

COUNTY OF MILWAUKEE
Inter-Office Communication

Date: May 3, 2002

To: Karen M. Ordinans, Chairman, Milwaukee County Board of Supervisors

From: Jerome J. Heer, Director of Audits

Subject: Management Structure Review – Department of Human Services (File No. 02-79)

At its January 2002 meeting, the County Board adopted a resolution (File No. 02-79) which authorized and directed the Department of Audit to conduct a review of the organizational structure of County departments most affected by the large number of retirements anticipated and/or those departments that, for other reasons are deemed appropriate.

It was noted in the resolution that the “unexpected and significant number of retirements” could provide an opportunity for the County to realize longer term fiscal savings if vacant positions are combined with existing positions, particularly at the mid and upper management levels. It was also stressed that other strategies could be implemented to restructure departmental functions without sacrificing the quality of services or fiscal management and oversight of departmental programs.

The approach taken for the review of the Department of Human Services (DHS), and the other reviews that we will complete, involves the development and application of strategies and concepts to identify opportunities for savings and efficiency within the departments. We focused the review on organization units likely to yield the largest dollar savings due to the level of potential retirements and asked departmental administrators to collaborate in the review process. The concepts utilized in our reviews are centralization/decentralization, span of control, level of accountability, economy of scale, streamlining, consolidation, outsourcing and elimination.

In conducting the review of DHS we examined organization charts, budgetary information, and strategic planning documents, compiled personnel and payroll data, and placed strong reliance on input from departmental administrators. We also reviewed the three-tier budget reduction plan prepared by the previous executive branch administration. While the County Board has stated a desire to give budgets a fresh look, this plan provided some foundation for our analysis. To complete the review in a timely manner, only limited audit analysis was employed in the process. While the views expressed in this report are those of the Department of Audit, we obtained a significant level of assistance from DHS and others.

Department of Human Services - Mission

The mission of the Milwaukee County Department of Human Services is to secure human services for individuals and families who need assistance in living a healthy, independent life in our community.

Department Organization

As of January 2002, DHS was staffed with 1,875 employees within the six organizational units shown in **Table 1**.

<u>Division</u>	<u>Org Code</u>	<u>Total Employees</u>	<u>Mgmt. Employees</u>	<u>Percent of Division Total</u>	<u>Non-Mgmt Employees</u>	<u>Percent of Division Total</u>
Behavioral Health	6300	1,021	116	11.4%	905	88.6%
Administration	8100	7	5	71.4%	2	28.6%
Management Services	8200	57	10	17.5%	47	82.5%
Adult Services	8300	132	19	14.4%	113	85.6%
Economic Support	8400	432	44	10.2%	388	89.8%
Delinquency & Court Serv.	8900	226	24	10.6%	202	89.4%
Dept. Total		1,875	218	11.6%	1,657	88.4%

Source: Auditor prepared using Genesys Payroll System data - January 2002

As noted in **Table 1**, 218 (11.6%) of the 1,875 employees of the department are identified as being in management. Managerial positions are defined as those in the Executive Compensation Plan (ECP) and those having key words such as director, manager, supervisor, coordinator, etc., in the title code descriptions of the position. Of the 218 employees identified as management, 50 (22.9%) are in the Executive Compensation Plan.

A condensed organization chart depicting the management structure of the department is attached as **Exhibit 1**.

Following is a summary of issues that relate to the department and the County as a whole, followed by information and opportunities for savings and efficiency more directly associated with individual divisions.

Opportunities for Savings/Efficiency – Restructuring Health & Human Needs Functions Across County Government

Over the past several years the Department of Human Services has seen dramatic changes associated with the State's takeover of Child Welfare services in Milwaukee County, the sale of Doyne Hospital, implementation of Wisconsin Works (W2), and a shift of resources to the Department on Aging. While these changes have led to a significant reduction in DHS staff (from 2,933 budgeted full time equivalent employees in 1995 to 1,939 in 2002, a 34% decrease), little has changed in the way this important component of Milwaukee County government is administered.

A prime example of this is the illogical, fragmented, and inefficient manner in which health and human needs functions are structured. For instance, two organizational units responsible for providing community services, the County Health Related Programs and the Housing and Community Development Divisions, are placed within the Department of Administration. Within DHS itself, the Behavioral Health Division, which now employs more staff than the rest of the department combined, performs its own administrative support functions such as budgeting, accounting, and human resources independent of the DHS Management Services Division and its administrator reports to the director of DHS, a position at the same ECP pay grade.

These factors coupled with fiscal pressure and key vacancies, send a strong signal that the time is ripe to completely overhaul the health and human needs (HHN) framework within the County.

Additional factors that indicate a need to overhaul the HHN framework relate to the Department on Aging's establishment of on a Family Care Program pilot for long-term care services in Milwaukee County, one of nine pilot programs in the state. While the Family Care Program pilot has been set up to serve elderly individuals, individuals with disabilities, and their families in the eight other counties, it has been limited to just the elderly population in the Milwaukee County pilot. If the pilot program proves successful and is expanded to include individuals with disabilities in Milwaukee County, combining the Department on Aging and the DHS Adult Services Division into one agency would facilitate this undertaking.

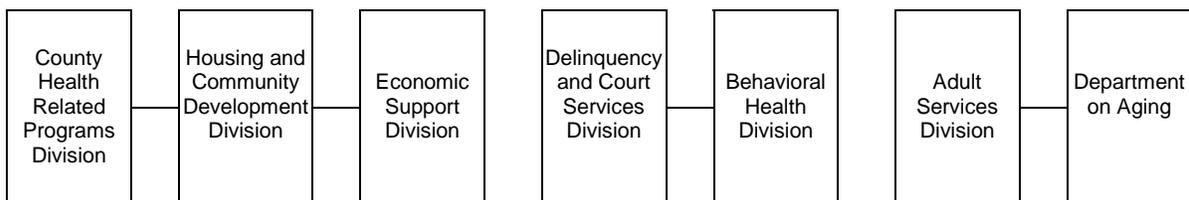
Recent vacancies in the positions of Director of DHS and the Administrator of the Economic Support Division (formerly Financial Assistance Division) also makes this an opportune time for restructuring the health and human needs framework.

