RESOLUTION - ACTION REQUESTED 2019-374

MEETING: June 25, 2019

TO: The Board of Supervisors

FROM: Chevon Kothari, Health and Human Services Director

RE: Approve the New Organizational Structure and Position Allocations

FINANCIAL IMPACT:
The proposed consolidation changes including positions, span of control, and coordinated services will have no additional impact to the County General fund. The consolidation will allow for the Public Health branch to start billing through managed care and MediCal. This billing will provide additional revenue for the Health and Human Services Agency to offset additional expenditures. Budget impacts associated with this Board Item will be incorporated into the Fiscal Year 19/20 Recommended Budget. An estimate of the additional salaries and benefits resulting from this Board Item that will need to be included in HHSA budget units is $823,858.

At this time, no County General Fund increases are necessary.

ATTACHMENTS:
Mariposa HHSA SPAN OF CONTROL ANALYSIS Board Item 6-25-19 (DOCX)
HHSA Org Chart - Positions Only 6.14.19 Revision (PDF)
List of Add-Delete Positions 6-14-19 (DOCX)
HHSA Employee Allocation Changes FY20 (PDF)

RESULT: ADOPTED [UNANIMOUS]
MOVER: Rosemarie Smallcombe, District I Supervisor
SECONDER: Kevin Cann, District IV Supervisor
AYES: Smallcombe, Jones, Long, Cann, Menetrey
Board Item: HHSA Consolidation June 2019

In December of 2017 the Board of Supervisors requested that the Department Heads of Public Health, Human Services, and Community Services consider consolidating into a single agency. The Board approved this Consolidation in September 2018. Since that time, HHSA leaders, County Human Resources and County Administration have been working with outside consultants to conduct a Span of Control analysis and strategic planning to ensure the agency is positioned to best serve the community.

Currently, the Health and Human Services Agency is requesting Board approval for the following actions:

1) Approve the new proposed organizational structure for HHSA (See attached organizational charts)

After a thorough Span of Control analysis was conducted by an outside consultant, in partnership with the Agency’s leadership team, County Human Resources, County Administrative Officer, County Counsel, and the Unions, a new organizational structure is currently being proposed.

The intent behind the new structure is to best support integrative and comprehensive services to the community, while supporting agency staff through a manageable span of control.

This proposed structure has 3 Divisions (Health Services, Human Services, and Administration) versus the 6 that currently exist, bringing the Agency Director’s direct reports down from 8 to 5. Each Division Director and Deputy Director in this model will have between 4 and 6 direct reports, a manageable span of control for all executive-level managers.

This structure has been under development for approximately 5 months with several modifications being made over time. There have been several meet and confer sessions with both unions, MCMCO and SEIU, as well as ongoing discussions, updates and feedback opportunities with all HHSA employees.
A justification for the proposed Span of Control has been provided by our Agency consultants at Municipal Resources Group (MRG) and has been attached to this item (see attached Span of Control Analysis).

2) Approve the new position allocations outlined within this Board Item (see attached List of Added and Deleted Positions)

With 20 positions added and 10 eliminated in the current proposal, the total net positions being added are 10. Some positions have been reclassified or amended and others are entirely new to the Agency. An outside consultant, through MRG, was used for the development of these position descriptions and associated salary structures. This consultant took into account the needs of the consolidated Agency, as well as a review of other similarly structured Health and Human Service departments and agencies.

All new positions will be union represented. Only the HHSA Agency Director and County Health Officer positions will continue to be unrepresented in this newly proposed structure.

3) Proposal for the new Agency Budget, including new position allocations
A budget has been proposed and developed to include additional staffing to support the organizational goals under Consolidation. The budget reflects 10 additional FTE to:

- support ongoing services through a manageable span of control;
- support increased administrative activities associated with the larger organization;
- implement Adult and Children's Systems of Care to improve services to the community; and
- support new initiatives such as housing and homelessness that HHSA has taken on in the past year.

