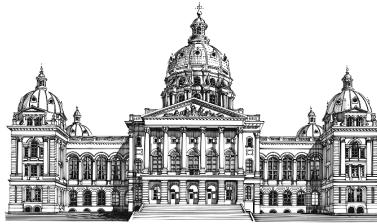


# Iowa Legislative Fiscal Bureau



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August 12, 1994

## Layers Of Management - Update

### ISSUE

An update of the progress of the Department of Personnel (IDOP) in conjunction with the Executive Branch agencies in reducing the layers of management and increasing the number of employees per supervisor as well as the IDOP's progress in evaluating the State's job classification system.

### AFFECTED AGENCIES

All Executive Branch departments and agencies.

According to the IDOP, the Board of Regents and Offices of the Elected Officials chose to not respond to the initial request for information. Subsequently, these entities were not included in the review. The IDOP has indicated that authority over the human resource management subject with the Board of Regents has been limited. The enabling chapter for the IDOP (Chapter 19A, Code of Iowa) has never included the Board of Regents to the extent it does other Executive Branch departments. The Board of Regents made an initial report to the Legislative Council's Fiscal Committee in December 1993. An update regarding the changes in spans of control and layers of management in the organizations of the institutions of the Board of Regents is scheduled to be presented to the Board of Regents in December 1994.

Information from the Offices of Elected Officials regarding changes in spans of control and layers of management was requested and received by the Legislative Fiscal Bureau (Attachment A).

### CODE AUTHORITY

Chapter 1220, Section 3, 1992 Iowa Acts

### STATED REQUIREMENTS

Chapter 1220, Section 3, 1992 Iowa Acts (HF 2454 - The Governmental Efficiency Bill) required the IDOP to work with the Department of Management (DOM) and Executive Branch agencies to reduce the aggregate layers of management by at least 50.0% by July 1, 1994, and to increase the aggregate span of control up to 50.0% by July 1, 1993 (Attachment B).

An interim report to the General Assembly was required by April 1, 1993, and a final report by April 1, 1994. All reports required from the IDOP were received.

The IDOP was also to simplify the job classification system. House File 2454 specifies that agencies are to notify the Legislative Fiscal Committee before implementing any reduction in layers of management including:

- A description of the proposed reduction.
- A list of the positions and responsibilities to be reduced.
- A list of the activities to be eliminated or reduced.
- An estimate of the savings due to the reduction in layers.

### **COMPLIANCE WITH HF 2454**

ATTACHMENT C includes definitions and formulas given to Executive Branch departments and set by the IDOP in determining spans of control and layers of management.

#### **Span of Control**

A department-by-department comparison of spans of control and layers of management from July 1991 to July 1994, is provided in Attachment D. House File 2454 requires the "aggregate" span of control be increased up to 50.0% by July 1993. The departments met this requirement. In the November 1993 **Issue Review** dealing with this topic, it was determined that "aggregate" could be defined two ways: as the "average" span of control, calculated by department; or "in the entirety" comparing the total supervisory employees with the total non-supervisory employees in the Executive Branch departments.

Attachment D indicates that the average span of control for Executive Branch departments increased by 12.2%. **Table 1** shows the changes span of control in the entirety between July 1991 and July 1994. The Span of Control increased by 5.4% between July 1991 and July 1993 and increased a total of 25.7% by July 1994.

**Table 1**  
**Change of Span of Control in the Entirety**

	<u>July 1991</u>	<u>July 1992</u>	<u>July 1993</u>	<u>July 1994</u>	<u>Diff. 1991-94</u>	<u>% Change</u>
Number of Employees	20,924	19,386	18,743	18,759	-2,165	-10.3%
Number of Supervisors	2,830	2,580	2,405	2,025	-805	-28.4%
Non-supervisory Employees	18,094	16,806	16,338	16,734	-1,360	-7.5%
Span of Control	1:7.4	1:7.5	1:7.8	1:9.3	1.5	25.7%

It should be noted that the span of control of 12 departments did not increase up to 50.0% by July 1993.

- 1 agency did not report.
- 3 agencies had no change.

- 6 agencies decreased the span of control instead of increasing it.
- 2 agencies increased span of control more than 50.0%.

Although it doesn't affect compliance with HF 2454, 4 of the 12 agencies listed above did, as of July 1994, increase span of control up to 50.0%.

