HIGHLIGHTS

Highlights of City Auditor Report #0726, a report to the City Commission and City management

POLICE OVERTIME AUDIT

The need for overtime is inherent; but net costs could be reduced, and accounting can be improved.

WHY THIS AUDIT WAS DONE

The purpose of the audit was to identify the departments and divisions with the highest amount of recorded and paid overtime. For selected divisions within the department with the highest overtime, we determined whether recorded and paid overtime complied with City directives, determined reasons for overtime, and provided recommendations.

WHAT WE RECOMMEND

We provided recommendations in the following four areas:

1. Reducing net overtime costs by fairly charging and collecting for services provided at football games and special events;

2. Reviewing staffing and overtime in Public Safety Communications;

3. Improving accounting of overtime costs by developing a more accurate accounting of the types of work that truly should be classified as overtime to facilitate TPD in managing resources; and

4. Improving the recording of overtime in the payroll system by:

   - Implementing controls related to how overtime is determined and calculated;

   - Ensuring prior period adjustments are entered into the payroll system during the period affected; and

   - Implementing measures to ensure City pay policies are adhered to and in-band advancements are paid accordingly, or revising policies accordingly to meet management's desired intent.

To view the full report, go to: http://www.talgov.com/auditing/index.cfm and select *Auditing Reports*, then *Reports Issued FY 2007*, then *Report #0726*.

For more information, contact us by e-mail at auditors@talgov.com or by telephone at 850/891-8397.

Audit conducted by: Beth Breier, CPA, CISA

WHAT WE FOUND

Our citywide analysis of overtime hours worked and costs revealed that the Tallahassee Police Department (TPD) collectively had the highest hours and costs, and TPD Communications Division had the highest three-year total overtime amount and hours per full-time equivalent (FTE). Overtime represented eight percent (8%) of TPD's total personnel costs. Other departments with high overtime expenditures included:

- The Electric Department had four of the ten divisions with the highest three-year percentage of overtime cost to total personnel costs and highest average overtime hours per full time equivalent.

- The Fire General Operations Division had the highest three-year total of overtime hours citywide.

For overtime at TPD, we concluded that the need for overtime is inherent due to the nature of police work to provide public safety services 24 hours a day, seven days a week, 365 days a year (including responding to calls for service, investigating crimes, and conducting crime prevention activities). At TPD, overtime was caused predominantly from staffing shortages, unfilled positions, holidays, special events, special assignments, training, completing paperwork, incentives, and court time. The most critical staffing need at TPD was in Public Safety Communications.

Our review of TPD overtime indicated that overtime costs were substantially valid, accurate, properly approved, and generally in compliance with City policies and procedures and Police Benevolent Association agreements. Other than for a few exceptions, approval documentation existed for most of the overtime transactions sampled in our audit.

We did identify three issues related to the recording of overtime in the payroll system. Specifically: 1) in some instances, timekeepers were not calculating holiday overtime compensation consistently resulting in a disparity among employees' pay for the same type of work during the same period; 2) some overtime adjustments were improperly made in the current period rather than in the period actually worked; and 3) Communications staff acting as trainers were paid more than provided for in City policy.

_____**Office of the City Auditor**

Police Overtime Audit

AUDIT REPORT #0726

August 20, 2007

CITY OF
TALLAHASSEE
OFFICE OF THE CITY AUDITOR

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Police Overtime Audit

CITY OF TALLAHASSEE
OFFICE OF THE CITY AUDITOR

Sam M. McCall, CPA, CGFM, CIA, CGAP
City Auditor

Executive Summary

This audit addressed overtime in the City for three fiscal years, 2004-2006. The purpose of the audit was to identify the departments and divisions with the highest amount of recorded and paid overtime. For selected divisions within the department with the highest overtime, we determined whether recorded and paid overtime complied with City directives, determined reasons for overtime, and provided recommendations. Our review of overtime hours worked and costs by department revealed:

- Tallahassee Police Department (TPD) had the highest hours and cost for overtime.

- Electric Department and TPD had a total of seven of the ten divisions with the highest three-year percentage of overtime cost to total personnel costs and highest average overtime hours per full time equivalent (FTE).

- Fire General Operations Division had the highest three-year total of overtime hours citywide, and TPD Public Safety Communications Division had the highest average overtime hours per year per FTE over the three-year period.

As our citywide analysis of overtime hours worked and costs revealed that TPD collectively had the highest hours and costs, we focused our review on TPD. The Electric Utility will be considered for a future audit of overtime in the City.

For TPD we noted the following:

- Overtime represented eight percent (8%) of TPD's total personnel costs.

Our audit identified the City departments and divisions with the highest amount of recorded and paid overtime.

- The TPD division appearing to be most affected by overtime was Public Safety Communications. When all factors were taken into consideration for TPD, Communications had the highest three-year total overtime amount and hours per FTE.

- A significant amount of TPD overtime hours were charged to Special Services Division for the provision of law enforcement services at football games, parades, and other special events.

- For one of the three years reviewed, TPD exceeded its budget for overtime costs.

The nature of police work creates the need for overtime.

We concluded that because of the nature of police work, the need for overtime is inherent. Police operations in the City are provided 24 hours a day, seven days a week, 365 days a year to provide public safety services, including responding to calls for service, investigating crimes, and conducting crime prevention activities. The most pervasive reasons for TPD overtime work performed included staffing shortages, unfilled positions, holidays, special events, special assignments, training, completing paperwork, incentives, and court time.

