



**BOARD OF COUNTY COMMISSIONERS
OFFICE OF THE COMMISSION AUDITOR**

M E M O R A N D U M

TO: Honorable Dennis C. Moss, Chairman
and Members, Board of County Commissioners

FROM: Charles Anderson
Commission Auditor

A handwritten signature in black ink, appearing to read "Charles Anderson", is written over the printed name and title.

DATE: September 13, 2010

SUBJECT: FY 10-11 Span of Control Analysis

The FY 2010-11 Span of Control Analysis is attached for your information. It was completed for 58 Miami-Dade County departments using staffing charts submitted by the departments through the Office of Strategic Business Management (OSBM). Please note that supervisor positions were indicated by the departments.

We focused our analysis on full-time (excluding part-time) positions in the departments' staffing charts. We calculated two spans of control; one based on information submitted by the departments and one based on comparing staffing charts to published County job descriptions. When a supervisory level position was indicated in the job description, the Office of the Commission Auditor (OCA) assumed that the position should be considered supervisory in nature. In cases where supervision "may" be exercised, OCA used the departments' decision. We noted many cases where the supervisor position counts differed between staffing charts and the job descriptions. This indicates that the departments need to either update the job descriptions and/or their staffing charts. Our limited review of job descriptions did not constitute a desk audit. Further analysis is required to determine the actual duties to each position.

Span of control can sometimes be stated as to how many people a manager is responsible for communicating to, or an employee who has control over activities performed by subordinates and monitoring their communication. There are a variety of theories about the optimum span of control which depends on numerous variables including organizational structure, available technology, the functions being performed, and the competencies of the manager as well as staff.

A low span of control where there are few subordinates per manager or supervisor leads to a "tall" organization, one with many layers; whereas a high span of control leads to a flat organization. This analysis does not determine an optimum span of control; however, contemporary management theory advocates higher spans of control and flatter organizational structures.

A King County, Washington “Span of Control” audit from 1994 stated the following:

There are two main schools of thought in organizational management theory regarding span of control. Classical (i.e., pre-1950) authors believed that supervisors needed to maintain close control over their subordinates, and they often specified the proper ratio as no more than 6 subordinates per supervisor. Contemporary management theory holds that such “command and control” organizations are inefficient and therefore advocates higher span of control and flatter organizational structures.

This is the third year that OCA has completed this analysis and there are 46 agencies for which data could be compared. Since FY 2008-09, 21 agencies reported that they will be flatter (higher spans of control) in FY 2010-11, 24 reported that they will be taller (lower spans of control), eight were excluded from the report and four were not included due to lack of comparable data. One agency, Fire-Rescue, reports that it will have the same ratio of one supervisor for every two employees.

Please note that Public Housing Agency is undergoing reorganization and staffing charts were unavailable for an analysis. Also, for the purpose of this analysis, the Board of County Commission, County Attorney, County Executive Offices, Judicial Administration, Law Library and Legal Aid were not included.

Special thanks to OSBM for the information provided and their cooperation. Should you have any questions, feel free to contact me at (305) 375-2524.

Attachment

c: Honorable Carlos Alvarez, Mayor
George M. Burgess, County Manager
R.A. Cuevas, Jr. County Attorney
Jennifer Glazer-Moon, Special Assistant/OSBM Director
Carter Hammer, Director, Finance Department
Diane Collins, Acting Division Chief, Clerk of the Board Division
Jess McCarty, County Attorney’s Office