### **Layers of Management**

The Executive Branch departments did not comply with the requirement of decreasing the layers of management in the aggregate by at least 50.0% as required in HF 2454 (ATTACHMENT D). As of July 1991, the average layers of management were 3.5 and were reduced to 2.7 (20.7%) as of July 1994. Weighting the average by number of total employees in the departments in the aggregate, the layers of management have decreased from 4.67 in July 1991 to 3.64 in July 1994 (-22.1%).

Of the 28 departments included in Attachment D:

- 1 did not respond.
- 2 reduced layers of management by at least 50.0%.
- 5 decreased layers of management by at least 30.0%.
- 6 decreased layers of management between 20.0% and 30.0%.
- 6 decreased layers of management between 10.0% and 20.0%.
- 2 decreased layers of management less than 10.0%.
- 6 had no changes in layers of management:
  - 2 agencies have 1 layer of management.
  - 3 agencies have 2 layers of management.
  - 1 agency has 3 layers of management.

### **Job Classifications**

The following job classification review projects will meet the goals described in HF 2454 when completed. The first 2 items have been completed and the remainder are in progress. It is anticipated the project will result in further classification consolidations and the development of additional non-supervisory technical career paths (Table 2).

- Consolidate 9 current supervisor job classes into a 3-level Public Service Supervisor class series.
- Review individual positions in Executive Branch departments to determine the appropriate classification of positions where supervisory responsibilities are removed as a result of reorganization.
- Work with Executive Branch departments during reorganization implementation to identify opportunities for additional class consolidations and the need to develop higher level technical non-supervisory job classes in specific areas.
- Develop and revise pre-employment examinations for consolidated and new job classifications.

- Continue to work with the American Federation of State, County, and Municipal Employees (AFSCME) in an effort to further reduce the number of job classes covered in the labor agreement.
- Review and improve the job classification system on an ongoing basis to meet the needs of the departments and their employees.

**Table 2**  
**Changes in Number of Job Classifications**

July 1986	1,301
July 1991	1,026
July 1993	942
July 1994	889
<b>Total Reduced</b>	<b>412 (31.7%)</b>

### **Reports to the Fiscal Committee by Agencies**

As of June 28, 1994, only 3 changes in layers of management had been received for review by the Legislative Fiscal Committee. These were from the Departments of Cultural Affairs and Natural Resources, and the Civil Rights Commission. The IDOP advised the Legislative Fiscal Bureau staff that 1 additional agency had complied but the IDOP did not forward the change. The remaining agencies misunderstood that information given to the IDOP satisfied the requirements in HF 2454. The remainder of the departments responded after the IDOP made a follow-up request for information. A summary of that information is included in ATTACHMENT E. A copy of each department's response is available upon request.

### **Summary**

The Executive Branch departments were in partial compliance with HF 2454.

- The IDOP is in the process of simplifying the Job Classification System and higher level nonsupervisory positions are being developed.
- The Executive Branch departments complied with HF 2454 by increasing the span of control of the aggregate up to 50.0% by July 1993. In the entirety, the span of control of the aggregate was increased by 5.4% and as an average the span of control increased by 12.2%, complying with HF 2454.
- The Executive Branch departments did not comply with HF 2454 by not decreasing the layers of management of the aggregate by at least 50.0% by July 1994. As an average, the layers of management were reduced by 20.7% and as a weighted average by 22.1%.

Even though the Executive Branch departments did not meet the layers of management requirement in HF 2454, progress was made to reduce the layers of management. The Governor's Committee on Government Spending Reform (Fisher Committee) Report released in 1992 specifies that changing the organizational structure itself is a way to increase the focus on customers and to increase productivity by making sure that decisions are made at the lowest possible level in the organization. Customer satisfaction is a goal for agencies in the Blueprint for Organizational Change for the Executive Branch, issued in December 1992. Total Quality Management (TQM) as well as changes in organizational structure are both a part of the Blueprint. The TQM approach stresses customer orientation and involvement of employees at all levels in the organization to identify how improvement can be made in processes to yield better results.

Dr. Paul Light, a professor at the Humphrey Institute of Public Affairs at the University of Minnesota and an expert in institutional organization in the public sector, stated that requiring governmental agencies to examine their spans of control and organizational structure is mandatory if the total quality management (TQM) philosophy is going to be successful. Dr. Light added that structures need to be broader rather than wider to compliment the TQM philosophy and the distance between the decision maker and the employee carrying out the decision needs to be as short as possible for customer orientation.