There is a critical staffing shortage in TPD Public Safety Communications Division.

While the scope of this audit did not include a detailed review of workload and staffing needs, we are aware of two recently performed external staffing studies indicating the need for additional staff. Based upon the results of our review of overtime, one of the more critical staffing areas needing to be addressed is Public Safety Communications. In 2006, this division was understaffed largely due to the inability to retain and recruit communications operators.

We provided recommendations to reduce net overtime costs and suggestions for improving the accounting for overtime costs as follows:

- Review and revise the Special Events Policy to reflect the City's intentions related to recovering costs for providing services for private and public special events including

reporting of costs to management and reevaluating the policy for recovering costs from the universities.

- Develop a more detailed accounting of the types of work classified as overtime to facilitate TPD in managing resources. Incentives are classified as overtime and overstate the amount of time actually spent performing overtime tasks.

Overall, controls for overtime cost were adequate. We provided three recommendations to improve the recording of overtime.

Our review of TPD overtime indicated that overtime costs were substantially valid, accurate, properly approved, and generally in compliance with City policies and procedures and Police Benevolent Association agreements. Other than for a few exceptions, approval documentation existed for most of the overtime transactions sampled in our audit. Results of a survey of 100 TPD employees with the highest amount of overtime were positive regarding necessity, approval of overtime, and for the most part, how overtime is controlled.

During our testing, we did identify three issues related to the recording of overtime in the payroll system. Specifically: 1) in some instances, timekeepers were not calculating holiday overtime compensation consistently resulting in a disparity among employees' pay for the same type of work during the same period; 2) some overtime adjustments were improperly made in the current period rather than in the period actually worked; and 3) Communications staff acting as trainers were paid more than provided for in City policy.

We would like to acknowledge the full and complete cooperation and support of the Tallahassee Police Department and Accounting Services Division during this audit.

Police Overtime Audit

CITY OF
ALLAHASSEE
OFFICE OF THE CITY AUDITOR

Sam M. McCall, CPA, CGFM, CIA, CGAP
City Auditor

Report #0726   *August 20, 2007*

Scope, Objectives, and Methodology

We examined overtime incurred and paid throughout the City to identify the department with the highest overtime for further analysis.

The scope of this audit included an analysis of City of Tallahassee (City) departments to identify the highest amount of overtime incurred and paid during the fiscal years 2004–2006. The objectives of our review were to:

1. Identify the overtime hours worked and the budgeted and actual overtime costs.

2. Determine reasons for overtime in TPD divisions with the highest overtime costs.

3. Provide recommendations for management's consideration to reduce the need for and utilization of overtime and/or reduce or recover the cost of overtime.

4. Determine whether overtime costs were valid, accurate, properly approved, and in compliance with City policies and procedures.

We identified the Tallahassee Police Department (TPD) for further review based on high overtime costs. Our audit scope focused on overtime earnings paid by the City and did not include earnings paid by other organizations, nor did it include an examination of workload and staffing needs.

To identify the department with the highest overtime costs and overtime hours worked, we extracted and analyzed payroll data from the City's PeopleSoft Human Resources Management System (HRMS) and we extracted budget and actual overtime costs from City budget and expenditure reports for the last three most recent fiscal years (2004-2006). The department with the highest overtime costs and overtime hours worked was TPD.

To determine whether TPD overtime costs were valid, accurate, properly approved, and complied with City policy and procedures, we reviewed City Administrative Policies and Procedures, City Personnel Policies and Procedures Clarification Memorandums, applicable U.S. Department of Labor Fair Labor Standards, and collective bargaining agreements with the Big Bend Chapter Florida Police Benevolent Association, Inc. We observed TPD payroll practices and procedures and reviewed internal reports. We interviewed timekeepers to determine general practices and evaluate controls. We evaluated selected HRMS payroll processing controls and reviewed supporting payroll data and reports. We also examined a sample of randomly and judgmentally selected payroll transactions for validity and compliance with applicable laws, agreements, and policies. We examined selected transactions comparing "like" officers working holidays paid by different divisions to determine if they were paid the same. We did not perform a detailed staffing review; instead, we collected, presented and commented on data, and obtained employee perceptions about overtime.

We performed a variety of audit procedures to achieve our objectives including conducting interviews and data mining analyses, reviewing overtime documentation, and surveying the highest 100 overtime earners to gather their perceptions regarding overtime in TPD.

To determine reasons for overtime in TPD, we identified 1) the divisions within TPD with the highest overtime costs and 2) the highest overtime earners across the department. We surveyed the highest 100 overtime earners to gather information regarding their perceptions about overtime in TPD. We gathered information from TPD financial management, TPD patrol officers and supervisors, and TPD Employee Resources to evaluate job duties and compare to what were described as the reasons for overtime. We also interviewed selected supervisors of the highest 25 overtime earners in TPD to identify reasons for overtime. For a comprehensive list of survey responses, see Appendix B.

