span of Control: 1^3.60

The agency has not maintained a historical record of agency ratios, but at present there are 222 classified and temporary state positions which are supervised by 52 personnel with an average span of control of 1^4.25. The agency has 18 supervisors exercising a span of control at 1:1, 10 at 1:2 and 5 at 1:3.

The most unique feature of our agency is the mix of personnel across the workforce. We have 391 personnel who comprise the Active Guard Reserve status under 32 U.S.C. §502, a full-time National Guard military status (federal). There are currently 502 permanent, indefinite and temporary dual-status military technicians (32 U.S.C. §709) and National Guard civilian employees (5 U.S.C.). Finally, the agency employs 225 state employees (256 authorized) that are a mix of 100% state general fund funded and 100% federally-reimbursed funded through a master cooperative agreement between the National Guard Bureau and the State of Wyoming.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

There are a number of work centers across the agency where single state positions fall under the supervision of a single federal employee typically based on work function. Some state supervisor positions require the performance of supervisory duties to justify the position's level of classification, therefore, realignment of subordinate positions to other supervisors may have a negative impact on those supervisory positions.

Proposals / Department Actions

1. Realign the Education Program Consultant (ETEP10) from the supervision of Position 00020 (EXMT02) to the Veteran's Commission under the supervision of Position 01820 (EXMT01). This may improve efficiency by expanding the Veteran's Commission Director's span of control to 5 positions and placing a job function that is heavily involved with veterans into a more logical work center.
2. Realign Positions 02700, 02150, 00820 and 02680 (FSFF05/04s) under the supervision of Position 02110 (PSFF07), so that all are direct reports in the same supervisory layer. Realign Positions 02350, 02710, 02360 and 02690 (PSFF05/04s) under Position 02220 (PSFF07) so that all are direct reports in the same supervisory layer. The 05 positions can act as Leads rather than supervisors. This may improve efficiency by consolidating supervisory responsibilities in 2 rather than 5 employees.
3. Realign Positions 01520, 01360, 04030, 01280, 01460, 01510, 01440 and 01350 (FSFF05/04s) under the supervision of Position 01450 (PSFF07), so that all are direct reports in the same supervisory layer. Realign Positions 01480, 01390, 02500, 01400, 01410, 01500, 01420 and 04020 (PSFF05/04s) under Position 01530 (PSFF07) so that all are direct reports in the same supervisory layer. Realign Positions 01490, 04010, 01370, 02510, 01380, 01470, 02520 and 01300 (PSFF05/04s) under Position 01290 (PSFF07) so that all are direct reports in the same supervisory layer. The 05 positions can act as Leads rather than supervisors. This may improve efficiency by consolidating supervisory responsibilities in 3 rather than 10 employees.



4. Realign Positions 01920 and 00780 from Position 00260 to the Range Operations Manager (federal). The work center to which these positions are assigned is being realigned from Camp Guernsey to our Construction & Facilities Maintenance Officer directorate on 1 October 2018, so this realignment is necessary to keep the fire desk operators (01920/00780) under the DPTMS directorate (operations) at Camp Guernsey.

* None of the above proposals has been adequately staffed within the agency given the short notice deadline imposed. As such, the full consequences of these realignments are not completely understood.

Short Term:

Preferred completion time would be in line with the transition to the March/April close-out period for PMI, coming in 2020. Thus, we would realign NLT than April 2019, so that the realigned employees can have their objectives created by their new supervisors by the end of May 2019 with a annual evaluation coming due at the end of the March 2020.

Long Term:

N/A

Agency Needs Going Forward

N/A

Department of Revenue & Taxation

2018 Span of Control: 1^4.19

2018 Span of Control (with temporary positions): 1^4.19

2018 Organizational Layers: 5

History

2014 Span of Control: 1^4.33

The earliest Org chart that Human Resources was able to produce was from 2009 but this should allow for a valid comparison with current span of control. In 2009 the Department had 135 employees of which 28 were supervisors - 4.79 to 1 employees per supervisor.

The 2018 ratio is based on 114 employees and 27 supervisors - 4.19 to 1 employees per supervisor. It is important to note that between those dates the Department lost the employees in the Technology Division to ETS as part of the consolidation of all technology staff. This resulted in the loss of 7 employees and 1 supervisor from our Department.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Probably the biggest roadblock to increasing the span of control ratio is that all of the supervisors have specific duties outside of managing people. With the loss of staff because of several rounds of budget cuts the ratio has gone down. The supervisors were retained because of their institutional knowledge and the fact that the work did not leave just because staff did.

W.S. 39-11-102(b) The department of revenue is created pursuant to W.S. 9-2-2007. The governor shall appoint a director who shall exercise all management authority over agency personnel. The director may formulate the policies and programs to be carried out by the department through its respective divisions and adopt suitable rules and regulations pursuant to the provisions of the Wyoming Administrative procedure act.

(c) In addition to the other powers and duties imposed by law, the department shall:

- (i) Coordinate collection of state taxes, assessments, licenses, fees and other monies as designated by law;
- (ii) Insure specialized service for tax enforcements, through establishment and maintenance of uniformity in definition, regulation, return and payment;
- (iii) Insure avoidance of duplication in state facilities for tax collections that involve seasonal or occasional increases in staff, duplication of audits and wasteful travel expenses;
- (iv) Safeguard tax and other collections wherever received until duly deposited in the state treasury;

...

(xxv)

Proposals / Department Actions

We have looked at the structure of each division and the duties required of the employees and supervisors. We did identify an area where we could make some immediate changes that would raise the span of control.



The Mineral tax division has two supervisors that could be retasked as leads and move the employee evaluations to the next level up. This would raise the span of control from 4.19 to 4.52. Since these current supervisors are “working” supervisors I don’t necessarily believe that there would be any efficiencies obtained by the retasking.

Propose moving position #304 and 376 from supervisor to lead. Evaluations for position #s 307 and 027 would be moved under position # 302. Evaluations for position #s 376, 303 and 310 would be moved under position #356.

Short Term:

Retasking of the Mineral supervisors to leads could be accomplished at the end of this PMI cycle which I believe ends in October.

Long Term:

N/A

Agency Needs Going Forward

N/A



State Construction Department

2018 Span of Control: 1^2.64

2018 Span of Control (with temporary positions): 1^2.82

2018 Organizational Layers: 6

History

2014 Span of Control: 1^4.00

The School Facilities Commission (SFC) was established in 2002. The School Facilities Department (SFD) became an independent agency in 2011 when the Legislature enacted Senate File 0110. In 2016, SEA 59 created the State Construction Department (SCD), combining the SFD and the Construction Management (CM) unit of Administration & Information (A&I).

When SFC was created in 2002, the majority of the agency employees were At-Will, AWEC, or time-limited. As the agency was in its infancy, the intent of these employee classifications was to provide flexibility in adjusting to unknown workloads and salaries due to difficulty in recruiting and retaining qualified personnel with specialized skill sets. The SFC/SFD has had seven directors since its inception in 2002. The last two directors made organizational changes in staffing to improve efficiency of the agency. As the agency has matured, statutes, rules & regulations, and policies have been developed which provide a steady stream of construction and major maintenance projects. To manage the heavy workload required to plan, design, construct, and maintain K-12 schools across the entire state, the agency utilizes consultant contracts and employees. Agency employees manage large numbers of contracts and travel long distances to meet with district personnel, provide assistance with K-12 facilities management, and perform project and site inspections.

With the merge of CM and SFD, Director McOmie continued to seek efficiency by streamlining the agency, returning one position to the legislature and not filling two time limited positions and redistributing job duties utilizing working supervisors which resulted in overall reduction in the agency's labor cost. During this past legislative session the agency proposed a third division, titled Operations, to allow certain SCD employees to work for either the School Facilities (SF) or CM divisions. This request was approved and became effective July 1, 2018.

SCD operates with minimal staffing of 32 employees (3 AWEC's included) and a biennial budget of \$549,483,773 (FY 2019-20), which includes \$9,850,818 operations budget (FY 2019-20) of which, \$4,680,739 is labor compensation. In addition, the agency is responsible for the management and oversight of \$1,703,438,432 in active capital construction projects from appropriations prior to FY 2019-20, and has oversight for major maintenance projects totaling \$265,339,724.