**BUDGET IMPACT**

From those agencies sending information to the IDOP for the Legislative Fiscal Committee, there will be a savings of \$5.3 million in State funds and \$1.0 million of savings from other sources. The Department of Human Services alone estimates savings of \$4.0 million in State funds. The elected officials have indicated a savings of \$611,000.

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**Comparison of Elected Officials Department Organizations**  
**July 1991 to July 1994**

Department	Span of Control 7/1/91	Span of Control 7/1/94	% Change 1991 - 1994	Layers of Management 7/1/91	Layers of Management 7/1/94	% Change 1991 - 1992
Secretary of Agriculture	8.25	8.67	5.1%	3.8	3.8	0.8%
Auditor	19.28	18.16	-5.8%	2.7	2.7	0.0%
Governor	11.5	10.5	-8.7%	2.0	2	0.0%
Secretary of State	6.1	8.5	39.3%	4.0	3	25.0%
Treasurer	3.9	5.5	41.0%	3.5	2	42.9%
Averages	<u>7.3</u>	<u>8.2</u>	<u>14.2%</u>	<u>3.4</u>	<u>2.692</u>	<u>13.6%</u>

This data was gathered by the Legislative Fiscal Bureau from the Offices of the Elected Officials.

**House File 2454**

**House File 2454 provides for the following changes to the Code of Iowa.**

<u>Page #</u>	<u>Line #</u>	<u>Bill Section</u>	<u>Action</u>	<u>Code Section Changed</u>	<u>Description</u>
1	1	1	Amends	Sec. 279.46	Adds Health Insurance to Schools' Early Retirement

1 1   Section 1. Section 279.46, Code 1991, is amended to read  
1 2 as follows:

1 3   **279.46 RETIREMENT INCENTIVES -- TAX.**

1 4   The board of directors of a school district may adopt a  
1 5 program for payment of a monetary bonus, continuation of  
1 6 health or medical insurance coverage, or other incentives for  
1 7 encouraging its employees to retire before the normal  
1 8 retirement date as defined in chapter 97B. The program is  
1 9 available only to employees between fifty-nine and sixty-five  
1 10 years of age who notify the board of directors prior to March  
1 11 1 of the fiscal year that they intend to retire not later than  
1 12 the next following June 30. An employee retiring under this  
1 13 section shall apply for a retirement allowance under chapter  
1 14 97B or chapter 294. If the total estimated accumulated cost  
1 15 to a school district of the health or medical insurance  
1 16 coverage, bonus, or other incentives for employees who retire  
1 17 under this section does not exceed the estimated savings in  
1 18 salaries and benefits for employees who replace the employees  
1 19 who retire under the program, the board may include in the  
1 20 district management levy an amount to pay the costs of the  
1 21 program provided in this section.

1 22   **Sec. 2. PARTICIPATION IN HEALTH OR MEDICAL INSURANCE  
1 23 PROGRAMS BY RETIREES AGE FIFTY-FIVE OR OLDER.**

1 24   1. As used in this section, unless the context otherwise  
1 25 requires:

1 26   a. Health or medical insurance program means a health or  
1 27 medical group insurance plan for employees of the state.

1 28   b. Member means an employee of the executive branch of  
1 29 the state or the judicial branch of the state who is a member  
1 30 of the Iowa public employees' retirement system or the Iowa  
1 31 department of public safety peace officers' retirement,  
1 32 accident, and disability system, who at the date of  
1 33 termination of employment is receiving full health or medical  
1 34 insurance benefits pursuant to a health or medical insurance  
1 35 program in which the state makes contributions, and is not

CODE: Permits school districts to offer health or medical insurance coverage in addition to other incentives in their early retirement programs.

Defines requirements and establishes early retirement program for Executive and Judicial Branch employees who are members of the Iowa Public Employees' Retirement System (IPERS) or the Peace Officers' Retirement, Accident, and Disability System (POR). Members of the General Assembly and employees of the Board of Regents are specifically excluded from participation.

2 1 receiving disability payments under the state employees'  
2 2 disability insurance program, and who is not a member of the  
2 3 general assembly. Member does not mean an employee of the  
2 4 state board of regents.