1. *The opportunity to achieve savings and efficiency should be pursued through restructuring of the health and human needs framework. The goal of this undertaking should be to align areas that perform similar functions or those with common missions, within the same organizational structure to enhance the effectiveness and efficiency of services provided and maximize external funding.*

*Due to similarities in function or mission, organizational restructuring could include the combination of the County Health Related Programs and the Housing and Community Development Divisions of DOA with the Economic Support Division of DHS, the Delinquency and Court Services Division with the Behavioral Health Division, and the Adult Services Division of DHS with the Department on Aging. **Figure 1** illustrates a potential restructuring.*

Figure 1

POTENTIAL HEALTH AND HUMAN NEEDS STRUCTURE



Consideration should be given to coordinating the intake and eligibility function within this new alignment. The result could be enhanced continuity of care and service to constituents. Coordination with the Department of Child Support Enforcement should also be explored to identify additional funding for the eligibility determination process and to establish a single point of entry through the development of joint satellite offices with the General Assistance Medical Program of DOA.

Opportunities for Savings/Efficiency – Restructuring Administrative Functions Across County Government

In the wake of shrinking resources, Milwaukee County government needs to restructure administrative services to make them more effective and efficient. This must involve not only rethinking the amount of resources devoted to administration, but also the approach used to deliver such services in the most economical and efficient manner. One concept for shrinking the bureaucracy is to have the 'overhead' functions (accounting, budgeting, human resources, information technology, procurement) centralized for accountability purposes but decentralized in the manner in which they are deployed. Under this model staff would work for the central administrative agency. The benefits of central accountability would be consistency, coordination, and certain economies of scale. The benefits of decentralized deployment would be empowerment of the overhead staff to make decisions and provide operating departments with the services that they need to achieve their mission.

Paramount to the success of this approach is the emphasis on services as the core mission of the central bureaucracy. In fact, it would be appropriate to emphasize that point in the title of the agency, 'Department of Administrative Services.' The integration of the County's human resources function into this department would reinforce the dedication of one central focal point for departments. To succeed, the focus needs to shift from territorialism to cooperation in achieving the mission of the operating departments. Governments exist solely to provide services to constituents. The bureaucracy must be a part of that service delivery, not an impediment and certainly not a self-perpetuating function that is unrelated to the core services of the County.

Consideration should also be given to consolidating the Office for Persons with Disabilities into the Administrative Services Division. As an agency that serves as a vital resource to County operating departments, the mission of this office would be a logical fit within a central service agency.

A central Administrative Service Department could also provide the focal point for central cash management services to operating departments. This function, currently located in the Treasurer's Office, was within DOA until 1994. Other treasury functions involve service to the public. If there is serious discussion of eliminating the offices of County Clerk, Register of Deeds and Treasurer, a separate unit of government would be needed to provide public services. This unit may also be appropriate for Veterans' Services. In any event, the consolidation of these functions should be explored if service to the public can be maintained or enhanced while gaining efficiencies of shared staff, office space, and other resources.

To be truly effective, this change must be more than a realignment of staffing. Rules and procedures will need to be simplified as well. Many of the unwieldy procedures embedded in the bureaucracy were developed in response to administrative abuses in lieu of holding individuals accountable. Some were implemented as a result of audits. Other elements of

our bureaucratic process are driven by external mandates. Regardless of the rationale that originally prompted administrative processes, the opportunity must be taken to reassess them.

One way to change the workload is to reexamine the ripple effect of decisions affecting overhead agencies. For example, unrealistic budget levels for departments create intense monitoring workloads for budget staff, contract approval procedures affect the timeliness and efficiency in the procurement of services, routine reports to legislative committees may draw resources away from direct service provision, etc.

A related change that would flow out of restructuring the administrative services department would be to pull out of DOA all functions that are not consistent with the new core mission. Two examples are the County Health Related Programs Division and the Housing and Community Development Division. These two programs would be more appropriately aligned with the other organizational units providing community services as mentioned previously.

Finally, consolidation of administrative services could also provide an opportunity to effectively resolve ongoing concerns about the cross charge system used to budget and account for overhead costs.

2. *The opportunity to achieve savings and efficiency should be pursued through restructuring the manner in which administrative support services are provided. This would be accomplished with the establishment of administrative support as the core mission of one department that would provide services through the deployment of staff to various departments.*
3. *The opportunity to achieve savings and efficiency should be pursued through restructuring of the public service framework under a single department. The goal of this undertaking should be to align areas that perform similar functions or those with common missions, within the same organizational structure to enhance the effectiveness and efficiency of services provided.*

It should be understood that the recommendations made in this section of the report call for broad changes that would result in larger scale opportunities for savings and efficiency and in some cases, override recommendations made at the divisional level contained in following sections. In the event that Recommendation Nos. 1 and 2 can't be implemented immediately, pursuit of recommendations directed at the divisional level should continue.

Behavioral Health Division (Org. 6300)

The Behavioral Health Division (BHD) provides care and treatment to developmentally, emotionally and mentally ill adults, children and adolescents through both County-operated programs and contracts with community agencies. Services include intensive short-term treatment through the crisis services and inpatient programs, as well as supportive community services for persons with serious mental illness. As of January 2002, the Division was staffed with 1,021 employees, 116 (11.4%) of which are in management positions.

Impact of Potential Retirements

Of the 1,021 employees in the Behavioral Health Division, 224 are eligible for retirement in 2002, representing about 21.9% of the Division's staff. Of the 224 employees eligible to

retire in 2002, 51 are in management positions. The estimated amount of sick leave payout in the Behavioral Health Division is \$1,131,316 as a result of the 36 retirements in the Division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and directive to develop a contingency plan to meet a 13.2% (\$3,333,732) tax levy reduction target for the Behavioral Health Division, both County operated and contracted community based AODA and mental health services would have been cut by \$2.83 million. In consideration of the significant impact on direct client services, DOA lowered the tax levy reduction target for the division by 50% to \$1,666,866.

Consequently, to achieve the revised reduction target, BHD would have reduced utilities, management information systems contract expenditures, supplies, etc., by a total of \$500,000 in Tier 1 and Alcohol and Other Drug Abuse (AODA) and mental health contracted services by \$333,433 in Tier 2 and \$833,433 in Tier 3. The reduction in AODA and mental health contracted services represents 8.0% and 3.6% reduction in the funding for these two service areas, respectively.