Additionally, there will be some changes in operating costs associated with the increase in staffing, plus our intention to integrate services. These include additional rental costs for the new Community Health Center, purchased by the County, as well as associated renovation and start up costs.
The increases in both staffing and operating costs are necessary to fully integrate services under Consolidation, expand services to reflect current and anticipated program requirements and additional revenues, and ensure program compliance and our ability to capture and leverage new funding sources.

**Background**
The idea to consolidate the departments arose during the Strategic Planning Retreat of the Board of Supervisors and Department heads in December 2017. From that point, the Department Heads worked with their staffs and other county departments including Human Resources, the County Administrative Officer, and County Counsel to develop a proposal for the Board. The original intent was to implement this reorganization by July 2018, however due to the Ferguson Fire and other activities, the Board package was approved in September and retroactively dated to July.

The Agency leadership team and County Human Resources has been engaged in a planning process since that time to usher in a successful consolidation. A Span of Control analysis was completed with outside consultation indicating the need for additional positions to effectively manage the larger organization.

The Agency will be implementing elements of Systems of Care which will ensure an integrative and comprehensive approach to providing services to community members with multiple and complex needs.

A Director’s Action Working Group (DAWG) will be established, reporting to the Agency Director, to ensure: 1) regulars scans of community needs and gaps in services are conducted; 2) to establish a systemic evaluation of outcomes across the Agency’s programs; 3) to strengthen and perform strategic communications functions both internally and externally; and 4) to ensure Agency-wide collaboration and Systems of Care implementation within the Agency and with community partners.

**Fiscal Impact**
The proposed consolidation changes including positions, span of control, and coordinated services will have no additional impact to the County General fund. The consolidation will allow for the Public Health branch to start billing through managed care and MediCal. This billing will provide additional revenue for the Health and Human Services Agency to offset additional expenditures.
At this time, no County General Fund increases are necessary.

Background and History of Board Items

- **February 27, 2018** RES 2018-7967 *Completed*: Community Services, Health, and Human Services Departmental Consolidation
  - “Discussion and Direction to Consolidate the Community Services, Health, and Human Services Departments into a Health and Human Services Agency”

- **June 19, 2018** RES 2018-8329 *Withdrawn*: Community Services, Health, and Human Services Department Consolidation

- **August 14, 2018** RES 2018-8640 *Adopted*: Community Services, Health, and Human Services Department Consolidation
  - “Authorize the Consolidation of the Community Services, Health, and Human Services Departments into an Integrated Health and Human Services Department Effective Retroactively to July 1, 2018; Approve the Reclassification of the Human Services Director to the Health and Human Services Director and Approve the Amended Job Description for the Position; Direct the Community Services Director to Begin Reporting to the Health and Human Services Director Instead of to the Board of Supervisors; and Direct Staff to Come Back with the Legislative Actions Necessary to Implement the Changes”

- **November 13, 2018** RES 2018-533 *Adopted*: Health and Human Services Changes - Dept Name and Class Specs
  - “Authorize a Change to the Title of the Health and Human Services Department to Health and Human Services Agency and Approve Amendments to the Director’s Job Description; Approve Amendments to the Community Services Director Job Description by Converting the Classification to a Deputy Director of Community Services, Set the Step 5 (Top Step) Monthly Salary at $6,677.17, and Assign it to the Mariposa County Managerial (MCMCO) and Confidential Organization Bargaining Unit Effective July 1, 2018; and Authorize Staff to Develop a Side Letter of Agreement to Address Benefits for the Incumbent”

- **February 19, 2019** RES 2019-8993 *Completed*: Health & Human Services Agency Consolidation Update
  - Currently the Agency is working on a new budget for the Consolidation. This will come to the Board of Supervisors for approval during the budget
process this Spring. There is no impact expected to the County General Fund.

Alternatives and Negative Consequences
The Board can choose not to support any or all of these requests for new positions and their associated budget line items. In this event, the newly consolidated Agency will still need to restructure to ensure a successful consolidation and manageable span of control, however, will do so with less than adequate administrative or leadership support. This will pose some risks to the immediate and ongoing success of our consolidation.