The agency has operated with AWEC positions in what would be traditionally permanent positions in other state agencies. These position are being converted to permanent positions as time and resources allow. For example, the agency had an employee that was an AWEC for seven years; this employee implemented the AiM project tracking and financial database and is the agencies Chief Financial Officer (CFO) and Chief Technology Officer (CTO). The AiM database is critical to the successful operation of this agency and this position and a well trained backup is necessary. Therefore, in June of 2017, Director McOmie reclassified a vacant position for this AWEC employee to provide stability for the department. The AWEC position currently supporting the AiM database manager position is continually turning over and needs to be permanent to provide succession planning and stability for the department. This CFO, CTO and AiM Database Administrator has been recognized nationally for innovation and achievement and received the



most prestigious award offered by AssetWorks twice in the last three years. Other state directors are utilizing SCD assistance and knowledge to implement the AiM database into their agencies to provide efficiency in managing facility operations and tracking. This workload has overloaded staff and the SCD has turned away other state agency requests because we lack personnel and the ability to respond. To have this work performed by AssetWorks would cost the State of Wyoming a significant amount of funding.

The legislation creating the SCD required an additional administrator for the SF division. This merge resulted in the SCD having seven executive management employees as follows;

- Director,
- CM division administrator,
- SF division administrator,
- CM construction supervisor,
- SCD planning & finance administrator,
- SF program development administrator, and
- SF design and construction administrator.

The agency has a high ratio of executive level positions because these individuals work collaboratively with legislators, the 5 elected officials, commissioners, the public, as well as managing project activities, contracts, supervising employees, and performing strategic planning for their respective programs on a daily basis.

SCD manages a large number of contracts and projects, with a limited number of employees; which is atypical for most state agencies. Our project managers typically oversee 20-30 major projects, which is a higher ratio than is normal for the industry. This includes our construction supervisor and the design and construction administrator whom also supervise the agency project managers. The legislature has noted that the agency needs more staff to support the workload, strategic long range plan, agency mission and legislative priorities. Legislative priorities include more physical presence on capital construction projects, involvement in and support to legislative working groups and task forces.

History of Agency Ratios

1:1s -- SCD has two positions that supervise one employee: these have happened over time, according to the people, resources, needs and choices available.

1:2s -- SCD has 4 positions that supervise two employees: similar to the 1:1s, these have happened over time, according to the people, resources, needs and choices available.

The study did not take into consideration the supervision of 3 AWEC employees. Although these AWEC employees are not in the formal PMI system, we do set goals and evaluate performance along with the other supervisory duties.

SCD has 29 permanent position which creates a span of control of 1:2.55, if 3 AWEC employees are included then span of control becomes 1:2.82.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

The agency currently lacks adequate and up-to-date rules and regulations, policies, procedures, manuals, guidelines, etc. The lack of these guiding documents causes inconsistency in actions and lost time in processing workflow. The lack of adequate staffing inhibits the agency's ability to continuously improve and update short and long-term strategic plans. In addition the agency would like to bolster the capabilities of the AiM database, look into mechanical system analytics and improve safety and security compliance for public buildings. In order to accomplish these types of duties, we need more personnel at the layers 4 and 5 to remove workload from agency leaders, so they have time to handle and organize global agency needs. Currently there is limited time to address these activities while keeping abreast of agency operational needs, public and legislative requests, etc.

- Agency is not adequately staffed requiring leaders/managers to perform day to day projects functions.
- Lack of back-up staff inhibits workflow and succession planning.
- Top management time and efforts are consumed meeting the needs of various legislative committees, project oversight committees and task force working groups as well as commissions.
 - Joint Appropriations Committee
 - Select Committee on School Facilities
 - Joint Education Committee
 - State Building Commission
 - School Facilities Commission
 - Community College Commission
 - Casper Office Building Task Force
 - Health Facilities Task Force
 - WY State Penitentiary Task Force
 - Capitol Restoration Task Force
 - Capitol Oversight Committee
 - Capitol Working Group
 - Governor's Residence Working Group
- SFD lacks adequate controlling documents:
 - Policies and Procedures
 - Operational Manuals
 - Position Guidelines
- SCD Management and Updating of Rules and Regulations and Commission Policies
- Verification and quality control of work product
- Geographical expanse of the state and weather related travel for meetings and site visits

Proposals / Department Actions

The department will continue to request additional full time employee positions at levels 4 and 5 to meet our legislative responsibilities and work requirement to improve the quality of building construction and maintenance.

We don't plan on making any immediate changes in supervisory roles. Our current supervisor to employee ratios do not include the supervision of three AWEC employees. The intent is to convert these AWEC positions into permanent positions.



When these AWEC employees are taken into account, it changes the supervisor ratios of 2 supervisors from a 1:2 to 1:3 and 1 supervisor from 1:1 to 1:2. These AWEC positions have been with the agency since its inception as the SFD in 2011, and have acted as permanent positions, as noted in the history of the agency.

The conversation that the agency needs more permanent positions has occurred between the legislature, Governor's office, and director. The need for more position has been recognized by A&I HRD in reviewing our agency organizational structure, workload, and fiscal responsibility.

The legislature and the school districts have stated that the agency needs "more boots on the ground 100% of the time" to increase frequency of construction on-site inspection to ensure quality workmanship and contract compliance.

Short Term:

- Continue to request permanent position
- Change 2 AWEC's to permanent employees
- SFD/CM operational difference (contracts)
- Update SFC Rules and Regulations
-

Long Term:

- Move supervisor positions to lead positions as appropriate
- Develop Policy and Procedures
- Develop SCD Rules and Regulations for new agency per session law
- Provide education and training opportunities of facilities managers that are responsible for state and school building maintenance

Agency Needs Going Forward

- Adequate staff at the 4 and 5 levels
- More time and ability for agency leaders to develop strategic structure
- Ability to have skilled personnel on the ground during construction activities to improve quality
- Improve working relationship with stakeholders through more in-person interactions
- Steady long-term funding stream
 - To meet capital construction needs
 - Adequate major maintenance funding to meet facilities life expectancy
- Development of long-term capital construction and asset preservation plan (requires a known and steady funding stream)

State Engineer's Office

2018 Span of Control: 1^3.42

2018 Span of Control (with temporary positions): 1^3.42

2018 Organizational Layers: 6

History

2014 Span of Control: 1^3.44

1. At one point the ENNR10s did not exist. They were created before the current Deputy Director or Human Resources manager were in this agency to allow for more lead water commissioners and supervisors in the Cheyenne office. They are not sure when this change occurred.
2. At one point our ENNR08s were seasonal TP01s. The Human Resources Division has had no luck in finding any history documented as to why they were changed to permanent employees. These employees are mostly located in Division IV but also require supervision when employed April through September.
3. The Human Resources position used to not have an associate. It was reclassified from a BAAS07 in 2016.

4. Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Financial Aspects- Approximately one half of our agency is funded by S1 Water account not the General Funds of the State. This makes it difficult to change the organization with this constraint.

Geographical difficulties- We have several locations around the state in remote parts of the state. This requires a supervisor in those locations with as little as 2 other employees. It would not be workable to have them report to a supervisor hundreds of miles away.

Agency Morale- The change from supervisor to “lead” in any position may cause some morale issues from some current employees.

Proposals / Department Actions

Financial Aspects- Part of our agency is funded by the S1 Water account not the General Funds of the State. This makes it difficult to change organization around.

Appointments- Hydrographer Commissioners, and Lead Hydrographer Commissioners are appointment by the governor and must pass a background check before completing the hiring process. These employees are also at-will and have statutory duties, and must be supervised differently than most. The supervisor cannot be extremely far away in order to keep in contact with the employee on a daily basis.

Short Term:

N/A

Long Term:

1. One ENNR10 position in one division of our agency will be restructured into two positions upon retirement of the current employee. These two positions created would report to a current supervisor position. The current ENNR10 supervises 2 employees which would then report to the supervisor they report to in a higher class code. This position is currently an ENNR10 and would be reclassified to two 08s or an 08 and a 09 possibly.
2. We will look into changing 4 ENNR10 positions we currently have into “lead technical” positions instead of supervisory positions. This would alleviate the inverted pyramid we currently have of supervision and would take the people they currently supervise and most that supervision to the ENNR11s above them. These ENNR10s would still have input into the PMI system and their salary structure would remain the same. No change would be made if their salary were to be affected or their level 10 classification.
3. There would also be a CTMG10 that would work in a similar manner to move into a “lead” position. This position currently only directly supervises one employee.