Opportunities for Savings/Efficiency

As stated in Recommendation No. 1, the opportunity to achieve savings and efficiency should be pursued through restructuring of the County's health and human needs framework. It was suggested that due to similarities in function or mission, the Behavioral Health Division could be combined with the Delinquency and Court Services Division as part of the restructuring.

Beyond the benefits that would result from restructuring the health and human needs framework, BHD could attain savings and efficiency through the pursuit of opportunities for savings and efficiency identified within the Division. These opportunities are discussed as follows.

A vacancy was created by the retirement of the Associate Mental Health Administrator of the Support and Environmental Services Administration (SESA) Section in 2001. The responsibilities for this position have been assigned to other employees. Due to fiscal constraints, the position had been kept vacant and was ultimately abolished in the 2002 budget. Among the responsibilities of this position is the management of inpatient support services, housekeeping, dietary, etc. However, the demand for inpatient services has declined in correlation to the nearly 60% reduction of inpatient capacity at the Mental Health Complex (MHC) from 774 to 334 beds since the mid-1990's.

In February 2002, the position of Associate Mental Health Administrator of the Long-Term Rehabilitation Section was also vacated due to a retirement. This position is at ECP Grade 19 (\$88,054 to \$114,471). In a similar fashion, the responsibilities of this position were assigned to other employees and the position was abolished as part of the County Board's \$4.3 million budget reduction initiative implemented April 1, 2002.

- 4. The opportunity for further savings should be pursued through a high-level evaluation of the resources committed to the provision of inpatient services. If the resources have not declined in proportion to the drop in inpatient census, the feasibility of reductions should be determined. In conjunction with this evaluation, consideration should be given to outsourcing some or all of these functions.*

As mentioned earlier, there has been a significant reduction in the number of inpatient beds at MHC. This has been accomplished through implementation of initiatives of BHD's Master Plan for the public mental health system in Milwaukee County which called for use of community-based operations in place of institutionalized care, where appropriate. Key elements of community-based operations are the Community Support Program (CSP) and targeted case management services provided to clients, many of whom were previously institutionalized at MHC.

Under the CSP service delivery model clients receive services in the least restrictive setting possible. For many clients this constitutes living in a Community Based Residential Facility (e.g. group home) and for others it can mean living with a relative or independently in one's own apartment, while receiving services. The BHD operates a total of four units that provide CSP and targeted case management to people in the community through facilities located at different points in the County, Downtown, North, South, and MHC. BHD also contracts with outside agencies to provide these services.

The 2002 budget request submitted by BHD included a cost savings initiative which would lead to the closing of the County run CSP Units in favor of expanding the use of CSP's operated by private agencies. This initiative did not advance through the County Executive's budget review process. However, to make the CSP Units more competitive with outside provider agencies, a joint management-staff plan was developed which will lead to annual savings of nearly \$600,000. Although the County CSP Units are functioning more efficiently as a result of the measures outlined in the plan, an additional \$600,000 to \$700,000 in fringe benefit costs could be saved annually through outsourcing of the CSP function, according to BHD estimates.

Outsourcing of the CSP Units presents an opportunity for savings that could be accomplished to some degree through attrition given the number of CSP employees eligible to retire within a few years and the potential for displaced employees to fill positions vacated by retirements in other areas of BHD. It is estimated that 19 (25%) of the 75 CSP employees will be eligible to retire by the end of 2004. In addition, 54 employees in the Long-Term Care Section of BHD, an area likely to absorb a number of displaced CSP employees, will be eligible to retire by the end of 2004.

5. *DHS administration should pursue the opportunity for additional savings through the outsourcing of CSP and targeted case management services provided by the four units of the Behavioral Health Division. Given the number of employees who are, or will become, eligible to retire within the CSP Units within the next few years, this initiative could be accomplished to some degree through attrition and placement in positions vacated by retirements in other areas of the division.*

As noted earlier, since the mid-1990's BHD has been able to close a number of inpatient wards as a result of the success of the community based care initiatives implemented under the Division's Master Plan. BHD is also pursuing initiatives under its 'Strategic Plan: 2001-2004' for the public mental health system that would further reduce inpatient capacity through the creation of partnerships with private hospitals for inpatient care, provided sufficient inpatient capacity can be developed at the hospitals. The Strategic Plan builds on the progress made with the Master Plan and includes initiatives that not only enhance the quality of life and services associated with its targeted population, but also presents the County with opportunities for savings and efficiency.

A second initiative of the Strategic Plan involves the transition of individuals housed at MHC under the Hilltop Program, a long-term rehabilitation unit, to private providers within three to five years. According to fiscal information contained in the Strategic Plan, savings would be realized through the leasing of space at MHC vacated by the Hilltop Program and the reduction of indirect expenditures, rather than directly through the transfer of the service delivery function to private providers.

The accomplishments achieved by BHD through the Master Plan have significantly reduced the space requirements of the division. Much of the space vacated at MHC has been leased to private social service agencies and in one instance, filled by staff of the General Assistance Medical Program Section of the County Health Related Programs Division of DOA. BHD will be further impacted, both in terms of area and the type of space needed, if initiatives outlined in the division's Strategic Plan are successfully implemented. In addition to the need for less space, BHD's need for patient/hospital facilities at MHC is diminishing.

The combination of BHD's shrinking need for patient space at MHC and the costly building standards that must be met under hospital and long-term care certification regulations, coupled with the growing interest expressed by surrounding hospitals for additional space in the area, brings to light the issue of whether or not the County should continue to own the MHC property. For instance, if the County were to sell the MHC property to one of the hospitals subject to the contingency that space needed by BHD would be leased to the County coincident with the sale, this may be a more cost-effective alternative. Consequently, opportunities for savings and efficiency should be explored in this area.

6. *DHS administration, in collaboration with the Department of Administration and the Department of Public Works, should pursue the opportunity to attain savings and efficiency through development of a space plan for the Behavioral Health Division in conjunction with the development of a property plan for the Mental Health Complex. The plans should include an analysis of alternatives developed and recommendations for consideration by the County Board.*

Administration Division (Director's Office) (Org. 8100)

The Director's Office provides guidance, support and administrative direction to all DHS divisions. The DHS Director reports to the County Executive as a cabinet officer. As of January 2002, the Division was staffed with seven employees, five (71.5%) of which are in management positions.