In order to develop recommendations to reduce the need for or the cost of overtime in TPD for management's consideration, we: reviewed prior audits and consultants' studies of TPD operations, TPD strategic plans, and special event reports and reimbursements from other organizations for law enforcement and traffic control services; compared and analyzed budget to actual costs; surveyed overtime

earners; interviewed selected supervisors or management and communications staff and timekeepers; conducted data analysis to identify trends and issues; and analyzed the responses from our survey of the highest 100 overtime earners in TPD.

This audit was conducted in accordance with Generally Accepted Auditing Standards and the Standards for the Professional Practice of Internal Auditing and accordingly included such tests of records and other auditing procedures as were considered necessary.

Overtime in the City

Overtime, hours worked in excess of 40 hours, is governed by City Personnel and Administrative Policies and any applicable federal laws and union contracts.

Overtime is defined as time worked in a workweek in excess of forty hours. The City's payroll cycle begins 12:01 a.m. on Saturdays and ends at midnight the following Friday. All overtime must be authorized by a supervisory employee and whenever possible, scheduled in advance. Employees must complete and sign, either by paper copy signature or electronic signature, a weekly timesheet that is to be reviewed and properly authorized. The source pay records must be maintained for three full calendar years by the department as back-up documentation for the employee pay.

City Personnel Policy 704.05, Administrative Policies and Procedures Manual 615, and any applicable federal laws and union agreements govern overtime. The City of Tallahassee Big Bend Chapter Florida Police Benevolent Association, Inc. (PBA) collective bargaining agreements cover sworn police officers, sergeants, lieutenants, and investigators within TPD. The agreements specifically exclude other employees, both sworn and unsworn, managerial employees, confidential employees (those acting in a confidential capacity to assist or aid managerial employees having a significant role in personnel administration), and all other City of Tallahassee employees. For a list of agreement rules related to overtime, see Appendices C and D.

The U.S. Department of Labor requires all covered, non-exempt employees to be paid time and one-half for their regular rates of pay for all hours worked in excess of 40 in a workweek. Non-exempt and

supervisory employees can opt for compensatory time rather than overtime pay at 1.5 hours per hour worked.

During our review, we analyzed overtime costs and overtime hours worked at all City departments during fiscal years (FYs) 2004-2006 to identify the department with the highest overtime. Figure 1 shows City departments with the highest overtime hours for FYs 2004-2006 and Figure 2 shows City overtime costs. The ten City departments with the highest overtime hours and dollars in order were: TPD, Electric Utility, Water Utility, Fire, StarMetro, Solid Waste, Public Works, Parks and Recreation, Utility Business and Customer Services, and Aviation.

Figure 1
Highest Ten City Departments in Overtime Hours for FYs 2004-2006
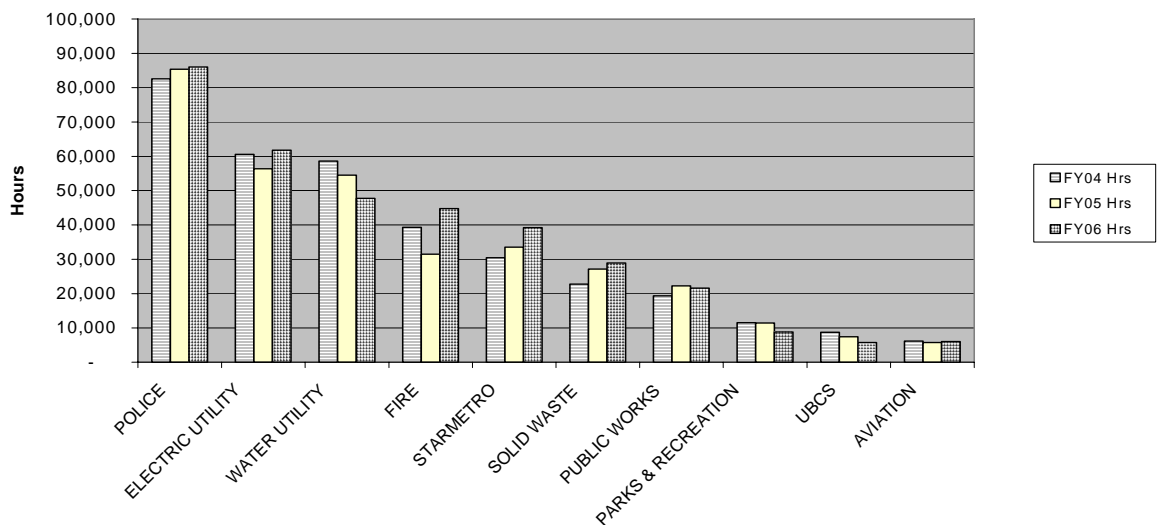
Source: HRMS