Agency Needs Going Forward

N/A



Office of State Lands & Investments

2018 Span of Control: 1^3.21

2018 Span of Control (with temporary positions): 1^3.45

2018 Organizational Layers: 6

History

2014 Span of Control: 1^3.52

The Office of State Lands and Investments Staffing Ratios are driven by two primary factors, the diverse nature of the work done in our agency and geography. In particular, our agency is the administrative arm for two boards, the Board of Land Commissioners and the State Loan and Investment Board. The two boards, although both comprised of the five elected officials, have very different missions and areas of responsibility. We have designed the divisions in our agency to account for these differences and find the divisions to run more efficiently under that design. Consolidating supervisory authority over diverse functions is difficult and in our experience actually reduces efficiency.

Likewise, in our capacity as the administrative arm for the Board of Land Commissioners we have the responsibility for managing state trust land all over the State of Wyoming. Those duties also include responsibility for wildfire management. In order to be more efficient, we have regional offices so that we are able to be nearer to lands that we manage to be responsive to concerns on the land and reduce travel within our agency. Our regional offices have small staff. Oftentimes, there is only two people in any one regional office, both carrying a full non-supervisory workload. However, we need someone to perform supervisory tasks. As such, the supervisory ratio is 1:1 in many of those areas. Additionally, we employ seasonal employees during wildfire season. During this season, supervisors with lower ratios are tasked with supervising the seasonal employees.

Accordingly, consolidating supervisory roles in these instances is problematic because there is not another supervisor in the area to regularly observe the work and during wildfire season the supervisors have more supervisory duties. If we were to try to combine supervisory tasks, we would have to increase travel and the time that the person would be away from non-supervisory work.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

The main roadblock for consolidating a lot of supervisory roles for our agency is geography. Most of our 1:1 ratios occur in our regional offices and in our experience it does not increase efficiency to consolidate those roles.

Additionally, although not a specific roadblock, it is worth noting that over the last few legislative sessions new programs that we are charged with administering have been created but we have not increased our staff. This situation creates additional pressure on our working supervisors to pick up additional duties that are non-supervisory in nature and limits the ability to perform additional supervisory tasks.

Proposals / Department Actions

In instances where we have 1:1 ratios in non-regional offices, we intend to determine if we can eliminate those scenarios and where it is efficient to do so. We have identified two positions for immediate consideration. However, it is worth noting that none of our supervisors are only doing supervisory work. Those people also carry full work loads in terms of duties and responsibilities outside their supervisory role. Accordingly, consolidating duties to one person, may actually decrease efficiency in terms of our ability to carry out the functions of our office given our limited staff. Thus, it is critical to evaluate whether consolidating supervisory roles actually increases efficiency in terms of getting our work done.

Short Term:

Determine whether we can eliminate 1:1 ratios in non-regional offices.

Long Term:

If it is efficient to eliminate 1:1 ratios, do so through reorganization and attrition.

Agency Needs Going Forward

N/A

State Parks and Cultural Resources

2018 Span of Control: 1[^]3.05

2018 Span of Control (with temporary positions): 1[^]5.09

2018 Organizational Layers: 6

History

2014 Span of Control: 1[^]3.46

We have been operating at our current ratio for quite some time. However, we have lost 1 PTE and 7 FTE positions over the past four years which could attribute the decrease in our span of control ratio. Also, due to other funded revenue decreases, to be more effective with our mission, we have relocated eight positions out of the Office of the State Archaeologist Survey Sections over the past eight years.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Due to the size of our agency and the statewide coverage/span, most of our departments and state parks/historic sites do not contain 8 employees. Actually, most of these only have two people. Without growing the number of employees, getting to the 1:8 will be almost impossible. With our expansive reach across the state, it also would not be efficient to modify how supervision is addressed at most of our field locations. To accomplish our mission with such low full and part time employees, we utilize seasonal and AWEC employees. By including the seasonal and AWEC employees in this calculation, our span of control ratio is 1:5.09.

The Wyoming Arts Council and the State Historic Preservation Office have specific requirements and job duties that must be fulfilled to receive grant funding from the National Endowment for the Arts and the National Park Service. The National Park Service requires that we have on staff the employees with specific expertise. The National Endowment for the Arts and the National Park Service grant requirements can be found at their main internet homepages or the Wyoming Arts Council and State Historic Preservation Office can supply copies.

Proposals / Department Actions

State Parks, Outdoor Recreation, Historic Sites & Trails Division:

We are working to modify two regional positions into two Deputy Administrators (DA) positions but will require them to also retain field operation oversight. We would also like to modify our field operation model by creating District Manager (DM) system by creating six Districts comprising between two and four parks or historic sites, depending on complexity and geographic location.

One Deputy Administrator position would oversee the headquarters staff including Construction/Engineering, Planning/Grants, Concession/Revenue/Contracting, Law Enforcement as well as three District Managers (DM). The other Deputy Administrator position would oversee the Outdoor Recreation Office, Trails Program, and three District Managers (DM), of which includes most of the large reservoir parks and Hot Springs State Park.

This change will flatten the organization chart and give more on the ground and local supervision. Due to staffing shortages we still have an extensive working manager model.



Through this DA and DM structure we will also be exploring removing the supervision duties of certain assistant superintendents where there is a 1:1 ratio. The duties will be shifted to the park specific superintendent.

Cultural Resources:

We will carefully examine organizational structure for every program within the Division and make adjustments, such as having more supervisory responsibility placed under a program manager with fewer supervisors between. This will be done through a careful analysis of any vacant supervisory positions to determine where a program might benefit from such a change.

Short Term:

N/A

Administrative Services Division:

We are looking into any potential efficiency of removing secondary supervision below the program managers. This would give more supervision to the program managers, however, it may not create an efficiency. Also, this could hurt our succession planning as we have two secondary supervisors that are taking on this role.

State Parks, Outdoor Recreation, Historic Sites & Trails Division:

We will be implementing the above model in the State Park Division within the next few months.

In addition, we fixed a supervision issue which created a level seven supervisor. Supervision has been moved back to the Assistant Superintendent.

In September 2018, through attrition, we are looking at revamping our planning and grants section which will remove the 1:1 ratio that currently exists.

We will implement, where feasible, having lead seasonal positions that direct the work of other seasonals again compressing work direction at the ground level.

Through attrition, we are exploring some efficiency changes within headquarters to better meet the needs of our mission. At this time we are unsure if it will change any ratios, but we hope it will provide improved customer service (internal and external). We will however, attempt to remove the supervision of only one employee in any place that it occurs.

We are also working on an overall plan to have all staff including lead seasonals report to the park supervisor/superintendent.

Cultural Resources Division:

We need to rewrite the JCQ for a position as it no longer supervises FTEs but still supervises students, volunteers or AWECS. The State Archaeologist's office can be reorganized to reflect the direct supervision of all positions in the program directly under the State Archaeologist. We need to determine if and how this would affect the classifications of the current supervisors. In the State Historic Preservation Office and



the Wyoming Arts Council we can look at removing supervisory duties from any secondary level supervisors in these programs, but would need to consider how these changes would affect classifications.

Long Term:

We have a standing protocol and plan that when any position becomes vacant, we first look at current priorities and needs within the divisions and then we have a broader discussion of needs within the agency, before we fill any positions. This holistic approach allows us to meet the goals and mission of the agency within existing staffing levels.

In the State Museum we need to reconfigure a job share situation that would be filled by one individual, rather than being shared by two part time individuals. This would need to be done through attrition and rehiring accordingly.

Agency Needs Going Forward

We would like to request reinstatement of seasonal funding we have lost through budget reductions over the years. Utilizing the more seasonals and AWEC personnel in our span of control ratio calculation, we could show an improvement in our efficiency ratio. Our constituency demand of our products continues to increase and in an effort to provide the best customer service, we can not continue to decrease our workforce. As we lose full and part time employees and seasonal funding, our span of control ratio will also continue to decrease.

Department of Transportation

2018 Span of Control: $1^{4.82}$

2018 Span of Control (with temporary positions): $1^{5.18}$

2018 Organizational Layers: 8

History

2014 Span of Control: $1^{4.81}$

Geographical considerations are one of the biggest drivers in determining span of control. In order to meet customer needs and/or maintenance and construction requirements, crews/office were established to meet those needs. At some locations, this created 1:1 ratios and up to 1:4 in some cases. The level of demand on either road sections or population areas dictated what type of presence the Department has and the number of employees. This will drive the ratio of supervisors to employees. For some of our administrative occupations (i.e. Drivers License) there is legislative directive (one office in each county) and a need to meet the needs of a rural population. The Department currently conducts a staffing review for each position as it becomes vacant, each program is responsible for documenting their need for the position and the impacts not filling the position will have on customer service and work loads.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Geographical considerations - long distance supervision can create communication and accountability concerns/issues. With improvements in technology we believe we will be able to realign some of our structure to increase our span of control and still be able to ensure the core mission of the Department is met.