Attachments
1. Proposed Organizational Chart
2. Span of Control Analysis provided by MRG
3. List of Added/Deleted Positions
4. Proposed 2019/2020 Budget
Span of Control Summary—Mariposa County HHSA
June 2019

Beginning in October of 2018, and concurrent with HHSA’s Consolidation Plan, the department engaged an outside consultant, Richard Knecht, M.S. with the Municipal Resource Group, to conduct a Span of Control analysis. A critical component in all dynamic organizational change processes is to thoughtfully evaluate and adapt leadership responsibilities at all levels. This exercise most often invites identification of what current stand-alone programs can be merged; what is the most efficient number of direct reports; what new service delivery models may be necessary or effective, and how existing human resources may be best redeployed to more efficiently deliver integrated services.

The consolidation and integration of a new HHSA leadership structure is necessary to assure that the county is positioned to maximize the resources already in existence and to pursue future health and human service funding and program opportunities in the years and decades to come. This integration will position the county to be on the leading edge of reform and service delivery enhancement in California, and will lead to highly coordinated Systems of Care for adults and youth. Most critically, it will position the Agency to ensure the ongoing delivery of quality-based services to eligible populations of the county.

Following Mariposa HHSA’s Span of Control analysis and recommendations, in partnership with the Agency’s leadership team, County Human Resources, County Administrative Officer, County Counsel, and the Unions, a new organizational structure is currently being proposed.

The proposed structure has 3 Divisions (Health Services, Human Services, and Administration) versus the 6 that currently exist, bringing the Agency Director’s direct reports down from 8 to 5. Each Division Director and Deputy Director in this model will have between 4 and 6 direct reports, a manageable span of control for all executive level leads. While the County HHSA Director and the County Health Officer will both report independently to the Board, the department’s operations and fiscal duties will remain the responsibility of the HHSA Director.

The Agency’s proposed structure is based upon a thorough review of the prior organizational executive team model, comparative county systems and approaches, current service delivery models, health management practice research, senior management interviews, and the agency’s fiscal strengths and challenges. Potential constraints were identified with appropriate recommendations for mitigation. The implementation of the model will require additional key workforce in some areas, and allow for thoughtful reductions in other areas.

The proposed structure closes service gaps on behalf of residents, allows for deeper community engagement by leaders and teams, and once successful, will manifest a return on investment to the department and the county. That return is most often seen in fewer and shorter emergency department visits, less use of inpatient psychiatric care, better school attendance, less caregiver strain for parents and family, and less criminal behavior, among other outcomes.

This structure has been under development for approximately 5 months with some adaptive modifications being made over time. There have been several “meet and confer” sessions with both
unions, MCMCO and SEIU, as well as ongoing discussions, updates and feedback opportunities with all HHSA employees.

Once the full span implementation recommendations are implemented and the department leadership is in place, the more comprehensive, community based strategic planning process will continue, and lead to a multi-year HHSA Strategic Plan in Mariposa.
List of Added/Deleted/Changed Positions

New Positions Being Added  (MSS denotes positions which are administered under Merit Systems Services. Of note, MSS is transferring operations to CalHR starting this fall so both agencies were consulted with to review positions)

1. Division Directors (3 FTE)
   • Health Services (new position- County)
   • Human Services (new position- MSS)
   • Administration (new position- County)

2. Deputy Directors (5 FTE)
   • Public Health (new position- County)
   • Public Assistance (new title- MSS)
   • Adult and Aging (new title- MSS)
   • Behavioral Health (same title – New Job Description – County)
   • Administration (new position- County)

3. Program Administrators (2 FTE)
   • Children’s System of Care/Human Services Division (new position- MSS)
   • Adult System of Care/Health Services Division (new position- County)