Figure 2
Highest Ten City Departments in Overtime Costs for FYs 2004-2006
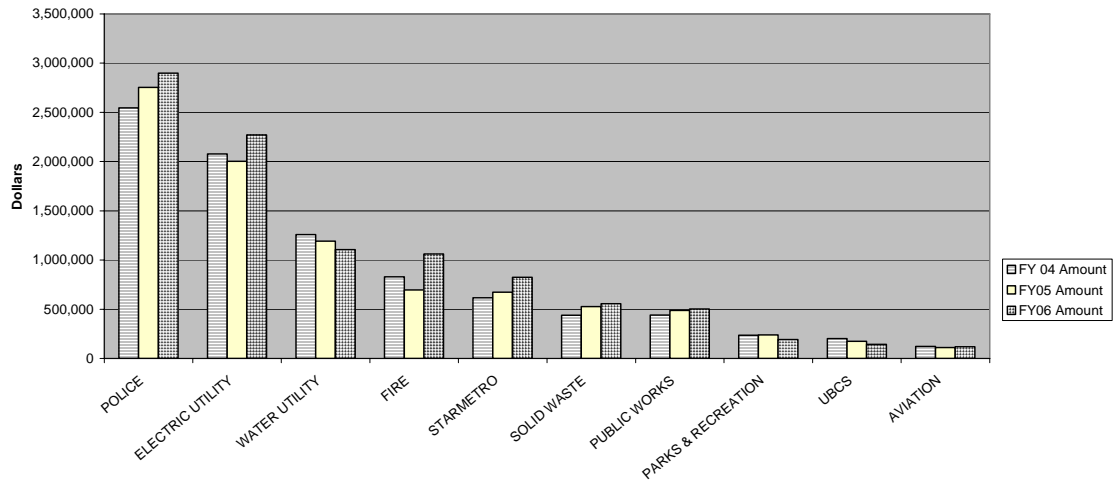
Source: HRMS

TPD was the highest department in overtime hours and dollars.

The individual divisions with the highest overtime hours incurred for the same three FYs 2004-2006 are shown in Table 1 on the next page. TPD and Electric had eight of the ten City divisions with the highest overtime hours. While Fire had the highest three-year total of overtime hours worked, TPD Public Safety Communications had the highest average number of overtime hours per full-time equivalent (FTE) (249).

TPD Special Services includes special events and football games and are event driven and cyclical in nature. Special Services draws support from other TPD units to staff special events (using overtime) such as football games. Average overtime hours per year per FTE for Special Services are not shown in Table 1, as the overtime hours charged to Special Services were worked by both employees within Special Services Division as well as from other TPD divisions. Accordingly, when the above factors were taken into consideration, TPD Public Safety Communications was the highest ranked division within TPD for the average overtime hours per year per FTE (249) over the three-year period.

Table 1
Ten City Divisions Incurring the Highest Overtime Hours and
Ranking per FTE for FYs 2004-2006

Description	3 Yr Total OT Hours	3 Yr Rank Hours	3 Yr Average FTEs (1)	3 Yr Total OT Hours per FTE (2)	3 Yr Rank of Hours per FTE	Avg OT Hours per Year per FTE (3)
TPD - Public Safety Communications	46,461	4	62	748	1	249
Electric – System Control	22,768	9	31	729	2	243
Electric Transmission & Distribution – Operations and Maintenance	94,153	2	130	727	3	242
StarMetro - General Transit	80,307	3	119	673	4	224
Electric – Purdom Plant	25,080	10	45	556	5	185
Electric – Hopkins Plant	28,222	8	58	489	6	163
TPD –Operations Alpha District	35,281	6	83	427	7	142
TPD – Operations Charlie District	31,042	7	88	354	8	118
Fire - General Operations	103,329	1	327	316	9	105
TPD - Special Services	44,770	5	Note (4)			

Source: HRMS extracts
Note (1) Based on data obtained from HRMS
    (2) Equals three-year total OT hours divided by the three-year average number of FTEs (rounding occurs)
    (3) Average OT hours is calculated by 3 YR OT hours per FTE divided by 3
    (4) Overtime hours charged to the Special Services include employees in Special Services as well as employees from other divisions, therefore a comparison of overtime by FTE would not be comparable to other divisions.

Table 2, that follows, shows among TPD divisions, Public Safety Communications has the highest three-year total overtime amount per FTE ($17,597) and the highest percent of overtime cost to total personnel cost (13%).

Table 2
Ten City Divisions with the Highest Overtime Costs, Ranking per FTE, and Percent of
Overtime Costs to Total Personnel Service Costs for FYs 2004-2006

Division	3 Yr Total OT Amount	3 Yr Ranking	3 Yr Average FTEs (1)	3 YR Total OT Amount per FTEs (2)	3 Yr Rank of Amount per FTE	3 Yr Total Personnel Costs	% of OT Costs to Total Personnel Costs
Electric - System Control	$892,723	10	31	$28,798	1	$6,346,533	14%
Electric Transmission & Distribution - Operations and Maintenance	$3,350,797	2	130	$25,775	2	$19,203,756	17%
Electric - Purdom Plant	$866,482	8	45	$19,255	3	$8,986,586	10%
TPD - Public Safety Communications	$1,091,024	6	62	$17,597	4	$8,251,279	13%
Electric - Hopkins Plant	$961,616	7	58	$16,580	5	$11,348,113	8%
TPD -Operations Alpha District	$1,166,737	5	83	$14,057	6	$15,448,621	8%
StarMetro – General Transit	$1,560,730	3	119	$13,115	7	$13,163,695	12%
TPD – Operations Charlie District	$1,017,189	4	88	$11,559	8	$16,090,411	6%
Fire - General Operations	$2,296,897	1	327	$ 7,024	9	$40,260,861	6%
TPD - Special Services	$1,576,550	9	Note (3)				

Source: HRMS extracts & financial reports
Note (1) Based on data obtained from HRMS
    (2) Equals three-year total OT hours divided by the three-year average number of FTEs
    (3) Overtime hours charged to the Special Services include employees in Special Services as well as employees across the entire department, therefore a comparison of overtime by FTE would not be comparable.