Impact of Potential Retirements

Of the seven employees in the Administration Division, two are eligible for retirement in 2002, representing about 28.6% of the Division's staff. Of the two employees eligible to retire in 2002, both are management positions and one has retired. The estimated amount of sick leave payout is \$29,176 for the Administration Division as a result of the one retirement in the division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and the directive to develop a contingency plan to meet a 13.2% (\$2,935,793) tax levy reduction target for the entire department (excluding BHD, which is budgeted separately), DHS slated a \$114,786 reduction in the Director's Office. The savings would have come about entirely in Tier 2 through the abolishment of one position and the transfer of a position to the Economic Support Division of DHS (already included as part of the County Board's \$4.3 million budget reduction initiative, implemented April 11, 2002), where it would be directly funded by program revenue.

Opportunities for Savings/Efficiency

As noted in Recommendation No. 1, there is an opportunity to achieve savings and efficiency through restructuring the County's health and human needs structure. Ultimately, realignment of health and human needs functions could lead to elimination of the DHS Administration Division.

- 7. To achieve immediate savings, hold the recently vacated DHS Director's position (ECP Grade 20: \$97,810 to \$127,153) open pending the disposition of Recommendation No. 1. If restructuring of the health and human needs framework is pursued, a determination should be made regarding placement of the existing Administration Division staff.*

Until recently, the Administration Division is also staffed with two Executive Assistant positions, both of which are at ECP Grade 16 (\$61,941 to \$80,523) and report to the DHS Director. A previous Director of DHS created the Executive Assistant positions in lieu of a Deputy Director. However, the Deputy Director position has since been re-created in the Department.

While the pay level of the two Executive Assistants is the same, the functions of the positions are significantly different. One of the positions is responsible for administrative functions and the other serves an operational function with direct supervision of the Day Care Enforcement Unit within the Economic Support Division of DHS.

The Executive Assistant position responsible for administrative functions has recently been vacated due to a retirement. The functions of this position appear that they may be easily absorbed by others in the department or possibly eliminated, depending on the value gained by continuing the function. Consequently, there is an opportunity to achieve savings through elimination of this position.

There are also opportunities for savings and efficiency associated with the Executive Assistant position responsible for the Day Care Enforcement Unit. This position has recently been transferred to the Economic Support Division. However, the small size of the unit, a total of five staff members, calls into question the need to have it overseen by a position at the ECP level. Given this limited span of control, it would seem more appropriate to adjust the salary of the position to a level commensurate to the responsibilities of the position.

8. *DHS administration should pursue opportunities for savings and efficiency through the elimination of the ECP level Executive Assistant position in the Director's Office recently vacated by a retirement. Additional savings and efficiency could be attained through the establishment of a pay level for the position recently transferred to the Economic Support Division commensurate with the responsibilities associated with the oversight of the Day Care Enforcement Unit.*

According to DHS administrators, the Public Relations Coordinator position (level 27M ranges from \$44,978 to \$53,674) within the Administration Division is responsible for handling contacts with the press related to all divisions within DHS except for the Behavioral Health Division, which staffs its own public relations function. The Public Relations Coordinator (ECP Grade 13: \$44,339 to \$57,641) in BHD is used more broadly, performing duties such as issuing the division's newsletter and training. Worthy of mention here is the recent vacancy in the public relations function within the County Executive's Office. Consequently, an opportunity for savings and efficiency is available through the potential consolidation of the public relations functions.

9. *Consideration should be given to pursuing the opportunity to achieve savings through the consolidation of public relations functions with the County Executive's Office. However, if Recommendation No. 1, the overhaul of the health and human needs structure, is pursued, then consideration should be given to centralizing the public relations function in the fashion described in Recommendation No. 2.*

Management Services Division (Org. 8200)

The Management Services Division provides contract administration and quality assurance, accounting, budgeting, business office/collections, human resources, building operations and procurement services to the Administration, Delinquency/Court Services, Economic Support and Adult Services Divisions of DHS. The Division also includes the costs for countywide services such as risk management, audit, payroll and other functions. It is worthy of mention that, with the exception of the array of services performed by the Contract Monitoring Group within the Fiscal Bureau of the Division, services are not provided to the Behavioral Health Division, which is staffed to provide these functions internally. In addition, some of these functions are duplicated within DHS program divisions. As of January 2002, the Division was staffed with 57 employees, 10 (17.5%) of which are in management positions.

Impact of Potential Retirements

Of the 57 employees in the Management Services Division, 23 have or will become eligible for retirement in 2002 representing approximately 40% of the Division's staff. Of the 23 employees eligible to retire in 2002, five are in management positions. The estimated amount of sick leave payout is \$44,680 for the Division as a result of the four retirements in the division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and the directive to develop a contingency plan to meet a 13.2% (\$2,935,793) tax levy reduction target for the entire department (excluding BHD, which is budgeted separately), DHS slated a \$19,071 reduction in the Management Services Division. The savings would have come about as the result of the abolishment of one position in tier 2 effective May 1, 2002.

Opportunities for Savings/Efficiency

Consistent with other large departments within Milwaukee County government, DHS staffs administrative functions within its organizational structure such as accounting, budgeting, human resources, and procurement. These functions are housed within the division's Fiscal, Human Resources, and Operations Bureaus.

As suggested in Recommendation No. 2, the opportunity to achieve savings and efficiency through restructuring the manner in which administrative support services are provided at the County should be pursued. This would be accomplished with the establishment of administrative support as the core mission of one department that would provide services through the deployment of staff to various departments. This recommendation in conjunction with implementation of recommendation No. 1, suggesting a complete overhaul of the health and human needs structure, would bring about the dissolution of the Management Services Division.

Upon dissolution, DOA could absorb a portion of the MSD's administrative support functions and staff, deploying necessary resources to the newly created health and human needs functional combinations as appropriate. Remaining functions and staff could be transferred to other departments and the new functional combinations, outsourced to the private sector, or eliminated, if they are found to be unnecessary or duplicative. Possible dissolution alternatives for the Management Services Division includes the following:

Fiscal Services Bureau

- Transfer accounting and budgeting functions to DOA (or a newly created Administrative Services Department).
- Transfer contract compliance to BHD (where it would support other HHN combinations). Assign the Quality Assurance function to each new HHN grouping to conduct their own reviews or within the new health and human needs combination of the Behavioral Health and the Delinquency and Court Services Divisions, if created under Recommendation No.1.
- Outsource the estate recovery function to a collection agency if savings can be realized.