Level of maintenance needs on road sections - construction and operational needs require a certain number of employees be located in locations throughout the state. Many of which are in rural areas or small communities. This is driven by the needs of those using the roads across the state.

Customer service - providing services close to where people live is crucial to meet our mission. For some programs, this means having physical locations with limited operating hours and for other programs it means having entire crews in these communities. Much of the staffing decisions are based feedback we receive when an office is closed or services are not offered as timely as the public expects them to be completed. A loss in service in some rural areas causes multiple complaints to be submitted by our customers.

Proposals / Department Actions

A department review by program has been conducted to evaluate the lower ratios (1:1, 1:2, 1:3). Through these discussions the Department has identified areas where it can remove these lower ratios either through attrition or reassigning supervisory duties.

As fewer levels of supervision are created, the focus will be on increasing communication and coordination within programs to create more efficiency. In most of the changes identified there won't be any major organizational impacts. In flattening out the Department there will be a decrease in the amount of time to make a final decision. This will decrease the turnaround time for employees as they will be able to begin



their tasks sooner. Issues and questions can be addressed quicker because there will be less levels of supervisory review.

Many positions will move from supervisor to lead worker allowing more time to focus on job tasks. This will assist with the Department meeting its mission and the expectations of its customers as it will have more employees focused on day to day activities of their program.

Short Term:

- Chief Financial Officer - The division identified 3 positions that will be reassigned from a supervisor role to a lead role, this will be in conjunction with a reorganization of the Fiscal program to better align jobs within the program.
- Aeronautics - The division will consolidate supervisory responsibility under two section managers which will move 3 positions from supervisors to leads. This will remove all of their lower ratio span of control supervisors.
- Chief Engineer, Engineering and Planning - The division has identified 11 positions that will transition from supervisory responsibilities to leadworker. These actions will occur across 5 sections and the transition will begin once the PMI process is completed.
- Chief Engineer, Operations Division - The division identified two positions at the district headquarter level that would move to lead worker from supervisor. The discussions with this division centered around the broader structure of our maintenance and construction staffs and how, either from a classification family study or through a large restructuring, the span of control ratios would be affected.
- Chief Technology Officer - The division has identified 5 positions that will move from supervisor to lead worker responsibilities which will address the majority of its lower span of control ratios. A review of the class specifications will need to occur to ensure the TNT010 level can stay at the same pay band in the lead worker responsibility.
- Support Services - The division has identified one position change that will move a supervisor to a lead worker.
- Highway Patrol - The division identified two positions to move from supervisor to lead worker responsibilities, this will reduce their lower span of control ratios. In addition, every Trooper Recruit, upon hire, is assigned to the Safety and Training Division prior to undergoing to required training. These positions will now be adjusted to the assigned field Lieutenant which will address the field span of control ratios.

Long Term:

- Chief Financial Officer - The longer range plan is to review like functions that are dispersed across the Department and consolidate them into their appropriate specialties within the the program (i.e. Purchasing functions).
- Aeronautics - There wasn't any over 6 month changes identified.
- Chief Engineer, Engineering and Planning - The Chief Engineer tasked the Assistant Chief Engineer, Engineering and Planning to evaluate current structure and manning requirements of constructions and maintenance crews and provide the Chief Engineer with recommendations. There will be ongoing evaluation of two sections to determine appropriate reporting structure within the Department. In addition, changes in technology may drive the structure and job requirements for all sections across this division.
- Chief Engineer, Operations Division - The Chief Engineer tasked the Assistant Chief Engineer, Operations to evaluate current structure and manning requirements of constructions and maintenance crews and provide the Chief Engineer with recommendations. As mentioned in the less than six months discussion there was considerable discussion concerning the current structure of the Department's maintenance and construction crews. These crews encompass a large number of employees, mostly in

the field, within the Department. An ongoing review of the classification families will continue and as vacancies are created due to turnover a thorough review of how the position is to be filled will occur.

- Chief Technology Officer - There wasn't any over 6 month changes identified.
- Support Services - There will be a continuing review of the Drivers Services program to evaluate locations and coverage of locations by regional supervisors. The current structure within the Compliance and Investigation program will change through attrition. There is currently a supervisor classification being used as a deputy that would fill the roll as program manager thus freeing up current supervisory position.
- Highway Patrol - Through attrition and organizational restructuring the reporting relationships in the field will be reviewed with the intent to increase the span of control for the field supervisors. At the headquarters offices a review of priorities and changes in the specialty fields will possibly lead to a broader span of control

Long Term Vision

The department is currently incorporating span of control as part of the review as positions become vacant and the decision is made about how/where to recruit for the vacancy. Base on what we have observed through this process the Department's long term vision is to ensure our classification structure, staffing levels, and organizational structure are in alignment to meet the needs of the traveling public.

Through attrition the Department will continue to review work units and ensure the structure and staffing of each unit can meet the expectations of our customers. This review will be all inclusive of programs within headquarters as well as construction and maintenance crews located in the field. The Department will strive to combine crews across a broader geographical area under a centrally located supervisor. Then, day to day activities will be managed by lead workers who report to the centrally located supervisor.

A review of our classification structure would need to be a part of this process to ensure those responsible for day to day activities without direct supervision are appropriately recognized for their responsibilities. Additionally, as new technology is introduced and changes how we do business, positions will be evaluated to ensure the level of service to the public is enhanced and that the skill needed to complete the functions are appropriately recognized.

Agency Needs Going Forward

Horizontal career path - As levels are removed from classification structure there needs to be the ability to move within pay range that is dependable and can allow for growth within positions and acknowledgement of additional skill that may need to be completed at different levels within the organization.

Fund positions at Market Policy Position (MPP) - Funding positions at MPP and allowing departments to manage salaries underneath this overall "cap" would allow departments to be more dynamic in hiring and continued compensation decisions. Each position would still be hired between the Entry and MPP, but there would be better ability to recognize unique, yet measurable, abilities and qualities that candidates and existing employees bring to their positions.

Consistent implementation of occupational studies - Thorough and routine delivery of occupational studies would aid agencies in ensuring that career paths, succession planning and recruitment efforts are managed in a fair, consistent and competitive manner.

Classification structure that will support a broader span of control incorporating the three points above.

Water Development Office

2018 Span of Control: 1^4.00

2018 Span of Control (with temporary positions): 1^4.00

2018 Organizational Layers: 4

History

2014 Span of Control: 1^4.17

In 1979, the Wyoming Water Development Commission (WWDC) was formed and an independent staff was developed. The Commission which is made up of ten members of the public was created to provide oversight of the program and direct which water projects are to receive state assistance. In 1982, the Governor proposed and the legislature implemented the framework for the present Water Development Program. The Water Development Program defines three levels of projects. Project planning is performed in Levels I and II and project construction is performed in Level III. Level I projects are reconnaissance studies and Level II projects determine a project's feasibility. Level III projects include project design, permitting, land acquisition, construction, and construction engineering.

In 1989 the Legislature created Water Development Account (WDA) I with a dedicated revenue stream to fund new water development projects and WDA II with a dedicated revenue stream to fund rehabilitation projects. In 2005 the legislature authorized dedicated funding, WDA III, for a new program to place special emphasis on the construction of new dams and reservoirs. Projects are funded every year at each level and from each of the three water development accounts. At any one time, there are over 200 active projects being managed by the agency.

Individual project administration is the priority of the Wyoming Water Development Office (WWDO). It is interesting to note that the number of projects within the program determines the staff workload, as opposed to the level of the funding appropriations. Administering a small project may be more time consuming than working on a larger project. The WWDO will continue to use up-to-date technology to reduce administrative costs and to produce state-of-the-art plans and projects.

The Wyoming Water Development Office (WWDO) has twenty-five employees with six supervisors. One of those supervisors is the Director with four direct reports (three ENNR13 positions and one FIAC12 position). The three ENNR13 supervisor positions administer the planning program, construction program, and dam and reservoir program. As each program is legislatively mandated, it is important to have a dedicated supervisor for each program. The FIAC12 position manages the fiscal, human resources, and administrative operations for the WWDO. As the WWDO is a small office, the average span of control ratio for the entire agency is one-to-four.