The following table, Table 3, shows citywide overtime costs for the last three years by category. Overtime costs include all time coded as: overtime pay at time and a half, holiday pay overtime, overtime pay at straight time, compensatory time payout, call-back pay, 5% out of class pay, and compensatory time payout. Incentives such as tactical and field training officer incentives are also categorized as overtime if the employee worked at least a forty-hour week although they are not "sweat hours." The majority of overtime paid (80%) is for hours worked more than forty hours (overtime at time and a half and overtime at straight time). The second highest earn category of overtime is call-back pay (14%) followed by holiday overtime (5%). The City's payroll system is maintained in PeopleSoft HRMS.

Table 3
City Overtime Amount by Earn Category for Three FYs (2004-2006)

Description	2004 Amount	2005 Amount	2006 Amount	Total 3 Year Amount	3 Year Percentage
Overtime	$7,342,844	$7,548,310	$8,185,043	$23,076,198	80%
Call-back	1,399,982	1,154,136	1,376,861	3,930,980	13%
Holiday Overtime	476,800	466,861	445,035	1,388,696	5%
Miscellaneous (1)	191,918	187,349	190,937	570,204	2%
Total	$9,411,544	$9,356,657	$10,197,877	28,966,078	100%

Source: HRMS Extracts

Note (1) Miscellaneous includes 5% incentive and comp time payout.

As indicated in Figures 1 and 2 (on pages 8 and 9), TPD was the department with the highest overtime costs and hours and the Electric Utility as second highest. TPD and Electric Utility each had four divisions with the highest overtime dollars per FTE. TPD divisions had the highest three-year average overtime dollars per FTE. After taking all factors into consideration, we focused our review on TPD. The Electric Utility will be considered for a future audit of overtime in the City.

Overtime in TPD

Police operate within the City 24 hours a day, seven days a week, 365 days a year, to provide public safety services, including responding to calls for service, investigating crimes, and conducting crime prevention activities. While TPD employees, like other City employees, are allotted ten holidays per year, the nature of the work does not lend itself to scheduling a day off because it is a holiday. If an officer is scheduled to work during a holiday, then the officer works and earns holiday pay at time and one-half. If an officer is scheduled to be off on a holiday, the officer does not work and earns eight hours at his/her regular rate. Those officers called in may also earn overtime plus the holiday pay if they work more than 40 hours during that week.

In TPD, overtime pay is documented on pay/time sheets for all employees and in the case of patrol, individual overtime authorization slips are used to justify overtime. Overtime costs are reported in monthly expense summary reports. These monthly reports are made available to upper levels of TPD management for review. In addition,

City personnel policies apply to all employees except those covered by a collective bargaining agreement. At TPD, sworn officers, sergeants, lieutenants, and investigators are covered by such agreements.

TPD provides monthly detailed overtime information by employee to upper management describing employee, type of overtime pay, pay period, amount, and hours.

As noted earlier, City personnel policies apply to all employees except those covered by a collective bargaining agreement. The collective bargaining agreements apply only to sworn officers, sergeants, lieutenants, and investigators within TPD. The agreements specifically exclude all other employees both sworn and unsworn in TPD, managerial employees, confidential employees, and all other City employees.

Sworn officers receive tactical and training incentives (i.e., Tactical Team and Field Training Officer) that in many cases are paid in hourly increments and can contribute to overtime costs. In general, overtime is earned after an employee works more than 40 hours. If a sworn officer works at least 40 hours, Tactical and Field Training Officer incentives are paid as overtime although they are not actual "sweat" hours or extended duty.

The following organization chart shows the number of budgeted positions within TPD by division. There were 492 positions budgeted in 2006.

Figure 3
TPD Organization Chart and Budgeted Positions in FY 2006
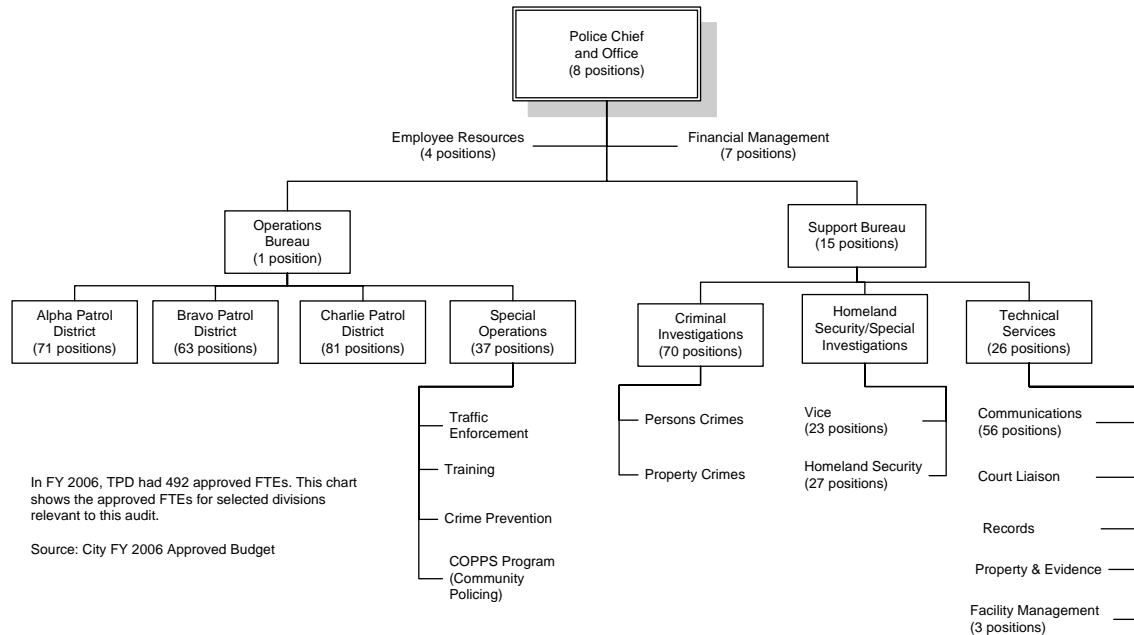
As seen in Table 4, total personnel costs consist of 70% salaries, 8% overtime, 2% temporary wages, and 20% benefits.