2 5 2. A member with at least twenty years of membership  
2 6 service who retires on or after May 15, 1992, and before  
2 7 January 15, 1993, who applies to receive retirement benefits  
2 8 under this Act prior to January 15, 1993, who has attained at  
2 9 least the age of fifty-nine at the time of retirement, and who  
2 10 was a participant in a health or medical insurance program in  
2 11 which the state makes contributions at the time of retirement,  
2 12 may continue to participate in the health or medical insurance  
2 13 program in which the member is enrolled on April 1, 1992, as  
2 14 authorized by law. However, a member may choose to  
2 15 participate in a health or medical insurance program after  
2 16 April 1, 1992, which incurs less cost to the state.

2 17 Notwithstanding any other provision of law to the contrary,  
2 18 the state shall continue to pay the employer's portion of the  
2 19 premium at the cost existing at the time of retirement under  
2 20 the program for the retiree until the retiree attains the age  
2 21 of sixty-five. Any additional premium costs for coverage  
2 22 incurred after the time of retirement shall be paid by the  
2 23 retiree. However, in order to have the state continue to pay  
2 24 the employer's portion of the premium, the member must send  
2 25 written notification to the department of personnel at any  
2 26 time after the effective date of this section and prior to  
2 27 November 15, 1992, of the intent to retire and the anticipated  
2 28 date of retirement.

2 29 3. If a member continues participation in a health or  
2 30 medical insurance program and the state pays premiums as  
2 31 authorized in subsection 2, the member is not eligible to  
2 32 accept further employment in which the state or a political  
2 33 subdivision of the state is the employer. However, this  
2 34 subsection shall not apply to a member who is elected to a  
2 35 public office as defined in chapter 56.

Establishes eligibility and program requirements:

1. Retirement must occur between May 15, 1992 and January 15, 1993.
2. The retiree must be at least 59 years old with 20 or more years of service.
3. The retiree may continue in his or her current health or medical insurance program or choose one which costs less.
4. The State will pay the employers' portion at the same rate that is in effect at the time of retirement. Any premium increases will be paid by the retiree.
5. Notice of intent to retire must be given by November 15, 1992.

Early retirees are not eligible for further employment with the State or a political subdivision. This restriction does not apply to elected officials.

3 1    4. A state department shall not be required to delete more  
 3 2 than its proportionate share of all general fund full-time  
 3 3 equivalent positions vacated due to the incentive for  
 3 4 retirement established in subsection 2. All positions vacated  
 3 5 by a member exercising the rights established in subsection 2  
 3 6 shall be deleted, and the savings, as determined by the  
 3 7 department of management, shall revert to the originating fund  
 3 8 in a manner specified by the department of management, except  
 3 9 that the portion of the savings which represents the cost of  
 3 10 the employer's portion of a member's premium payable under  
 3 11 this section shall not revert but shall be transferred to the  
 3 12 department of revenue and finance to defray the costs of  
 3 13 implementing this section. However, if an affected department  
 3 14 determines that the vacancy may be detrimental to critical  
 3 15 services provided to the public, the affected department may,  
 3 16 with the approval of the department of management, exchange  
 3 17 the vacancy with a position or positions determined by the  
 3 18 department of management to be of an equal value, and delete  
 3 19 that position or positions. If a position is not available  
 3 20 for exchange, the department may, with the approval of the  
 3 21 director of the department of management, retain and fill the  
 3 22 vacancy. It is the intent of the general assembly that  
 3 23 retirement taken pursuant to this section be used to eliminate  
 3 24 the greatest number of employment positions as is feasible.  
 3 25 The department of management shall report to the legislative  
 3 26 fiscal bureau and the fiscal committee of the legislative  
 3 27 council the number of vacancies retained and filled pursuant  
 3 28 to this subsection.

3 29    It is the intent of the general assembly that the cost of  
 3 30 premiums incurred by a state department be included within  
 3 31 that department's annual budget and be paid from originating  
 3 32 funds.

Requires the following:

1. Departments shall eliminate positions vacated through early retirement up to their proportionate share of all vacated positions.
2. The Department of Management (DOM) is to determine the savings from early retirement.
3. Departments are to transfer the cost of the employer's share of the insurance premiums to the Department of Revenue and Finance (DRF) for payment and transfer the remaining savings to the originating fund.
4. Critical positions may be exchanged for positions of equal value or refilled with permission of DOM.