The three supervisors in the ENNR13 positions manage projects, other programs, and processes within the WWDO.

- The planning ENNR13 has eight direct reports including one supervisor for the river basin planning program (ENNR11). The planning ENNR13 is responsible for Level I and II projects that may be funded from WDA I and WDA II. The eight direct reports manage planning projects which includes directing the work of private sector consultants. Sound water planning will preserve Wyoming's water entitlements and promote the effective and efficient use of the state's water resources. The WWDC serves as the water-planning agency for the State of Wyoming. The planning aspects of

the Water Development Program establish the framework for development strategies and serve to identify and resolve water issues.

- The river basin planning program developed basin wide plans for each of the state's major drainage basins. These plans developed information concerning the current status and future availability of Wyoming's water resources in order to identify water supply problems and development opportunities. At one time, the river basin planning program supervisor (ENNR11) had three direct reports. As the seven basin plans were completed, the program no longer needed three employees. Thus, the current ratio for the river basin planning supervisor (ENNR11) is one-to-one. However, this ratio figure does not include the four employees located at the University of Wyoming, Water Resources Data System (WRDS). The WWDO funds WRDS. WRDS has provided water-related data to Wyoming citizens, state agencies, industry, municipalities and researchers for over thirty years. WRDS is an integral part of the statewide water planning process and serves as an important means of disseminating water resources information to the people of Wyoming. These additional "contract" employees are under the direction of the river basin planning supervisor (ENNR11) thereby increasing the actual span of control ratio for this supervisor to one-to-five.
- The construction ENNR13 has six direct reports and is responsible for Level III projects being constructed with funds from WDA I and WDA II. Construction project agreements are with a project sponsor who may be a municipality, irrigation district, or other approved special district who is a major beneficiary of the project. The project sponsors use private sector consultants for preparation of project plans and specifications. Project sponsors are also required to solicit bids or proposals from private contractors for project construction. Thus, construction program employees are managing projects requiring coordination between three different entities. Construction project managers are very involved throughout each phase of the project by ensuring the project is fully funded, evaluating contracts, reviewing plans and change orders, approving pay requests, and completing inspections. A completed construction project is the culmination of a water development project putting Wyoming's water to beneficial use and ensuring existing water supplies remain effective and viable.
- The dam and reservoir ENNR13 has three direct reports and all dam and reservoir program employees are managing projects. Dam and reservoir projects involve planning and construction projects being funded from WDA III. Considering the complexity of reservoir planning and construction, the dam and reservoir program takes a systematic approach in its evaluations. Through a planning process where each succeeding level of study adds and refines information, the program strives to work with communities to identify unique needs and opportunities; understand watershed hydrology to determine water demand and availability; investigate the sciences at hand to address site feasibility, project benefit/impact and regulatory requirements; and ultimately design and construct reservoir storage. In addition to projects, the dam and reservoir program is responsible for the operation and maintenance of the State of Wyoming owned High Savery Dam and Reservoir and newly acquired Lake DeSmet/Healy Reservoir assets. The High Savery Dam and Reservoir requires daily monitoring as it is a high-hazard facility. While the High Savery Dam and Reservoir has a dedicated employee, the Lake DeSmet/Healy Reservoir assets are currently operated and maintained through a private sector consulting contract (one employee). Thus, the ENNR13 position includes an additional level of supervision by directing the responsibilities of the contractor. As such, the actual span of control ratio for this supervisor is one to four.
- The FIAC12 position has two direct reports. This position manages the fiscal, human resources, and administrative operations for the WWDO. There used to be three direct reports; however, in the 2017-18 budget, the WWDO proposed removing one position. The WWDO continues to maintain its fiscal, human resources, and administrative operations with a reduced number of



employees. Monitoring budgets, appropriation dates, contract dates, and processing pay requests for over 200 water projects, the administrative employees are efficient and effective at providing support for the employees of the WWDO.

In looking at the WWDO, the average span of control ratio may seem narrow; however, when you consider the “contract” employees at WRDS, the consultant contractor for the newly acquired reservoir assets as well as the lost position, the span of control ratio widens. The WWDO administers and manages the following eight programs: rehabilitation, new development, dam and reservoir, small water projects, river basin planning, instream flow water rights, groundwater exploration, and water investment management. As a small office, the WWDO completes ongoing responsibilities within its available resources. As the water resource needs of our citizens change, the WWDO has been able to adjust as necessary. In summary, the Wyoming Water Development Program adapted to meet the changing needs of the State of Wyoming and its citizens. However, the program continues to serve its founding principle: The effective and efficient use of water will preserve Wyoming’s water for Wyoming’s future.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

Not applicable.

Proposals / Department Actions

W.S. 41-1-106 through 41-1-108	General Provisions
W.S. 41-2-107 through 41-2-122	Duties Generally, Development of Water Projects
W.S. 41-2-119	Groundwater Studies
W.S. 41-3-1001 through 41-3-1014	Instream Flow
W.S. 99-3-1903 through 99-3-1904	Small Water Development Projects
W.S. 99-99-1001	Water Investment Accounts
Omnibus Water Planning and Construction Bills	

Short Term:

N/A

Long Term:

N/A

Agency Needs Going Forward

N/A

Department of Workforce Services

2018 Span of Control: 1^6.48

2018 Span of Control (with temporary positions): 1^6.56

2018 Organizational Layers: 6

History

2014 Span of Control: 1^6.80

Upon the combination of the Department of Workforce Services and the Department of Employment in 2011, HB0106 was deemed a Type 1 transfer meaning the intent was not to decrease positions and save expenditures, but rather to enhance service delivery. This led to several areas where dual management structures were put in place. A Service Team was developed which managed this dual structure. The functions under the Service Team for which there was a dual structure were:

- Human Resources (two separate HR Managers)
- Fiscal (two separate Fiscal Managers)
- Policy (two separate Policy Managers)
- Public Relations (two separate PR Managers)
- IT (three separate IT Managers)

Since late 2015, these overlaps have all been addressed and absorbed into normal agency operations. The Service Team has also been absorbed into normal agency operations as indicated by our current organizational structure.

Roadblocks (Statutory, Administrative, Legislative Obligations, etc.)

DWS has a myriad of federal and state requirements which impart a separation of duties for internal control measures as well as to help prevent conflicts of interest. Many of these impose a mandated organizational structure. Some of the main limits are :

- The Rehabilitation Services Administration (RSA) which is a Division of the US Department of Education. The RSA provides the regulations, rules, requirements and guidelines for our Vocational Rehabilitation Division.
- US Department of Employment (DOL). The DOL has significant oversight and control for our agency. The divisions which must meet strict DOL regulations, rules, requirements and guidelines are:
 - Unemployment Insurance
 - UI Benefits
 - UI Tax
 - Federal Unemployment Tax Act (FUTA)
 - Benefit Accuracy Measurement (BAM)
 - Benefit Timeliness and Quality (BTQ)
 - Tax Performance Systems (TPS)
 - Occupational Safety and Health Administration (OSHA)
 - OSHA Compliance
 - OSHA Consultation
- Equal Employment Opportunity Commission (EEOC)
 - Fair Employment (Discrimination)

- Wage & Hour
- Child Labor
- Prevailing Wage

There are numerous agency requirements. The **major state** statutes for our agency are:

- Title 9 Chapter 2, 2604, Workforce Development Training Fund
- Title 27 Chapter 1, Labor
- Title 27 Chapter 3, Unemployment Insurance
- Title 27 Chapter 4, Wages
- Title 27 Chapter 9 Fair Employment
- Title 27 Chapter 11, OSHA
- Title 27 Chapter 14, Workers' Compensation

The **major federal** regulations for our agency are:

- 20 CFR 676, et al, Workforce Centers
- 34 CFR 361, et al, Workforce Centers
- 34 CFR 386, et al, Vocational Rehabilitation
- 20 CFR 404, et al, Social Security Disability

Proposals / Department Actions

At this time, the agency does not have a single proposal, but rather a series of adjustments to help enhance the efficiency of service delivery. There are several significant external factors facing the agency at this time and plans are being developed to address these as well.