Table 4
Comparison of TPD Personnel Costs to TPD Total Costs for FYs 2004-2006

At TPD, overtime makes up 8% of total personnel costs.

	2004	2005	2006	Total 3 yrs	%
Total Salaries	$21,626,944	$23,011,394	$23,308,732	$67,947,070	70%
Total Overtime	2,429,582	2,696,598	2,696,943	7,823,123	8%
Temporary Wages	800,211	801,784	755,903	2,357,898	2%
Benefits	5,591,924	6,929,441	6,955,184	19,476,549	20%
Total Personnel	30,448,661	33,439,217	33,716,762	97,604,640	100%
Total Costs	$39,135,594	$41,976,846	$41,844,167	$122,956,607	
% Personnel Costs to Total Costs	78%	80%	81%	79%	

Source: financial reports

The following table, Table 5, compares budgeted overtime costs to actual overtime costs for the past three fiscal years. In FY 2005, actual costs exceeded budget, whereas in FY 2004 and FY 2006, actual costs were less than budget.

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Table 5
Three-year Budget to Actual Comparison of TPD Overtime

Year	Budget OT	Actual OT	Budget Less Actual	% (Over) Under	% Increase (Decrease) in Actual OT costs
FY 2004	$2,629,364	$2,557,064	$72,300	3%	NA
FY 2005	$2,589,141	$2,819,425	-$230,284	-9%	10.26%
FY 2006	$2,905,137	$2,810,227	$94,910	3%	-0.33%

Source: financial reports

Reasons for Overtime and Recommendations for Management's Consideration

Overall, based on our review, we concluded that some overtime is inherent due to the nature of police work. We provided recommendations related to collecting more for law enforcement services at special events and developing a more detailed accounting of overtime.

One objective of this audit was to identify reasons for overtime in TPD divisions with the highest amount of overtime. To identify reasons in the five TPD divisions with the highest overtime, we obtained an understanding of TPD employee job duties and inquired of TPD management, reviewed internally produced and consultants' analyses and reports, interviewed supervisors of high overtime earners, and surveyed the highest 100 overtime earners. Based on our review, we concluded that due to the nature of the work, some overtime is inherently part of police work. As described previously, police operations in the City are provided 24 hours a day, seven days a week, 365 days a year to provide public safety services, including responding to calls for service, investigating crimes, and conducting crime prevention activities.

Workloads based on calls for service are "demand-driven" and while historical data can be analyzed to predict future workload, past demand does not guarantee future demand. In this section, we discuss the most prevalent reasons for overtime in TPD, and provide recommendations to 1) reduce the cost of overtime by charging and collecting for security services provided for private and public special events and 2) develop and implement a more detailed accounting of what types of work causes overtime to facilitate better budgeting and management of TPD resources. Each is discussed on the following pages.

Overall, due to the nature of the work, an amount of overtime is to be expected as part of police work.

Table 6 shows the five TPD divisions with the highest overtime hours over the three-year period.

TPD Communications Division has experienced the highest increases in overtime hours.

Table 6
Five TPD Divisions with the Highest Overtime Hours

Description	FY 04 Hours	FY 05 Hours	FY 06 Hours
Communications	13,355	15,853	17,253
Special Services	13,185	15,616	15,969
Alpha	12,353	11,525	11,403
Charlie	10,460	9,829	10,752
Bravo	8,755	7,404	7,085

Source: HRMS extracts
Note (1) 2006 hours divided by 2004 hours

The most pervasive reasons for overtime as agreed upon by TPD management, supervisors, and overtime earners (respondents to our survey) are described below:

Pervasive reasons for overtime include staffing shortages, unfilled positions, holidays, special events, training, incentives, and court time.

o   Staffing shortages – patrol officers. Two external staffing studies were conducted during the past eight years.   Florida State University Center for Policy Studies in Education (March 1999) recommended an increase of 15-20 patrol positions. In February 2002, the Police Executive Research Forum recommended to the City an increase of 50 patrol positions over a five-year period (i.e., 10 positions each year).

o   Unfilled positions – having less staff available than needed for staffing requirements. At TPD, this is occurring with the patrol officers and Communications staff. It is common for police departments to have some patrol officer and dispatch operator vacancies. Management strategically must plan recruiting efforts and training schedules to be efficient, as new hires must complete basic and on-the-job training programs before being assigned full-time duties. For police officers and Communications staff, such training and preparation takes a minimum of six months and eight months, respectively.