Human Resources Bureau

- Transfer the human resources function to the Human Resources Department (or DOA/Administrative Services Department if the human resources function. is transferred).

Operations Bureau

- Transfer Operations Bureau functions such as building maintenance at Schlitz Park and 12th and Vliet locations to the Department of Public Works, the internal mail, procurement, and stores functions to DOA/Administrative Services Department. Alternatively, a portion of these functions could be outsourced to companies in the private sector.

10. *In conjunction with implementation of Recommendation Nos. 1 and 2, the opportunity for savings and efficiency should be pursued through the dissolution of the Management Services Division with consideration given to alternatives for re-deploying the resources as previously outlined.*

Adult Services Division (Org. 8300)

The Adult Services Division provides human services to adults between the ages of 18 and 60. Services are targeted to populations with special needs including persons with physical and developmental disabilities (including children from birth to three years of age).

A wide variety of services is provided including case management for long term support, residential services, inpatient services, work and day services, community living support services, community treatment, community support, adult day care, fiscal agent services and services access and prevention. Many of these services enable persons to live in the community and avoid institutional placement. As of January 2002, the division was staffed with 132 employees, 19 (14.4%) of which are in management positions.

Impact of Potential Retirements

Of the 132 Adult Services Division employees, 62 will be eligible for retirement in 2002 representing about 47% of the division's staff. Of the 62 individuals eligible to retire in 2002, eight are management employees. The estimated amount of sick leave payout is \$15,137 for the Adult Services Division as a result of the two retirements in the division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and the directive to develop a contingency plan to meet a 13.2% (\$2,935,793) tax levy reduction target for the entire Department (excluding BHD, which is budgeted separately), DHS slated a \$1,266,098 reduction in the Adult Services Division. Savings would have been attained through a \$652,883 (position abolishments \$111,473, client services \$541,410) reduction of expenditures in tier 2 and a reduction of client service expenditure totaling \$613,215 in Tier 3.

Opportunities for Savings/Efficiency

As stated in Recommendation No. 1, the opportunity to achieve savings and efficiency should be pursued through restructuring of the County's health and human needs framework. It was suggested that due to similarities in function or mission, the Adult Services Division could be combined with the Department on Aging as part of the restructuring.

Beyond the benefits that would result from restructuring the health and human needs framework, the Adult Services Division (ASD) could also achieve savings and efficiency through internal means. For instance, nearly one-half of the 132 employees in the division will be eligible to retire in 2002. Many of these employees provide direct service to clients such as case management. According to ASD administration, it will be extremely difficult to replace workers that retire, especially if the retirements are concentrated within a short time period. Due to the significant number of retirements expected to occur in the Division within a few years, the Adult Services Division may be unable to staff at a level necessary to deliver the services required.

11. *Adult Services Division administrators should develop a plan as soon as possible to ensure the resources necessary to maintain the level of services required in coming years will be available. In developing the plan, consideration should be given to outsourcing direct service functions not only as a method for securing resources necessary for service delivery, but also as an opportunity to attain savings and efficiency if services can be obtained at a lower cost from outside agencies. In carrying out the plan, areas within the division that are expected to be most significantly impacted by retirements should be addressed first.*

Economic Support Division (Org. 8400) (Formerly the Financial Assistance Division)

The Economic Support Division, per State Statutes, is responsible for assisting eligible people to obtain Food Stamps, Medical Assistance (Title 19) and Child Day Care benefits in cooperation with the 'Wisconsin Works' or W-2 program (which replaced the former Aid to Families with Dependent Children program). In addition, the Economic Support Division is responsible for administering BadgerCare and specialized Economic Support programs such as Fraud detection and Benefit Repayment, Low Income Home Energy Assistance, Healthy Start and Interim Disability Assistance. As of January 2002, the division was staffed with 432 employees, 44 (10.2%) of which are in management positions.

Impact of Potential Retirements

Of the 432 employees in the Economic Support Division, 77 will be eligible, for retirement in 2002, representing about 17.8% of the division's staff. Of the 77 employees eligible to retire in 2002, 21 are management positions. The estimated amount of sick leave payout is \$261,851 for the Economic Support Division as a result of the 12 retirements in the Division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and the directive to develop a contingency plan to meet a 13.2% (\$2,935,793) tax levy reduction target for the entire department (excluding BHD, which is budgeted separately), DHS slated a \$40,386 reduction in the Economic Support Division. The savings would have come about as the result of decreasing the funding provided to a social service agency in Tier 1.

Opportunities for Savings/Efficiency

As stated in Recommendation No. 1, the opportunity to achieve savings and efficiency should be pursued through restructuring of the County's health and human needs framework. It was suggested that due to similarities in function or mission, the Economic Support Division could be combined with the County Health Related Programs Division of DOA as part of the restructuring.

The Administrator of the Economic Support Division recently retired and the Deputy Director of DHS has been named as the acting division administrator. Given the magnitude of the changes that would take place if restructuring of the health and human needs framework is pursued, it is unknown whether or not the division administrator's position should be filled on a permanent basis.

12. *To achieve immediate savings, hold the recently vacated Economic Support Division Director's position open pending the outcome of Recommendation No. 1. If restructuring of the health and human needs framework is pursued, a determination should be made regarding the disposition of this position.*

Delinquency & Court Services Division (Org. 8900)

The Delinquency and Court Services Division consists of four major functional areas: (1) The Administration function is responsible for all court services, including maintaining court records, tracking court intake referrals, transcription, procurement, accounting and reception services. (2) The Detention unit directs the juvenile care and secure custody and support staff and is responsible for planning and directing the daily activities of detained juveniles. Remedial education, sanctions program, mental health assessments and other short-term services are provided in this unit. Detained youth are provided with other educational, vocational and health related opportunities through the use of volunteer speakers. (3) The Purchased Delinquency Services Unit consists of pre-and post-dispositional programs, the First Time Juvenile Offender program, the Firearms Offender program and Alcohol and Other Abuse Drug (AODA) programs. (4) The Probation function includes probation supervision, court intake services and custody intake services. As of January 2002, the Division was staffed with 226 employees, 24 (10.6%) of which are in management positions.