It is the intent of the General Assembly that:

1. As many positions as possible be eliminated.
2. DOM report to the Legislative Fiscal Bureau (LFB) and the Legislative Fiscal Committee on the number of vacancies created and the number refilled.

Requires Departments to include these insurance premium costs in future budgets.

FISCAL IMPACT: There are 618 full-time employees eligible for early retirement. If 35.79% of the eligible employees retire early (which is the participation rate for the previous early retirement

3 33 Sec. 3. INITIATIVES FOR EFFICIENCY IN STATE GOVERNMENT --  
3 34 SPAN OF CONTROL AND LAYERS OF MANAGEMENT, JOB CLASSIFICATION  
3 35 SYSTEM, AND TOTAL QUALITY MANAGEMENT.

It is the intent of the  
4 1 general assembly to restore the confidence of citizens of Iowa  
4 2 in the value of their investment in state government, to  
4 3 improve efficiency and productivity of state government, and  
4 4 to instill in all state employees pride for their work. The  
4 5 general assembly supports the concept of total quality  
4 6 management achieved through an incremental long-term process  
4 7 involving employee teams examining and improving work  
4 8 procedures, using data-based problem-solving tools to analyze  
4 9 work systems, and making improvements which enhance service to  
4 10 the citizens of Iowa. In order to accomplish these goals, the  
4 11 following initiatives shall be performed:

4 12 1. SPAN OF CONTROL AND LAYERS OF MANAGEMENT. The  
4 13 department of personnel, in consultation with the department  
4 14 of management, shall, after discussion and collaboration with  
4 15 executive branch agencies, reduce the layers of management in  
4 16 executive branch agencies in the aggregate from those existing  
4 17 on July 1, 1991, by at least 50 percent by July 1, 1994, and  
4 18 increase the ratio of number of employees per supervisor for  
4 19 executive branch agencies in the aggregate from those existing  
4 20 on July 1, 1991, by up to 50 percent by July 1, 1993. The  
4 21 department shall present an interim report to the general  
4 22 assembly by April 1, 1993, and a final report by April 1,  
4 23 1994, regarding the progress of the department in completing  
4 24 this task and its outcome.

4 25 However, before any reduction in layers of management is  
4 26 implemented, the department of personnel shall notify the  
4 27 legislative fiscal committee of the legislative council

program ending June 30, 1988) and if 50.0% of the positions are refilled, there will be an estimated savings of \$2.8 million in FY 1993 and \$5.2 million in FY 1994.

The General Assembly intends to achieve the following goals by the initiatives in this section:

1. Restore the confidence in State government.
2. Improve efficiency and productivity.
3. Instill State employees with a sense of pride in their work.
4. Support the concept of Total Quality Management (TQM).

Requires the Department of Personnel (IDOP) to work with Executive Branch agencies to reduce the aggregate layers of management by at least 50.0% by July 1, 1994, and increase the span of control by up to 50.0% by July 1, 1993.

Requires an interim report to the General Assembly by April 1, 1993 and a final report by April 1, 1994.

Requires an agency to notify the Legislative Fiscal Committee before implementing any reductions in layers of management. The notification shall

PG LN

House File 2454

Explanation

4 28 regarding the proposed reduction. The notification shall  
 4 29 include all of the following: a description of the proposed  
 4 30 reduction; a list of the positions and employment  
 4 31 responsibilities to be eliminated or reduced; a list of  
 4 32 activities to be eliminated or reduced; and an estimate of  
 4 33 savings expected to result from the reduction of layers of  
 4 34 management. The legislative fiscal committee shall report to  
 4 35 the legislative council concerning notifications received  
 5 1 pursuant to this paragraph.

5 2 2. JOB CLASSIFICATION SYSTEM. The department of personnel  
 5 3 shall evaluate the state's system of job classification for  
 5 4 state employees in order to ensure the existence of technical  
 5 5 skill-based career paths in state employment which do not  
 5 6 depend on an employee gaining supervisory responsibility to  
 5 7 gain advancement, and which provide incentives for state  
 5 8 employees to broaden their knowledge and skill base. The  
 5 9 department shall include in its review the elimination of  
 5 10 obsolete, duplicative, or unnecessary job classifications.  
 5 11 The department shall present interim reports to the general  
 5 12 assembly by January 15, 1993, and January 15, 1994, regarding  
 5 13 the progress of the department in completing this task and its  
 5 14 outcome.