It takes a minimum of six months of training for patrol officers and eight months of training for dispatchers before new hires can be assigned full-time duties and function independently.

Communications employees work in a stressful environment and staff retention is a challenge for TPD and other public safety departments nationwide.

As shown in Table 7 on the next page, TPD averaged approximately 3% vacancy rate for police officers and an 11% vacancy rate for Communications positions over the last five years. While some vacancy level is expected, 11% is high and has impacted the amount of overtime needed to manage dispatch operations.

TPD management reported the high overtime in Communications is largely due to difficulty in recruiting and retaining staff. The City phased-in pay rate increases in 2006 to better compensate beginning and existing staff for the level of work performed. But the nature of work is considered stressful and staff retention continues to challenge TPD, as well as many public safety departments nationwide. Staff is required to perform many functions at once, i.e., answer multiple phone lines, talk on the radio, type information into computers, copy information provided to them that in turn needs to be relayed elsewhere, and obtain information out of one of many available resources to provide to officers in the field. In 2006, the communications staff answered more than 400,000 phone calls; more than 113,000 being 9-1-1 emergency calls. (See Appendix E for a table of typical duties by division.)

o   Holidays – City employees are allotted ten holidays per year. Patrol officers may have to work if it is a regularly scheduled work day.

o   Special events – e.g., football games, parades, festivals. As stated earlier, Special Services includes special events and football games and are event driven and cyclical in nature. Special Services draws support from other TPD units to staff special events (using overtime) such as football games.

o   Special assignments (including directed patrol assignments) – e.g., Party Patrol, Weed & Seed.

o   Training – skill set enhancements for staff.

o   Paperwork – completing accident reports, arrest reports that occurred during a shift.

o   Incentives – Field Training Officer and Tactical.

o   Court time – time spent giving depositions and in trial.

Table 7
Vacancy Rates for 2002-2006 for Police Officers and Public Safety Communications Staff

	Police Officer		Public Safety Communications Staff	
Year	PO Vacancy % (1)	Positions (2)	PSCO Vacancy % (3)	Positions (4)
2006	2.25%	8.1	18.50%	11.3
2005	3.45%	12.3	11.10%	6.8
2004	3.95%	14.1	8.13%	5.0
2003	3.30%	11.6	7.06%	4.4
2002	2.92%	10.1	9.91%	6.2
5 Year Average	**3.17%**	**11.2**	**10.94%**	**6.7**

Source: TPD Employee Resources Office
Note (1) Percentage vacancy based on number of police officers budgeted
(2) Number of police officer position vacancies averaged in a year
(3) Percentage vacancy based on number of Communications staff budgeted
(4) Number of Communications position vacancies averaged in a year

As shown above in Table 7, Communications had 11 vacancies in 2006. To further illustrate the significance of the vacancy rate in Communications, our analysis of the 100 TPD employees with the highest overtime hours in 2006, showed that 12 of the 18 highest employees worked in Communications. Overtime for those 12 employees ranged from 555 to 1,238 hours in 2006.

Most supervisors and overtime earners had other explanations for the need for overtime.

During our interviews of management, supervisors, and overtime earners, several reasons were provided for overtime. Management listed additional causes of overtime as Field Training Officer incentives and staffing levels. Supervisors identified additional reasons for overtime as: assisting in other divisions; call-back pay; specialized roles within TPD such as DUI expert, senior forensic person, electronics specialist; having a heavy caseload; and being part of special task force as causes for overtime. Survey respondents listed many reasons for overtime, but the most common reasons not already listed above included meeting deadlines, completing calls at shift's end, and providing hurricane assistance. Detailed results of the survey are provided in Appendix B.

TPD management completed an internal analysis of patrol overtime causes for 2004. Table 8 shows that working on holidays was the

most prevalent reason (47%), followed by completing calls and arrests after shift ends (28%), working on special details (assignments such as party patrols, directed patrols, and meetings) (14%), field training officers (13%), and court/call-back (6%).

Table 8
2004 TPD Patrol District Management Explanation of Patrol Overtime

Overtime Type	Alpha $	%	Bravo $	%	Charlie $	%	Avg % (1)
Holiday (189 patrol employees)	$164,672	48%	$128,078	45%	$169,246	47%	47%
Overtime (past duty, late arrests and calls, events)	117,934	34%	62,276	22%	101,637	28%	28%
Court/Call Back (mandatory minimum 2 hrs)	17,095	5%	19,102	7%	18,133	5%	6%
Field Training Officer (OT compensation for assignment)	76,620	22%	25,540	9%	25,540	7%	13%
Special Details (directed patrols, party patrol, meetings)	39,242	11%	47,132	17%	45,401	13%	14%
Total	**$341,909**	**100%**	**$283,073**	**100%**	**$359,957**	**100%**	

Source: TPD Patrol Management
Note (1) Calculated by Audit Staff

TPD management has taken some proactive measures to attempt to reduce overtime.

Reducing overtime in these areas is very difficult and management has taken some proactive measures to attempt to reduce overtime including preapproving individual overtime usages, analyzing calls for service to better match officers to workloads, increasing use of Teleserve (taking some complaints by phone rather than having an officer visit in person), utilizing prisoner transport vans instead of patrol cars, and implementing a traffic unit in patrol to investigate crashes at peak periods.