FY 2010-11 STAFFING CHART ANALYSIS FOR SPAN-OF-CONTROL

<i>FY 2010-11 PROPOSED BUDGET</i>	<i>TOTAL POSITIONS</i>	<i>DEPARTMENT EMPLOYEE COUNT</i>	<i>DEPARTMENT SUPERVISORY POSITIONS</i>	<i>RATIO PER DEPARTMENT</i>	<i>OCA EMPLOYEE COUNT</i>	<i>OCA MANAGEMENT/SUPERVISORY ANALYSIS</i>	<i>RATIO PER OCA</i>
AGENDA COORDINATION	4	2	2	1:1.0	2	2	1:1.0
AMERICANS WITH DISABILITIES	3	2	1	1:2.0	2	1	1:2.0
ANIMAL SERVICES	116	105	11	1:9.5	105	11	1:9.5
AUDIT AND MANAGEMENT SERVICES	49	28	21	1:1.3	33	16	1:2.1
AVIATION [2]	1,406	1,046	209	1:5.0	1,063	192	1:5.5
BOARD OF COUNTY COMMISSIONERS	191	N/R	N/R		N/R	N/R	
BUILDING, NEIGHBORHOOD AND CODE COMPLIANCE	313	266	47	1:5.7	263	50	1:5.3
CAPITAL IMPROVEMENTS	25	19	6	1:3.2	18	7	1:2.6
CITIZEN'S INDEPENDENT TRANSPORTATION	9	8	1	1:8.0	8	1	1:8.0
COMMISSION ON ETHICS AND PUBLIC TRUST	15	12	3	1:4.0	12	3	1:4.0
COMMUNITY ACTION AGENCY [1]	589	537	52	1:10.3	536	53	1:10.1
COMMUNITY ADVOCACY	5	4	1	1:4.0	4	1	1:4.0
CONSUMER SERVICES	114	95	19	1:5.0	93	21	1:4.4
CORRECTIONS AND REHABILITATION	2,890	2,343	547	1:4.3	2,332	558	1:4.2
COUNTY ATTORNEY	134	N/R	N/R		N/R	N/R	
COUNTY EXECUTIVE OFFICES	55	N/R	N/R		N/R	N/R	
CULTURAL AFFAIRS	34	28	6	1:4.7	28	6	1:4.7
ECONOMIC DEVELOPMENT and INTERNATIONAL TRADE [1]	14	11	3	1:3.7	11	3	1:3.7
ELECTIONS	81	54	27	1:2.0	47	34	1:1.4
EMERGENCY MANAGEMENT AND HOMELAND SECURITY	20	16	4	1:4.0	16	4	1:4.0
ENTERPRISE TECHNOLOGY SERVICES	547	496	51	1:9.7	454	93	1:4.9
ENVIRONMENTAL RESOURCES MANAGEMENT	485	378	107	1:3.5	366	119	1:3.1
FILM AND ENTERTAINMENT	3	2	1	1:2.0	2	1	1:2.0
FINANCE	282	215	67	1:3.2	214	68	1:3.1
FIRE RESCUE	2,580	1,813	767	1:2.4	1,781	799	1:2.2
GENERAL SERVICES ADMINISTRATION	831	700	131	1:5.3	676	155	1:4.4
GOVERNMENT INFORMATION CENTER	187	167	20	1:8.4	166	21	1:7.9
GRANTS COORDINATION	46	44	2	1:22.0	34	12	1:2.8
HOMELESS TRUST	15	11	4	1:2.8	11	4	1:2.8
HOUSING FINANCE AUTHORITY	9	8	1	1:8.0	7	2	1:3.5
HUMAN RESOURCES	106	82	24	1:3.4	80	26	1:3.1
HUMAN RIGHTS AND FAIR EMPLOYMENT PRACTICES	10	9	1	1:9.0	9	1	1:9.0
HUMAN SERVICES	554	507	47	1:10.8	493	61	1:8.1
INSPECTOR GENERAL	38	29	9	1:3.2	29	9	1:3.2
JUDICIAL ADMINISTRATION	264	N/R	N/R		N/R	N/R	
JUVENILE SERVICES [1]	102	81	21	1:3.9	80	22	1:3.6
LAW LIBRARY	6	N/R	N/R		N/R	N/R	
LEGAL AID	42	N/R	N/R		N/R	N/R	
LIBRARY	561	410	151	1:2.7	410	151	1:2.7
MEDICAL EXAMINER	69	66	3	1:22.0	55	14	1:3.9
MIAMI-DADE ECONOMIC ADVOCACY TRUST	24	20	4	1:5.0	20	4	1:5.0
METROPOLITAN PLANNING ORGANIZATION	17	12	5	1:2.4	12	5	1:2.4

FY 2010-11 STAFFING CHART ANALYSIS FOR SPAN-OF-CONTROL

<i>FY 2010-11 PROPOSED BUDGET</i>	<i>TOTAL POSITIONS</i>	<i>DEPARTMENT EMPLOYEE COUNT</i>	<i>DEPARTMENT SUPERVISORY POSITIONS</i>	<i>RATIO PER DEPARTMENT</i>	<i>OCA EMPLOYEE COUNT</i>	<i>OCA MANAGEMENT/SUPERVISORY ANALYSIS</i>	<i>RATIO PER OCA</i>
OFFICE OF THE CLERK	172	N/R	N/R		N/R	N/R	
PARK AND RECREATION	981	751	230	1:3.3	751	230	1:3.3
PLANNING AND ZONING	111	73	38	1:1.9	81	30	1:2.7
POLICE	4,209	3,344	865	1:3.9	3,318	891	1:3.7
PROCUREMENT MANAGEMENT	91	84	7	1:12.0	57	34	1:1.7
PROPERTY APPRAISAL	371	327	44	1:7.4	326	45	1:7.2
PUBLIC HOUSING AGENCY	401	N/A	N/A	N/A	N/A	N/A	N/A
PUBLIC WORKS	886	763	123	1:6.2	684	202	1:3.4
SEAPORT	417	334	83	1:4.0	334	83	1:4.0
SMALL BUSINESS DEVELOPMENT	26	21	5	1:4.2	17	9	1:1.9
SOLID WASTE MANAGEMENT	997	895	102	1:8.8	895	102	1:8.8
STRATEGIC BUSINESS MANAGEMENT	33	30	3	1:10.0	19	14	1:1.4
SUSTAINABILITY [1]	7	3	4	1:0.8	3	4	1:0.8
TRANSIT	3,199	3,091	108	1:28.6	2,801	398	1:7.0
VIZCAYA MUSEUM AND GARDENS	47	25	22	1:1.1	25	22	1:1.1
WATER AND SEWER	2,624	2,233	391	1:5.7	2,189	435	1:5.0
PROPOSED BUDGET TOTAL	27,417	21,600	4,401		20,972	5,029	

[1] Adjustments from Proposed Budget by departments said to be reflected in 1st Budget Hearing Change Memo

[2] Aviation's position count per Proposed Budget is 1,406, however Aviation doesn't consider 151 police officers, under MOU, as part of their table of organization; so their Span of Control total is 1,255 positions

Depts not included in Staffing Chart Span of Control:
 County Exec Offices (55), Board of County Commissioners (191), County Attorney (134), Judicial Administration (264), Law Library (6), Legal Aid (42) Office of the Clerk (172).
 Public Housing (401) is undergoing reorganization and information is unavailable

Source: Submitted staffing charts to OCA prior to First Change Memo. Analysis does not include part time positions