5 15 3. PRIORITIES IN IMPLEMENTATION. In implementation of  
 5 16 this section, priority shall be given to elimination or  
 5 17 reduction of middle management employee positions. In  
 5 18 addition, prior to the elimination of employee positions other  
 5 19 than middle management positions or positions eliminated due  
 5 20 to early retirement, priority shall be given to elimination or  
 5 21 deferral by executive branch agencies of purchases and out-of-  
 5 22 state travel.

5 23 The department of management shall report quarterly to the  
 5 24 fiscal committee of the legislative council and to the  
 5 25 legislative fiscal bureau regarding out-of-state travel  
 5 26 authorized by executive branch agencies including a listing by

include:

1. A description of the proposed reductions.
2. A list of the positions and responsibilities to be reduced.
3. A list of the activities to be eliminated or reduced.
4. An estimate of the savings due to the reduction in layers.

Requires the IDOP to:

1. Evaluate the State's job classification system and revise it to include technical skill-based career paths that do not require employees to become supervisors to advance.
2. Review job classifications for obsolete, duplicative, or unnecessary job classifications.
3. Report to the General Assembly by January 15, 1993 and January 15, 1994 on the progress towards simplifying the job classification system.

Establishes elimination of middle management positions as the first priority. After middle management positions and early retirement positions are eliminated, departments will reduce expenditures by eliminating or deferring purchases and out-of-state travel.

Requires the DOM to report quarterly to the LFB and the Legislative Fiscal Committee regarding out-of-state travel. The report is to include:

5 27 agency of personnel authorized to travel, and the cost and  
5 28 purpose of the travel authorized.

1. Department of person traveling.
2. Cost of the travel.
3. Purpose of the travel.

5 29 Sec. 4. EFFECTIVE DATES. Sections 1 and 2 of this Act  
5 30 take effect upon enactment.

The early retirement sections of this Act are  
effective upon enactment.

5 31 HF 2454

5 32 aa/pk/25

Attachment C

## Definitions and Formulas Used by the Department of Personnel

### *In Calculating Layers of Management and Span of Control*

The information included in this review was collected by the IDOP and is based on data submitted by the departments to the IDOP. Definitions given to departments by the IDOP are to be used when analyzing departments' organizational structure.

- Supervisor - An employee who has the authority to direct the work of permanent full-time and permanent part-time employees. Duties include the authority to do, or to effectively recommend, the following:
  - ♦ Hire and reassign.
  - ♦ Discipline (discharge, suspension, and salary reduction).
  - ♦ Reward (grant salary increases, promotions, and leave).
  - ♦ Assign/reassign duties, call back employees, and approve overtime.
  - ♦ Resolve/settle grievances.
  - ♦ Evaluate performance and take appropriate action.
- Layers of Management - A single or group of supervisory employees on the same horizontal plane in a vertical organization. Layers of management were calculated using the following method:
  - ♦ Consider the individual divisions of the department.
  - ♦ Count the number of layers in the longest vertical chain in each division.
  - ♦ Do not count the last layer (non-supervisory).
  - ♦ Include the department director as the first layer in each division count.
  - ♦ Sum the division counts.
  - ♦ Divide that sum by the number of divisions in the department.
  - ♦ The result is the average number of layers of management for the department.
- Span of Control - The number of employees reporting directly to a position having supervisory authority as defined above. Span of control is calculated by using the following formula:

$$\frac{N + (S - 1)}{S}$$

N = number of non-supervisory employees (full-time and part-time).

S = number of supervisory employees.