Short Term:

One of the more prominent pieces of data from the study was that the number of direct reports for two of our Administrators (Employment & Training, Standards & Compliance) was very high. Our Administrators are extremely busy and the number of direct reports has the possibility of interrupting their productivity. The agency has taken steps to reduce the number of direct reports for our Administrators and other key management personnel. At the same time, many of these steps will increase the number of direct reports for other capable managers. Specifically, the adjustments made or under consideration are:

1. Develop a Business Support Team (Workforce Programs/Employment & Training). This structure will combine several of our smaller programs into a cohesive unit where both breadth and depth of duties can be implemented. The units involved are; Workforce Development Training Fund, WOTC, Head Start, and WY Quality Counts.
2. Develop an Employer Services Unit (Workforce Standards/Standards & Compliance). This structure will combine the entire premium assessment and collection unit with the Risk Management and Compliance Assistance units. Each of these units has overlap and complementary efforts.
3. The Workforce Innovation and Opportunity Act imposes several distinct changes for our agency. Particularly, the Workforce Centers, Vocational Rehabilitation, and Unemployment Insurance. The agency currently has a reclassification request under consideration with A&I to create a position which will help bridge these 3 units. This position is designed to enhance service and integrate these programs.

Long Term:

1. Appoint a UI Director in Casper. The vast majority of our UI staff is located in Casper. This position would help reduce the number of direct reports to the Administrator of Employment & Training by 4 and establish an executive presence in Casper.
2. Redesign the management structure of our Vocational Rehabilitation unit. This change would combine the Fiscal, Operational, Training, and Management functions into one position. This would modify the current span-of-control for the mid-level managers.
3. Redesign the Program Manager (Deputy Administrator) span-of-control for the Workforce Centers. Currently, 1 Program Manager provides management and leadership for all 21 Workforce Centers. This study has helped us identify several inefficiencies in this structure. Currently, it requires a significant amount of travel for the Program Manager. A redesign will provide greater local control as well as more effective leadership and strategic planning.
4. The agency is implementing a Balanced Scorecard program to set measurable goals and develop plans for implementation. This program will also identify those areas of the agency where structural adjustments are needed.

Agency Needs Going Forward

Greater flexibility on salary adjustments, particularly for downward reclassifications.

Additional positions to help eliminate permanent staffing (temporary) agency positions.

Appendix B. Governor's Letter

Office of the Governor

March 8, 2018

Dear Agency Directors,

Many of you are familiar with the Efficiency Study commissioned by the Legislature. I have attached the Executive Summary to this letter for your review. Among many interesting recommendations, the report discusses staffing structure challenges.

The recommendation of Alvarez and Marsal is for a statewide organizational review of administration functions, line of service, span of control, and staffing level. These reviews can provide insight and information to help the state right-size staffing and streamline structure. The Legislature is also addressing aspects of the Alvarez and Marsal recommendations in SF120. This recommendation has particular relevance to each agency and requires a systematic and coordinated approach among agencies.

I ask you to work with Dean Fausset, Director of Administration and Information, as we think about the most effective way to assess and develop information that can lead to better service and greater efficiency. I ask that you begin work immediately.

Sincerely,



Matthew H. Mead
Governor

MHM:dp

Encl.

Appendix C. Alvarez & Marsal Executive Report



OUTLINE

- I. Executive Summary
- II. Background and Purpose
- III. Cross Agency Benchmarking and Analysis
- IV. Department of Administration & Information
- V. Department of Education
- VI. Department of Health
- VII. Department of Revenue/Department of Audit
- VIII. Other \$20M Agency SAGE Reports

PROJECT OVERVIEW

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- The objective of the task was to conduct a rapid assessment to identify, quantify, and prioritize new approaches for the Commission that would pinpoint opportunities to reduce costs and operate more efficiently. The scope of the Statewide Efficiency Review focused on the following key agencies:
 - Department of Administration & Information
 - Department of Education
 - Department of Health
 - Department of Revenue
- A&M also conducted a cross agency benchmark analysis, reviewed the plans submitted by agencies with more than \$20 million in biennial budget, and identified ways to incentivize the identification of efficiencies by state employees.
- As a result of these reviews, A&M found:
 - The need for a broad scale organizational review to include: a programmatic review of the lines of service provided by the state agencies, an assessment of the span of control and reporting structure of the supervisors, and a review of opportunities to make changes to both the employee benefits and school district benefit programs to drive savings.
 - There is a need to modernize systems and coordinate investment across state agencies to allow for better integration of technology solutions, particularly in the areas of Human Resources and Finance.
 - There are opportunities to increase revenues through the creation of a Governor’s Grants Office (to improve pursuit of federal funds), the creation of an interagency Discovery Unit for tax audit and collections, and a need to hire audit and collections staff.
 - There are a high number of administrative functions performed at the agency level, where use of shared services across state agencies, and regional shared services across school districts would increase the level of service and help drive efficiency.
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EFFICIENCY OBSERVATIONS

	Current State
Organizational	<ul style="list-style-type: none"> • Span of Control Challenges: The agency supervisory span of control (i.e., the number of staff that report to each supervisor) is low with an average staff to manager ratio of 4:1, below standard benchmarks of 6-8 and significantly below best in class levels of 12-13. • Staffing Levels: Staff reductions have left key functions understaffed, including Auditors and Collection staff. • Organizational Structure: The State has a high number of agencies, boards, and commissions per capita. Within these agencies there are a significant number of small agencies that each maintain separate administrative functions. As a result, there are opportunities to consolidate functions and reporting structures, and to create new programs that cut across agencies to break down silos.
Incentives	<ul style="list-style-type: none"> • Structural Inefficiencies in Budget Savings: The State's annual budget process incentivizes agencies to hold back savings until after the first wave of cuts are delivered. Alternatives include target reductions and share in savings. • School District Spending: The current funding model encourages districts to spend inefficiently as there are limited reporting or compliance requirements to receive state funding.
Innovation	<ul style="list-style-type: none"> • Dashboard and Analytic Capabilities: Wyoming Department of Health Director's Unit for Policy, Research and Evaluation (DUPRE) developed best in class analytic and dashboarding capabilities that could provide lessons learned for other departments as well as other states in the analysis and management of data to affect agency decision-making. • Indian Health Services: Wyoming should be commended for their innovative approach to establishing the necessary protocols and infrastructure to realize Medicaid savings, and for promoting coordination of care through collaboration with tribal governments and with IHS. • Property Tax Function: The state developed a business case for conducting statewide Aerial Imagery scanning and spatial comparison to identify new properties or structures that should be added to the tax rolls without site visits. The automated identification is estimated to help identify new properties in unincorporated areas up to two years sooner.

EFFICIENCY OBSERVATIONS

	Current State
Federal Funds	<ul style="list-style-type: none"> • Gaps in Federal Funds Pursuit: The State does not strategically pursue federal grants, and there are numerous examples of agencies bypassing federal funds. Wyoming is the only state that does not seek reimbursement for Medicaid funds for school districts. Participation in federal child nutrition programs is well below benchmarks and numerous schools have dropped out of the programs. • Over Reliance on State Funds: There is cultural bias away from federal funds, where small amounts of resistance discourage full evaluation of opportunities to gain additional funds. • Administrative Burden: Agencies and school districts are reluctant to pursue federal funds due to administrative tracking, reporting, and compliance requirements.
Technology	<ul style="list-style-type: none"> • Enterprise Technology Services: The State has taken the right steps towards coordination of technology solutions through the establishment of a centralized Enterprise Technology Services (ETS) to coordinate information technology structure across the state agencies. • Technology Pivotal to Efficiency: The modernization of systems is a foundational step necessary before the State can realize efficiency from solutions generated through shared services, improved process, or improved tracking and reporting of funds. • Disparate Use of Technology: Agencies often independently purchase their own technology solutions instead of pursuing technology purchases across state agencies or following statewide technology policies, which would allow the state to take full advantage of the systems and programs, particularly given the state government's size. • Limited System Integration: There is significant manual data entry between systems that should be more integrated. This causes agencies to extract/upload data across multiple systems and/or manually manipulate data extractions to get the desired reporting. • Collaborative Funding: Because of lack of collaboration, the State is unable to fully take advantage of the administrative benefits associated with allowable recovery of federal funds when investing in centralized technology solutions or recovering central administrative costs.