4. Office Technician (1 FTE) - to support new Division Director Health Services (new position - County)

5. Program Manager (1 FTE)- Human Services Division/Adult and Aging Branch (new position- MSS)

6. Program Specialist (2 FTE)
   • Human Services Division/Housing & Senior Services (new position- MSS); This classification is currently being developed
   • Human Services Division/Housing & Senior Services (new position- MSS); This classification is currently being developed

7. Social Work Supervisor I (1 FTE) - Human Services Division/Adult and Aging Branch (new position - MSS)

8. Senior Administrative Analyst (2 FTE)
   • Administrative Division/Operations (new position- County)
   • Administrative Division/Contracts (new position- County)

9. Administrative Analyst I (1 FTE) - Administrative Division/Operations (new position- County)

10. Staff Services Analyst (1 FTE) - Strategic Communications/Public Information Officer (new position- County)

11. Social Worker 1 (1 FTE) - Human Services Division (previous Social Service aide- MSS)

Positions Being Eliminated
1. Fiscal Officer II - Human Services (being replaced with Deputy Director of Administration- County)

2. Assistant Director - Human Services (being replaced with Division Director of Administration- County)
3. Executive Assistant - Public Health (not being replaced, but transferring incumbent to Administrative Analyst I- County)
4. Deputy Director - Employment and Community Services Division (being replaced with Deputy Director of Public Assistance- MSS)
5. Deputy Director - Community Services (being replaced with Deputy Director of Aging/Adult Services - County)
6. Deputy Director- Social Services (split duties between Deputy Director Aging/Adult Services and Deputy Director of Public Assistance)
7. Deputy Director – Behavioral Health (position being replaced with same title but new position description)
8. On-Call Coordinator- Behavioral Health (position reduction)
9. Social Service Aide- Human Services Umbrella (position reduction)
10. Social Service Aide- Social Services (position change to Social Worker I- MSS)

Position Being Changed
1. Public Health Officer-change from .80 to 1.00
2. Public Health Nurse- Public health from 1.00 to .80
3. Executive Assistant Public Health to Administrative Analyst I- Administration
<table>
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<th>Position</th>
<th>Existing</th>
<th>Change</th>
<th>New Totals</th>
<th>Note</th>
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<td>County</td>
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<td>Deputy Director Community Services</td>
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<td>0</td>
<td>reduce to 0</td>
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<td>Deputy Director Employment Services</td>
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<td>-1</td>
<td>0</td>
<td>reduce to 0</td>
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<tr>
<td>Deputy Director Social Services</td>
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<td>-1</td>
<td>0</td>
<td>reduce to 0</td>
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<tr>
<td>Deputy Director Public Health Public Health</td>
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<td>1</td>
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<td>Deputy Director Adult and Aging</td>
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<td>1</td>
<td>(new title - MSS)</td>
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<td>Deputy Director Administration</td>
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<td></td>
<td>1</td>
<td>(new position - County)</td>
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<td>Division Director Health Services</td>
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<td>2</td>
<td>(new position - County)</td>
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<td>Division Director Human Services</td>
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<td>2</td>
<td>(new position - MSS)</td>
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<td>Division Director Administration</td>
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<td></td>
<td>2</td>
<td>(new position - County)</td>
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<td>Executive Assistant</td>
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<td>-1</td>
<td>1</td>
<td>reduce 1 to 0 in Public Health (add as 1 Administrative Analyst I - Administration)</td>
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<td>Fiscal Officer II</td>
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<td>Office Technician</td>
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<td>add 1 Office Technician - to support new Division Director Health Services (new position - County)</td>
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<td>On-Call Coordinator (50% perm)</td>
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<td>2</td>
<td>add 2 Children’s System of Care/Human Services Division (new position - County)</td>
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<td>Program Specialist</td>
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<td>2</td>
<td>add 1 Human Services Division/Adult and Aging Branch (new position - MSS)</td>
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<td>4</td>
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<td>4</td>
<td>Strategic Communications/Public Information Officer (new position - County)</td>
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<td><strong>11.5</strong></td>
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Green = increase
Yellow = decrease