Impact of Potential Retirements

Of the 226 Delinquency and Court Services Division employees, 67 will be eligible for retirement in 2002 representing about 29.6% of the Division's staff. Of the 67 individuals eligible to retire in 2002, 17 are management employees. The estimated amount of sick leave payout is \$307,970 for the Division as a result of the 12 retirements in the division as of March 15, 2002.

Departmental Budget Repair Plan

In response to the anticipated shared revenue reductions and the directive to develop a contingency plan to meet a 13.2% (\$2,935,793) tax levy reduction target for the entire department (excluding BHD, which is budgeted separately), DHS slated a \$1,495,452 reduction in the Delinquency and Court Services Division. The budget reduction amount was increased \$400,000 to \$3,335,793 to recognize the likelihood that savings in corrections costs would occur. Savings totaling \$2,935,793 would have been attained through a \$681,748 (re-estimate of costs \$374,059, State revenue increase \$207,689, salary surplus \$100,000) reduction of expenditures in Tier 1, \$605,552 (CCI placement diversion \$223,440, services \$382,112) in Tier 2, and \$208,152 (services \$108,152, revenue transfer to a tax levy supported program \$100,000) in Tier 3.

Opportunities for Savings/Efficiency

As stated in Recommendation No. 1, the opportunity to achieve savings and efficiency should be pursued through restructuring of the County's health and human needs framework. It was suggested that due to similarities in function or mission, the Delinquency and Court Services Division could be combined with the Behavioral Health Division as part of the restructuring.

Beyond benefits that would result from the restructuring of the health and human needs structure, no opportunities for savings and efficiency were identified in the Delinquency and Court Services Division. Instead, the division has been shorthanded due to recent retirements in management positions.

Additional Reviews to be Conducted

Our review of the Department of Human Services is the second in a series of department organization structure reviews. We have started reviews in other departments and will release them as soon as they are completed.

If you have any questions, we are available to respond.



Jerome J. Heer

JJH/PAG/kjw

Attachment

cc: County Board of Supervisors
Supervisor Lynne D. De Bruin, Chairperson, Committee on Finance & Audit
Supervisor Roger Quindel, Chairperson, Committee Health & Human Needs
Supervisor John F. Weishan, Jr., Chairperson, Health & Human Services Budget Reduction Work Group
Supervisor Mark A. Borkowski, Chairperson, Staff Agencies & General Government Budget Reduction Work Group
Janine Geske, County Executive
Scott K. Walker, County Executive-Elect
M. Kathleen Eilers, Acting Director, Department of Human Services
Terry D. Kocourek, Acting Director, Department of Administration
Stephanie Sue Stein, Director, Department on Aging
David Novak, Director, Department of Public Works
Jertha C. Ramos-Colon, Director Department of Human Resources
Dorothy K. Dean, Treasurer
Mark Ryan, County Clerk
Ignatius Niemczyk, Register of Deeds
Rob Henken, Director of Research, County Board Staff
Robert Murphy, Senior Research Analyst, County Board Staff
Richard J. Ceschin, Research Analyst, County Board Staff
Lauri J. Henning, Chief Committee Clerk, County Board Staff

**DEPARTMENT OF HUMAN SERVICES - 2002
ORGANIZATION CHART**

- ADMINISTRATION**
 1 DIRECTOR
 1 DEPUTY DIRECTOR
 2 EXECUTIVE ASSISTANT
 1 PUBLIC RELATIONS COORDINATOR
 1 EXECUTIVE SECRETARY - HHS
 2 SUPPORT STAFF

BEHAVIORAL HEALTH DIVISION *

- BEHAVIORAL HEALTH DIV. ADMINISTRATOR
 PUBLIC RELATIONS
ADULT COMMUNITY SERVICES
 COMMUNITY EDUCATION/PREVENTION
 CONTRACT DEVELOPMENT/MONITORING
 CONSUMER SATISFACTION TEAM
 COP ADMINISTRATION
 HOUSING DEVELOPMENT
 SERVICE ACCESS UNIT
 GRANT DEVELOPMENT
 DAY TREATMENT
 COMMUNITY SUPPORT PROGRAM
 COMMUNITY RESIDENTIAL
 HOMELESS OUTREACH
 PSYCHO-SOCIAL REHABILITATION
 DROP-IN CENTERS
 REPRESENTATIVE PAYEE SHIPS
 EMPLOYMENT SERVICES
 OUTPATIENT TREATMENT
 COURT INTERVENTION
 FORENSIC EVALUATIONS/
 TREATMENT SERVICES
 VOLUNTEER SERVICES
ADULT CRISIS & ACUTE INPATIENT SERVICES
 PCS
 MOBILE CRISIS TEAMS
 CWIC
 CRISIS LINE
 CRISIS OBSERVATION AREA
 GERIATRIC MOBILE TEAM
 A-TEAM (AODA SERVICES)
 ACUTE INPATIENT (ADULT & CHILD)
NURSING HOME SERVICES
 REHABILITATION CENTERS
 HILLTOP (MR/DD)
 CENTRAL
CHILD AND ADOLESCENT COMM. SERVICES
 OUTPATIENT SERVICES
 MOBILE URGENT TREATMENT TEAM
 WRAP AROUND MILWAUKEE
 SAFE NOW
CLINICAL DISCIPLINES
 NURSING SERVICES
 PSYCHOLOGY SERVICES
 REHABILITATIVE SERVICES
 SOCIAL WORK SERVICES
 MEDICAL SERVICES
 LEGAL SERVICES
 PHARMACY
 CLINICAL DIETARY SERVICES
HUMAN RESOURCE DEVELOPMENT
 HUMAN RESOURCES
 HUMAN RESOURCES NURSING
 QUALITY MANAGEMENT
 EDUCATIONAL SERVICES
 OFFICE OF CONSUMER AFFAIRS
 COMMUNITY PROGRAM EVALUATIONS
 LIBRARY SERVICES
 COMMUNITY EDUCATION
 CULTURAL TRANSFORMATION TRAINING
 COMMUNITY CONSULTATION
 AFFIRMATIVE ACTION/CULTURAL DIVERSITY
FISCAL & BUDGET SERVICES
 BUDGET DEVELOPMENT/MONITORING
 SYSTEMS UNIT
 FISCAL PLANNING
 MIS MANAGEMENT
 INPATIENT UNIT
 PATIENT BILLING/ACCOUNTS
 ADMISSIONS
 MEDICAL RECORDS
 COMMUNITY SERVICES UNIT
 FISCAL CONTRACT MANAGEMENT
 FISCAL TA TO DIRECT SERVICES
 PROVIDERS
 MH/AODA MANAGED CARE
SUPPORT/ENVIRONMENT SERVICES
 ENGINEERING & ENVIRONMENTAL SVCS.
 SECURITY
 DIETARY

* DUE TO THE SIZE OF THIS DIVISION THE STAFFING
 DETAIL RELATING TO THE 1,021 EMPLOYEES IS
 NOT SHOWN.