EFFICIENCY OBSERVATIONS

	Current State
Shared Services	<ul style="list-style-type: none"> • Decentralized Staffing/Processes: Each agency continues to maintain administrative functions that overlap with centralized services including, human resources, finance, IT, and procurement. • Customer Service: The administrative functions, including shared services functions, need to be resourced with staff that can provide the right level of support to front line agencies. Without enough input from agencies, products or services are designed where the final product often doesn't meet the needs of the agencies as intended. For example, core accounting system issues result in lack of access or manual processes to generate needed reporting.
Procurement	<ul style="list-style-type: none"> • Decentralized Procurement: Each agency has a procurement function that interacts with the central procurement division. Most of the interaction with the central procurement division is for compliance rather than process support, indicating a lack of economies of scale across statewide procurement. • Data Limitations: The State does not provide ready access to data for the procurement staff to conduct meaningful analysis of expenditures or procurement practices. System integrity issues create the arms length access to data. • Collaboration: The State would benefit from greater collaboration across departments to increase buying power.
Education Funding	<ul style="list-style-type: none"> • Remote Student Expenditures: The State spends a disproportionate share of funds on remote location students, in some cases providing personalized learning solutions. In the most extreme examples, staff outnumber students, and financial resources dedicated to educating small groups far exceed the State's average per pupil cost. • Perspective: School districts are able to spend state resources with minimal requirements for tracking performance metrics or compliance reporting resulting in reduced recovery of federal funds.
Rural Nature of Wyoming	<ul style="list-style-type: none"> • Spending Perspective: The State points to the rural geography to justify higher spending in areas such as education for remote students, the cost of transportation, or the lack of industry to provide services in health, technology, etc. • Minimal Regional Collaboration: While some government-to-government collaboration occurs in the state and through school district BOCES, the State could benefit from increased regional collaboration between the state, local, and school districts to drive services or increase savings.

EFFICIENCY RECOMMENDATIONS

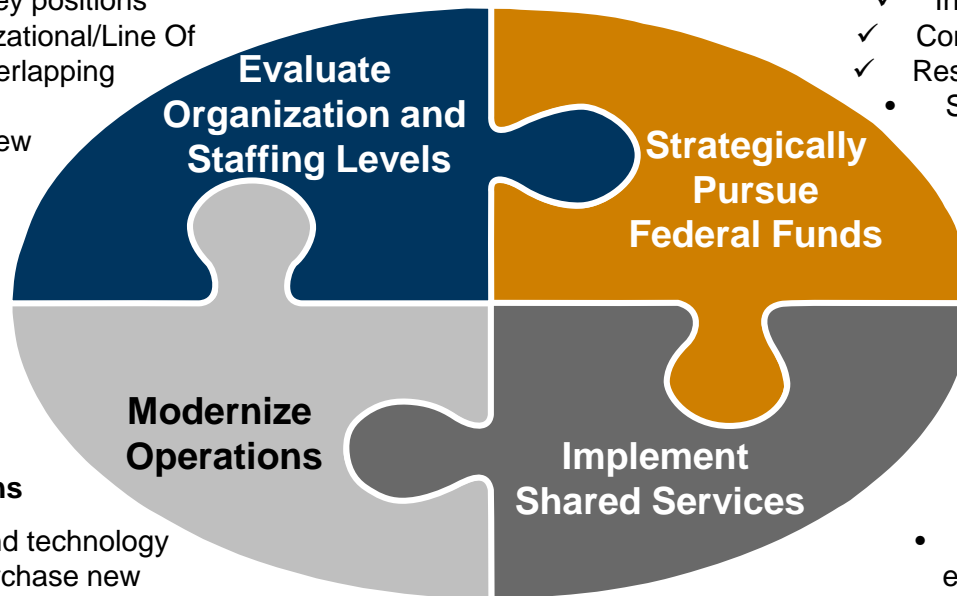
State of Wyoming Efficiency Study Recommendations

Organization and Staffing

- Evaluate opportunities to streamline administrative functions
- Increase staffing levels for key positions
- Conduct a statewide Organizational/Line Of Service review to resolve overlapping responsibilities
- Conduct span of control review

Strategically Pursue Federal Funds

- Establish a Governor's Grants Office
- Increase federal reimbursement requests
 - ✓ Initiate school-based services request
 - ✓ Consider additional Medicaid programs
 - ✓ Restructure the Child Nutrition Program
- Strengthen reporting and compliance capabilities



Modernize Statewide Operations

- Invest in people, process, and technology
 - ✓ Expand on existing or purchase new technologies to minimize “paper-pushing”
 - ✓ Drive data quality improvements across the state financial and personnel systems
- Integrate technology solutions across agencies
- Sponsor efficiency-increasing technology for local governments and school districts

Implement Shared Services

- Study the potential opportunities for expanded shared services in the state
 - ✓ Make necessary infrastructure enhancements
 - ✓ Build on successes in construction
 - ✓ Build on technology shared services successes
 - ✓ Consider expansion in Procurement
 - ✓ Consider Expansion in Human Resources
- Establish Regional Service Centers for school districts

ORGANIZATIONAL REVIEW

ORGANIZATION AND STAFFING

The State should engage in a statewide organizational assessment that would provide clarity into service levels, right-size staffing levels, and streamline government structure.

ORGANIZATIONAL REVIEW RECOMMENDATIONS

ADMINISTRATIVE FUNCTION REVIEW	LINE OF SERVICE REVIEW	SPAN OF CONTROL REVIEW	STAFFING LEVEL ASSESSMENT
<ul style="list-style-type: none">• The Administrative Function Review would study the breadth of administrative services that are provided by both the State and state agencies.• Having better insight into the structure of the administrative services would help the State to ensure that the structure through which these services are provided is effectively and efficiently meeting the agencies' needs.	<ul style="list-style-type: none">• The Line of Service Review would evaluate the programs and services provided by the State to assess overlapping responsibilities, obsolete programs, or areas for enhancement.• By creating a catalog of services provided, the State will be able to evaluate the impact and outcomes of the associated programs.• The Line of Service Review would give the State the information needed to consolidate or eliminate programs (that are under-utilized or ineffective), or expand services as needed.	<ul style="list-style-type: none">• A Span of Control Review will evaluate the supervisor to front line staff ratio across the state agencies to identify areas to shift resources and improve services.• The State should identify opportunities to increase span of control targets from 4:1 to better align with industry benchmarks.• The goal is to affect long term workforce planning to shift staffing levels toward front line staff to increase the level of service both internally and to Wyoming citizens.	<ul style="list-style-type: none">• The State has reduced the number of state employees resulting in the loss of staffing of key revenue generating roles. A concerted effort to replace these staff should be prioritized in the coming year.• The State should create a Discovery Unit that bridges the Audit and Revenue departments.• The State should establish a Governor's Grants Office to improve fiscal management of federal funds.

STRATEGICALLY PURSUE FEDERAL FUNDS BY ESTABLISHING A GOVERNOR'S GRANTS OFFICE

Strategy

- Drive strategic identification, analysis and prioritization of federal funding opportunities.

Risk and Compliance

- Conduct risk assessments and compliance reviews of federal funds programs.

Execution

- Monitor federal funds/grants programs for execution and timely reimbursement requests.

Cost Recovery

- Review the Statewide Cost Allocation Plan (SWCAP) allocations procedures for revision and improved capture.

Technical Assistance

- Provide technical assistance and tactical support to the school districts.

Technology

- Provide oversight of systems implementation to facilitate better funds management.

SHARED SERVICES REVIEW

IMPLEMENT SHARED SERVICES

Organizational effectiveness and cost savings opportunities can increase through formal collaboration efforts between agencies.