## Comparison of Executive Branch Department Organizations

July 1991 to July 1994

Department *	Span of Control 7/1/91	Span of Control 7/1/93	% Change 1991 - 1993	Span of Control 7/1/94	% Change 1991 - 1994	Layers of Management 7/1/91	Layers of Management 7/1/94	% Change 1991 - 1994
Department for the Blind	7.3	8.6	17.8%	9.4	28.8%	3.0	2.6	13.3%
Civil Rights	5.6	6.2	10.7%	7.0	10.7%	3.0	2.0	33.3%
College Student Aid	7.3	8.8	20.5%	8.8	20.5%	3.0	2.3	23.3%
Commerce	5.8	4.9	-15.5%	6.1	5.2%	4.0	3.0	26.0%
Corrections **	7.5	8.8	17.3%	9.2	22.7%	4.8	4.0	15.8%
Cultural Affairs	7.7	12.3	59.7%	12.3	59.7%	4.0	2.0	50.0%
Economic Development	3.8	3.8	0.0%	8.4	121.1%	4.3	3.3	23.3%
Education	7.1	7.0	-1.4%	9.8	38.0%	3.9	3.1	20.5%
Elder Affairs	5.6	5.0	-10.7%	8.3	48.2%	3.0	2.0	33.3%
Employment Services	7.4	8.7	17.6%	15.6	110.8%	5.1	3.3	35.3%
Ethics & Campaign Disclosure	5.0	6.0	20.0%	6.0	20.0%	1.0	1.0	0.0%
Fair Authority								
General Services	7.0	6.2	-11.4%	10.3	47.1%	3.9	2.9	25.8%
Human Rights	5.9	6.2	5.1%	6.1	3.4%	2.1	2.1	0.0%
Human Services	8.4	9.1	8.3%	9.7	15.5%	4.5	3.7	17.8%
Inspections & Appeals	7.2	8.2	13.9%	11.6	61.1%	3.2	2.8	12.5%
Law Enforcement Academy	6.0	7.0	16.7%	7.0	16.7%	2.0	2.0	0.0%
Management	3.0	3.7	23.3%	5.4	80.0%	2.0	2.0	0.0%
Natural Resources	7.5	7.9	5.3%	8.3	10.7%	3.9	3.8	2.6%
Parole	4.3	4.0	-7.0%	3.6	-16.3%	3.0	2.0	33.3%
Personnel	7.0	7.0	0.0%	14.0	100.0%	3.0	2.5	16.7%
Public Defense	13.1	11.7	-10.7%	11.7	-10.7%	3.0	3.0	0.0%
Public Employment Relations	10.0	10.0	0.0%	10.0	0.0%	1.0	1.0	0.0%
Public Health	6.7	7.7	14.9%	8.3	23.9%	3.3	3.2	3.0%
Public Safety	6.0	6.5	8.3%	6.5	8.3%	4.5	3.9	13.3%
Revenue & Finance	8.5	8.7	2.4%	12.5	47.1%	4.0	3.0	25.0%
Transportation	7.6	8.4	10.5%	10.6	39.5%	6.0	4.1	31.7%
Veterans Affairs	8.8	17.6	100.0%	19.1	117.0%	5.0	3.5	30.0%
Average	6.9	7.8	12.2%	9.5	36.6%	3.5	2.7	20.7%

\* Data does not necessarily match data reported on a similar chart in November 1993. The IDOP adopted calculation methods that more accurately reflect the actual situation in the various departments following the initial report.

\*\* This data is different from that turned into the IDOP. It was created using IDOP instructions and organization information from the Department.

## Reduction of Layers of Management

In Compliance with House File 2454  
1992 Iowa Acts

Date Sent	Department	How Change Was Accomplished											Comments
		# of Layers Prior to Change	# of Layers After Change	# of Prior Supervisory Positions	# of Current Supervisory Positions	Change in # of Supervisory Positions	Positions Deleted	Supervisory duties moved to an existing supervisor	Position is downgraded and supervisory duties moved	Other	Savings realized in State Funds	Savings realized from other funding sources	
6/9/94	Blind	3.00	2.60	14	10	-4	1	3	0	0	\$1,341	\$3,973	This elimination of supervisory positions does not result in the elimination of any significant programs or services. However, the response time to some service requests has been increased.
9/22/93	Civil Rights Commission	3.00	2.00	5	3	-2	1	1	0	0	\$0	\$0	This elimination of supervisory positions does not result in the elimination of any significant programs or services.
6/22/94	College Student Aid Commission	3.00	2.30	7	7	0	0	0	0	None.	None.	None.	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services.
6/13/94	Commerce	4.00	3.00	78	53	-25	6	0	19	0	\$300,000	\$0	Department counts the Director position as a layer in each division even though the Director has been effectively eliminated and the division administrators are to rotate the duties of Director on an annual basis.