FINANCIAL ASSISTANCE DIVISION

- IM ADMINISTRATION (FCMB)**
 BUREAU ADMINISTRATOR
 SECRETARIAL ASSISTANT (NR)
 CLERK RECEPTIONIST
 AMIN. ASST. (FIN. ASST.)
 HUMAN SERVICES ANALYST (CARES)
 3 SUPERVISORS
 3 CLERICAL ASST. (NR)
 30 STAFF
REGION 1 & 4 (YV WORKS)
 1 MANAGER
 1 CLERICAL ASST. (NR)
 6 UNIT SUPERVISORS
 50 ECONOMIC SUPPORT SPECIALIST
 1 SUPERVISOR
 12 QUALITY ASSURANCE TECH.
REGION 2 & 5 (UMOS)
 1 MANAGER
 1 CLERICAL ASST. II (NR)
 4 UNIT SUPERVISORS
 47 ECONOMIC SUPPORT SPECIALIST
REGION 3 & 6 (OIC MAXIMUS)
 1 MANAGER
 1 SEC. ASST. (NR)
 5 UNIT SUPERVISORS
 51 ECONOMIC SUPPORT SPECIALIST
COMM. PROGS. (OUTSTATIONS) QUALITY ASSURANCE
 1 QUALITY ASSURANCE MANAGER
 1 QUALITY ASSURANCE CONTROL
 1 CLK IV
 4 UNIT SUPERVISORS
 32 ECONOMIC SUPPORT SPECIALIST
COMM. PROGS. (I2 & VLIET)
 1 MANAGER
 5 UNIT SUPERVISORS
 62 ECONOMIC SUPPORT SPECIALIST
- EMPLOYMENT & SUPPORT SERVICES
 ADMINISTRATION**
 ESSB ADMINISTRATOR
 1 ADMIN ASST. (NR)
 1 CONTRACT SERV. COORD.
 3 STAFF
 1 HUMAN SERVICE ANALYST ESSB
 1 ADMIN ASST. (NR)
 1 ADMIN. COORD. (DC)
 1 STAFF
 1 ADMIN. COORD. (FA)
 1 STAFF
- TRAINING/ATL**
 5 STAFF DEV.
CASE MANAGEMENT
 2 CASE MGMT SUPERVISOR
 10 STAFF
 2 ESRA - WTW
 1 ECON SUPPORT SUPERVISOR I
 5 ESS
- W-2 FRONT DR**
 1 SEC. MANAGER
 3 CMS SUPERVISORS
 24 ESRA
- COLLECTIONS**
 1 COLLECTIONS MANAGER
 20 STAFF
- CC CERTIFICATION**
 9 STAFF
 1 SECTION MANAGER
 1 CLERICAL
 1 ES SUPERVISOR II
- ENERGY ASST. PRG. INT.**
 1 ES SUPERVISOR I
 2 ENERGY ASST PRG. INT.
 5 ENERGY ASST PRG SPEC
 3 CT II (LIEAP)
- PROGRAM INTEGRITY**
 1 FS PROG SUPERVISOR
 9 STAFF
 1 QUALITY CONTROL COORD GA
 1 CT III
- EBT**
 3 TELLER I
 2 PHOTO ID CLERKS (PROVIDED BY VOLT
 TEMP SERV.- CONTACT OUT)
 1 COMM SUPP PROG COORD.
 BURIALS
 1 CASE MGMT SPEC (SP)
 1 LEARNFARE SPECIALIST

**MANAGEMENT SERVICES
 DIVISION**

- FISCAL BUREAU**
DIVISIONAL QA STAFF
 DIR. OFFICE
 1 EXECUTIVE ASSISTANT (DHS)
 1 INTEGRATED SERV. COORD.
BEHAVIORAL SERVICES DIVISION
 1 PLACEMENT RESOURCES MANAGER
 2 QUALITY IMPROVEMENT COORD.
 1 CLERK TYPST III
 1 OCCUP. THERAPIST III
 1 PROGRAM COORDINATOR (AODA)
- FD DIVISION**
 1 PLANNING ANALYST (DHS)
DELINQUENT DIVISION
 1 PROGRAM COORDINATOR
PURCHASED SERVICES & QA SECTION
 1 CONTRACT ADMIN DHS
 1 PLANNING ANALYST (DHS)
 2 PURCHASE SERVICE COORDINATORS
 1 ACCOUNTANT 4 (NR)
 1 CLERK TYPYST 3
 1 EXECUTIVE ASSISTANT (DHS)
- BUDGET SECTION**
 1 BUDGET MANAGER (DHS)
 2 BUDGET ANALYST III
 .05 CLERICAL ASSISTANT 2 (NR)
- ACCOUNTING SECTION**
 2 ACCOUNTANT IV (NR)
 1 ACCOUNTANT II (NR)
 1 ACCOUNTANT I
 1 ACCOUNTANT CLERK II
 1 CLERK IV
- BUSINESS OFFICE SECTION**
 1 SECURITIES COLLECTION COORD.
 1 SECURITIES AGENT
 1 ACCOUNT ANALYST II
 1 TELLER II
 3 ACCOUNT CLERK II
 1 CLERK TYPYST IV
 2 CLERK TYPYST III
- HUMAN RESOURCES BUREAU**
 1 HUMAN RESOURCES MANAGER
 (DSS)
 1 ASSISTANT HUMAN RESOURCE
 MANAGER (WDSS - MB)
 2 MANAGEMENT ASSISTANT (HR)
 1 SECRETARIAL ASSISTANT (NR)
 1 PAYROLL CLERK (IN CHARGE)
 1 PAYROLL CLERK
- OPERATIONS BUREAU ADMINISTRATION**
 1 ASSOCIATE DIRECTOR SOCIAL SERVICES
 OPS.
 1 CLERICAL SPECIALIST (DHS)
INCOME MAINTENANCE SUPPORT
 1 ADMINISTRATION ASSISTANT I
 2 CLERK I
NON-INCOME MAINTENANCE SUPPORT
 1 CLERK 2
VLIET BUILDING OPERATIONS
 1 FACILITIES PLANNING ANALYST
 1 ADMINISTRATIVE ASST. III -
 SOCIAL SERVICES
 1 CLERK
SCHUIZ TENANT SERVICES
 1 CLERK II
 2 CLERK TYPYST 2
 1 CLERK MESSENGER
DHS MAIL PURCH. STOCK MGMT
 1 ADMINISTRATIVE ASSISTANT (NR)
 3 CLERK TYPYST II
 2 CLERK III
 1 CLERK TYPYST 11
 2 CLERK MESSENGER
 1 STORES CLERK I
 1 STORES CLERK III
 1 OPERATIONS COORDINATOR (SP)