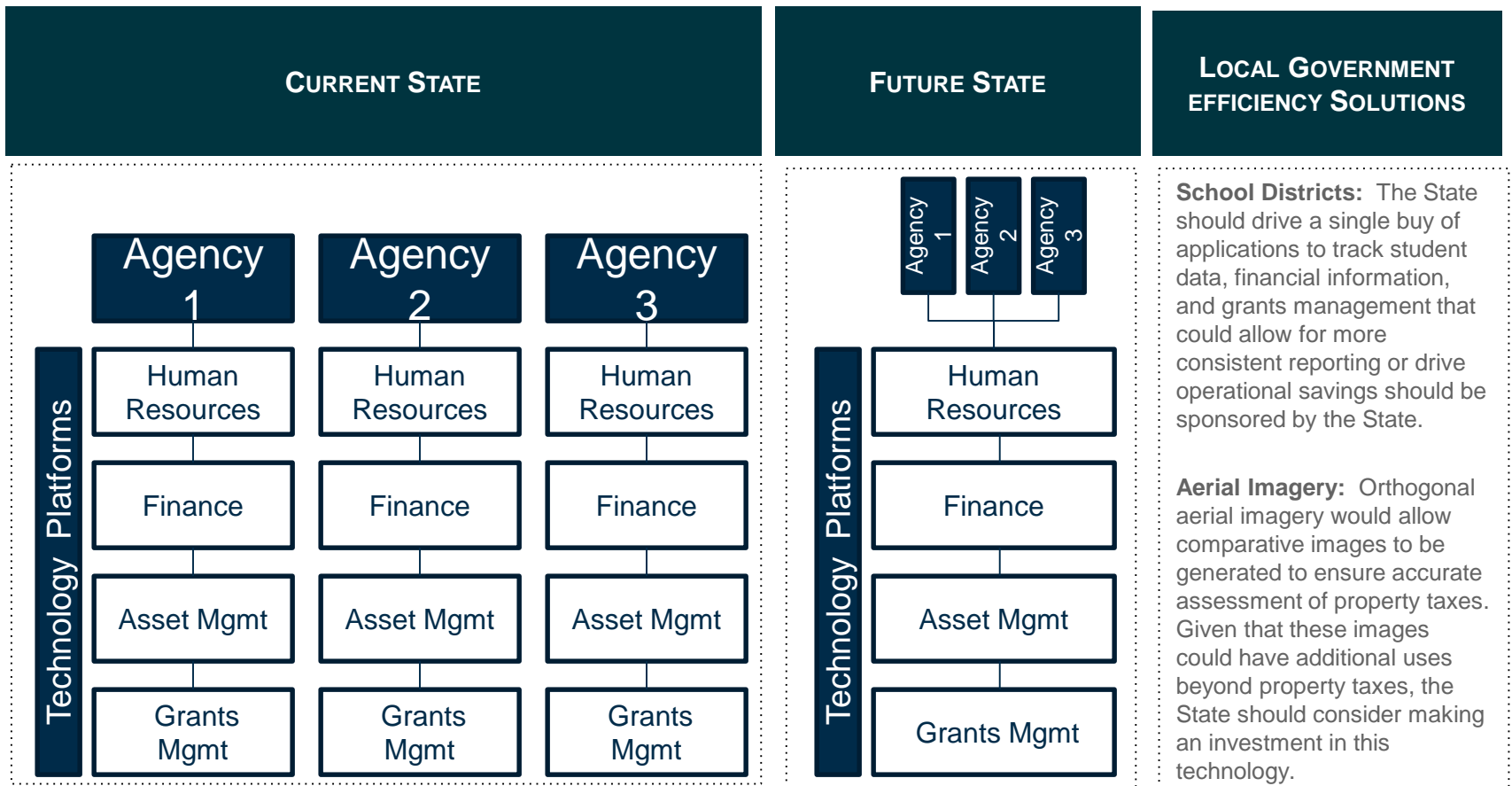
SHARED SERVICES OPPORTUNITIES			COLLABORATION
FINANCE	HUMAN RESOURCES	INFORMATION TECHNOLOGY	PROCUREMENT
<p>Accounts Payable and Payroll: Shared Processing; Standardized and automated workflow on approvals.</p> <p>Potential to add in:</p> <ul style="list-style-type: none">• Accounting Entries• Financial Reporting• General Oversight• ERP Systems• Grant Compliance and Claiming	<p>Human Resources: Shared HR functionality across agencies with a cross-agency Human Resources Information System (HRIS).</p> <p>Benefits Coordination: Shared processing and support including school districts.</p>	<p>Technology: Shared oversight and support functions.</p> <p>Integrated Solutions: Alignment to technology solutions across agencies.</p> <p>System Interfacing: Strategic technology interfacing that allows for communication across related systems.</p>	<p>Purchasing Coordination: Collaborate on market intelligence, pricing opportunities, RFP management, contract negotiations, contract management and minimum buying commitments.</p> <p>Capitalize on volume discounts and rebates.</p> <p>Shared analysis of spending, monitoring and optimization of pricing.</p>

Governance structures, service level agreements, and implementation plans will vary based upon the range of services included and the agencies participating in a collaborative model.

MODERNIZE STATEWIDE OPERATIONS

The State will benefit from investment in technology applications across agencies and should consider investing in technology solutions for local governments.

MODERNIZATION RECOMMENDATIONS



ANNUAL IDEAS FESTIVAL

Key Findings

- **At least 11 states have employee suggestion incentive programs where the employee gets a bonus as a percentage of the savings achieved by the suggestion. The award suggestions vary by state:**
 - Wisconsin had an employee suggestion program since 1954 that identified \$12 million in savings over the life of the program.
 - Kansas has an employee suggestion program in which an employee can receive 10 percent of the savings for a suggestion up to \$5,000.
 - California, Tennessee, and North Dakota have employee suggestion programs with limits of up to \$50,000, \$10,000, and \$4,000 respectively.
- **Award programs tend to trail off without program maintenance and awareness.**

Recommendations

- **Wyoming should implement a Governor's Annual Ideas Festival.**
 - Administering the Ideas Festival and annual program can be developed and instituted with minimal administrative burden.
 - The Governor's Annual Ideas Festival would award teams of individuals up to \$25,000 as a team, and \$5,000 per person to identify and help implement savings opportunities.
 - The payout would be split upon award and after savings have been implemented.
 - Actual realized savings realized would help fund future program awards.
- **The critical steps include:**
 - Creation of statutes that allow for funding of the Governor's Annual Ideas Festival.
 - Design and rollout the Ideas Festival.
 - Host the program and awards ceremony.

CONCLUSION: ESTIMATED ONE-TIME INVESTMENT AND BIENNIAL SAVINGS

Investment and savings ranges shown below reflect estimates of the impacts of A&M recommendations for process, technology and policy changes. These amounts are subject to change based upon the implementation strategies selected. In addition, potential costs associated with additional planning activities are not reflected in these estimates.

	Est. One-Time Investment (State Funds)		Est. Net Biennium Savings (State Funds)	
	Low	High	Low	High
Cross Agency	\$1,850,000	\$2,750,000	\$20,985,395	\$41,950,791
Administration & Info	500,000	700,000	5,350,000	8,800,000
Education	2,400,000	3,750,000	42,593,411	83,626,961
Health	1,876,882	3,753,765	19,920,282	43,120,396
Revenue and Audit	2,000,000	2,500,000	19,300,000	38,600,000
Other \$20M+ Agencies	2,272,015	2,272,015	3,510,449	9,387,085
State Total	\$10,898,897	\$15,725,780	\$111,659,537	\$225,485,232
Local Impacts	1,992,000	1,992,000	852,305	2,142,679
Total	\$12,890,897	\$17,717,780	\$112,511,842	\$227,627,911

PHASE 2 PROJECT PLAN




Phase 2 Project Plan Overview





Work Step	Yr	2017	2018												2019					
	Mo	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6
1. Establish PMO Function																				
2. Organizational Study																				
3. Strategic Sourcing Review																				
4. Technology Integration Study																				
5. Employee Benefits / K-12 Benefits Study																				
6. Statewide Real Estate Study																				
7. Governor's Grants Office																				
8. WDR/Audit Discovery Unit																				
9. Indian Health Services																				
10. Electronic Visit Verification																				
11. Home and Community Based Services																				
12. BOCES for Shared Services and Procurement																				
13. Other Agency Reviews																				

Project Overview

- The PMO function would ensure coordination and timing throughout the Phase 2 effort.
- Areas that were identified for potential efficiency initiatives are included for further study and development of a transition plan.
- There are efficiency opportunities with near-term impacts including reducing surplus assets and hiring additional audit and collections staff, that should be considered for immediate implementation.
- There are a agencies that were out-of-scope for Phase 1 that should be reviewed in Phase 2 including:
 - Department of Transportation
 - Department of Corrections
 - University of Wyoming
 - Wyoming Community Colleges
 - Department of Health – Behavior Health
 - Office of State Lands and Investments
 - Department of Environmental Quality

Project Risks/Issues

ID	Description	Mitigation	Status	Owner
1	Legislative approval is required for implementation for a number of the efficiency initiatives.	Efficiency initiatives have been vetted by the agencies and the SAGE Commission.		
2	Technology integration, restructuring procurement and shared services would require significant coordination across agencies.	Agencies were provided an opportunity to review the recommendations and provided comment. Additionally, the PMO function will help to facility cross-agency coordination.		
3	Implementation of recommendations or further study will require financial investment from the State.	While there is an upfront, or even ongoing investment required, the initiatives should yield savings to more than offset the cost.		

Risk Level  Low  Moderate  High  Mitigated/Avoided