## Reduction of Layers of Management

In Compliance with House File 2454  
1992 Iowa Acts

Date Sent	Department	How Change Was Accomplished											Comments	
		# of Layers Prior to Change	# of Layers After Change	# of Prior Supervisory Positions	# of Current Supervisory Positions	Change in # of Supervisory Positions	Positions Deleted	Position is downgraded and			Savings realized in State Funds	Savings realized from other funding sources		
								Supervisory duties moved to an existing supervisor	supervisory duties moved	Other				
6/17/94	Corrections	4.75	4.00	238	205	-33	10	10	7	5	\$100,000	\$0	The 10 eliminated supervisory positions were vacant due to normal turnover. The 7 "downgraded" positons were redefined as technical/professional career track positions in which supervisory duties were eliminated but the salary ranges were left unchanged.	
9/14/93	Cultural Affairs	4.00	2.00	9	4	-5	1	2	2		\$4,000	\$30,000	No elimination or reduction of any significant programs.	
6/24/94	Economic Development	3.00	3.00	40	18	-22	0	15	4	3 vacant positions reclassified prior to filling	no estimate	no estimate	The change does not result in the elimination or reduction of any significant programs or services. Any savings will be applied to support planning, research, or business marketing.	
6/21/94	Education	3.86	3.14	39	29	-10	0	10	0		\$0	\$6,000	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services.	
6/16/94	Iowa Public Television	3.00	2.00	33	19	-14	0	13	1		\$1,200	\$0	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services.	

## Reduction of Layers of Management

In Compliance with House File 2454  
1992 Iowa Acts

Date Sent	Department	How Change Was Accomplished											Comments	
		# of Layers Prior to Change	# of Layers After Change	# of Prior Supervisory Positions	# of Current Supervisory Positions	Change in # of Supervisory Positions	Positions Deleted	Position is downgraded and moved to an existing supervisor			Savings realized in State Funds	Savings realized from other funding sources		
								Supervisory duties	supervisory duties moved	Other				
6/21/94	Vocational Rehab.	6.00	5.00	39	34	-5	0	1	4		\$1,503	\$6,010	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services.	
6/17/94	Elder Affairs	3.00	2.00	4	2	-2	0	2	0	0	\$6,833	\$9,834	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services.	
6/17/94	Employment Services	5.12	3.33	134	64	-70	33	0	37	0	\$32,934	\$983,762	DES reduced number of supervisors on its own from 146 to 134 during FY 1990.	
6/29/94	General Services	3.86	2.90	59	35	-24	0	12	8	4	N/A	N/A	4 of the supervisors lost supervisory duties but positions were upgraded.	
6/28/94	Human Services	4.50	3.70	832	599	-233	103	25	104	1	\$4,000,597	\$0	For entire 7/1/91 to 7/1/94 period. Further detail available.	
7/6/94	Inspection and Appeals	3.20	2.80	64	36	-28	7	16	2	3	\$0	\$0	The deleted positions would have resulted in savings but the Department did not track the total. The 3 positions under the other category are positions that were contracted out (veterinarians at Des Moines racetrack).	
7/27/94	Management	2.00	2.00	9	5	-4	0	2	2		\$0	\$0	No savings since salaries have been frozen.	
8/3/94	Natural Resources	3.89	3.60	138	113	-25	N/A	N/A	N/A		N/A	N/A		
6/15/94	Board of Parole	3.00	2.00	4	3	-1	1				N/A	N/A		

## Reduction of Layers of Management

In Compliance with House File 2454  
1992 Iowa Acts

Date Sent	Department	How Change Was Accomplished										Comments	
		# of Layers Prior to Change	# of Layers After Change	# of Prior Supervisory Positions	# of Current Supervisory Positions	Change in # of Supervisory Positions	Positions Deleted	Supervisory duties moved to an existing supervisor	Position is downgraded and supervisory duties moved	Other	Savings realized in State Funds		
6/20/94	Personnel (does not include IPERS)	3.00	2.00	13	6	-7	0	4	3		\$2,900		
6/17/94	Public Health	3.30	3.20	50	37	-13	1		12		\$863,110		
6/14/94	Public Safety	4.50	3.90	23	13	-10	3		7		\$6,300		
6/20/94	Revenue and Finance	4.00	3.00	84	52	-32	9	21	2				
6/30/94	Transportation	6.00	4.10	555	392	-163	150	7	6			Cost increase of \$66,000.	
6/30/94	Commission on Veterans Affairs	5.00	3.50	95	41	-54	22	38	0	6 new positions created due to opening new nursing units at the Iowa Veterans Home.	\$0	\$0	This elimination of supervisory positions does not result in the elimination or reduction of any significant programs or services. The 1991 layers of management number does not include 2 DHS layers.