**DELINQUENCY & COURT
 SERVICES DIVISION**

- DIVISION ADMINISTRATION**
DELINQUENCY SERVICES ADMINISTRATION
 1 DIVISION ADMINISTRATION - DELINQ & CT
 1 INFO SYSTEM APPL SPEC CCC
 1 ADMINISTRATIVE ASSIST II - CHILDREN'S
 COURTS
 1 STORES CLERK I
 1 SECRETARY (NR)
 2 CLERK II
 1 CLERK II DATA ENTRY
 7 CLERK III DATA ENTRY
 2 CLERK IV DATA ENTRY
 1 CLERK TYPYST III/C
- DETENTION CENTER**
 1 VOLUNTEER COORDINATOR
 1 DETENTION HOME SUPERINTENDENT
 1 DETENTION HOME DEPUTY SUPERVISOR
 6 JUVENILE CORRECTION WORKER SUPERVISOR
 3 JUVENILE CORRECTION OFFICER BILINGUAL
 76 JUVENILE CORRECTION OFFICER
 1 REGISTERED NURSE II
 3 REGISTERED NURSE I
 1 HOUSEKEEPER (NR)
 3 CUSTODIAL WORKER II
 3 CUSTODIAL WORKER I
 1 CLERK TYPYST III
 8 CONTROL CENTER CLERK
FIRST TIME OFFENDER PROGRAM (CIP)
 1 HUMAN SERVICE WORKER FTO
 1 COMM COORDINATOR FTJOP
 5 INTAKE SPECIALIST CCC
 1 HUMAN SERVICES SUPERVISOR
 1 CLERK TYPYST IV
 1 CLERK TYPYST III
 1 CLERK TYPYST III
- PRE-DISPOSITIONAL PROGRAMS**
 1 DETENTION DISPOSITION SERVICE
 COORDINATOR
 1 CLERK TYPYST II
 1 HUMAN SERVICE WORKER
 1 CHILD PROBATION OFFICER
- POST-DISPOSITIONAL PROGRAMS**
 1 PROGRAM COORDINATOR
 1 CHILD PROBATION OFFICER
 1 HUMAN SERVICES SUPERVISOR
 7 HUMAN SERVICES WORKER
 1 CLERK TYPYST II
- AODA SERVICES**
 1 HUMAN SERVICE WORKER
 1 ADMIN COORDINATOR (AODA PROGRAM)
 1 CLERK TYPYST III
- PROBATION SUPERVISION**
 1 CHILD PROBATION OFFICER BILINGUAL (SP)
 19 CHILD PROBATION OFFICER
 2 HUMAN SERVICE WORKER BILINGUAL (SP)
 33 HUMAN SERVICE WORKER
 2 SOCIAL WORKER
 5 HUMAN SERVICES SUPERVISOR
 1 HUMAN SERVICE WORKER CW
 1 SECTION MANAGER
- COURT INTAKE SERVICES**
 1 BUREAU MANAGER - DELIN/ COURT SERVICES
 2 INTAKE SPECIALIST CC BILINGUAL (SPANISH)
 19 INTAKE SPECIALIST
 2 HUMAN SERVICES SUPERVISOR
CUSTODY INTAKE SERVICES
 1 CUSTODY PLACEMENT SPECIALIST BILINGUAL
 6 CUSTODY PLACEMENT SPECIALIST
 1 HUMAN SERVICES SUPERVISOR

ADULT SERVICES DIVISION

- DIRECTOR OF ADULT SERVICES DIVISION**
 1 SECRETARIAL ASSISTANT
 1 MANAGEMENT ASSISTANT
 1 POLICY & PROCEDURE COORDINATOR
 1 ASSISTANT ADMINISTRATOR
 1 QUALITY ASSURANCE
 1 DEVELOPMENTAL DISABILITIES PROGRAM
 COORDINATOR
 1 DEVELOPMENTAL DISABILITIES PROGRAM
 ADMINISTRATIVE COORDINATOR
 5 UNIT SUPERVISORS
 57 STAFF
 1 PHYSICAL DISABILITIES PROGRAM
 COORDINATOR
 1 ECONOMIC SUPPORT SPECIALIST
 3 STAFF
 2 UNIT SUPERVISORS
 31 STAFF
 1 MAPC PROG. MANAGER
 1 RN II
 2 STAFF
 1 ACCESS & BRIEF SERVICES PROGRAM
 COORDINATOR
 1 UNIT SUPERVISOR
 7 STAFF
 1 ABS APS
 1 HUD HOUSING COORDINATOR
 1 ECONOMIC SUPPORT SPECIALIST
 1 ADMINISTRATIVE COORDINATOR
 1 ACCOUNTANT IV
 1 FISCAL ANALYST -LTS
 1 MIS COORDINATOR
 1 DATA UNIT SUPERVISOR
 4 STAFF
 1 BUDGET ANALYST II
 1 ADMINISTRATIVE ASSISTANT II
 10 RN II - UF
 1 HSW