Eighty percent of those surveyed agreed overtime is necessary to complete their job.

Results of our survey of the 100 highest overtime earners supported the need for overtime, in that 80% agreed that overtime is necessary to complete their job responsibilities and they would not seek other employment because of too much overtime. While 66% of the survey respondents did not think the City has taken all possible measures to address staff shortages, 63% felt that TPD has made efforts to minimize and control overtime costs, and 62% felt that supervisors control time adequately. Survey results are summarized on Appendix B.

While there is acknowledgement that an amount of overtime is inherently part of police work, we noted two areas where either

overtime hours or costs could be reduced and accounted for better: 1) special events; and 2) tracking overtime by categories.

<u>Net overtime costs could be reduced if the City charged and collected more for law enforcement services provided at football games and other special events.</u>

APP 610, "Special Events," was established to set consistent standards for the donation of in-kind City services for public events, and authorize the recovery of direct costs of City services for private events. Provisions in the policy include:

The City could reduce the net cost of overtime by charging for law enforcement services provided at special events.

- The City Manager is authorized to provide in-kind services for up to 5% above the amount provided in fiscal year 1999.

- The Police Chief or designated representative shall have the authority to require sponsors of private and public events to pay for the services of off-duty officers.

- Departments should implement a tracking mechanism to accurately record special event expenditures, including labor hours/overtime, materials and supplies.

- TPD is to submit an annual report to the City Manager regarding fees, other revenues, and donations received and the nature and costs of direct in-kind services provided for all public events permitted by the Department by March of each year for the preceding calendar year.

In FY 2006, the City provided law enforcement services at football games and special events costing approximately $483,000, primarily in overtime pay.

At TPD, costs related to special events are primarily the result of paying overtime to off-duty officers for providing law enforcement services. In 2006, TPD management reported providing law enforcement services at home football games for Florida State University (FSU) and Florida Agriculture and Mechanical University (FAMU) and at 30 special events costing the City over $483,000 in overtime pay (approximately $311,000 for football games, and $172,000 for the other special events).

Prior to 2003, the City traditionally billed the universities 50% of the estimated costs for providing law enforcement services at the football games. In 2003, the City attempted to fully recover the cost of these services, but this was disputed by both universities. In 2005, City management revised their strategy back to recovering approximately 50% of the budgeted (i.e., estimated) cost to provide law enforcement services at each university football game. Over the years, the net cost to the City for providing these law enforcement services has increased significantly. The City absorbed more of the cost to provide law enforcement officers at home football games during for fiscal years 2005 and 2006. Substantially all of these costs are charged to overtime in TPD.

For the 2003-2006 football seasons, FSU and FAMU reimbursed the City for a portion of the direct labor cost (does not include cost of benefits) for law enforcement services provided at football games. Table 9, on the next page, shows how much FSU was billed, how much they paid, the actual cost, and the net cost to the City for the past several years. As of the writing of this report, there has been no reimbursement by FSU for 2006. In May 2007, FSU informed the City they would not be paying the $132,000 invoiced for law enforcement services for the 2006 football season. City management indicated they would continue to request payment for these services provided.

For the years 2003-2005, FSU had agreements as manifested by purchase orders. For 2006, there was no agreement; however, FSU was billed $132,000. For years 2003-2005, law enforcement cost absorbed by the City increased from 35% to 49%. According to Leon County Sheriff Office (LCSO) staff, FSU reimburses LCSO for all personnel costs incurred (including social security and retirement) for providing law enforcement services at the FSU games.

Table 9
Schedule of Billings, Payments, and Costs for TPD Law Enforcement Services at FSU Football Games for Seasons 2003-2006

	2003	2004	2005	2006
Amount Billed (1)	$85,000	$93,500	$93,500	$132,000
Amount Paid (1)	85,000	93,500	93,500	0
Actual Cost (2)	130,458	174,759	182,832	260,029
Net Cost (3)	$45,458	$81,259	$89,332	$260,029
Percentage Paid by FSU	65%	53%	51%	0%
Percentage Absorbed by the City (4)	35%	47%	49%	100%

Source: TPD Financial Management/Accounts Receivable/Revenue Analysis Reports
Note (1) Based on Accounts Receivable records & financial records
   (2) Based on TPD Financial Management's estimate of direct labor cost (does not include the cost of employee benefits)
   (3) Actual cost less amount paid to the City
   (4) Percentage of costs absorbed by the City

FAMU reimbursed the City for a portion of the cost to provide law enforcement services in 2003-2006.

City management indicated that there is a non-written agreement with FSU to only charge for a portion of the cost of the law enforcement services at football games. The amount charged to FSU takes into consideration the cost of other City services provided to and used by FSU throughout the year, including, but not limited to, utility services on campus and bus transportation on campus and citywide for students.

For 2003 and 2005 football seasons, FAMU utilized purchase orders to reimburse the City for law enforcement services provided at FAMU games. There was no purchase order for 2004, but the City was reimbursed. In 2006, FAMU had a written contract with the City. Table 10 shows billings, amounts paid, costs for services, and percentage absorbed by the City for the last four FAMU football seasons. For years 2003-2006, the cost of law enforcement services absorbed by the City increased from 11% to 57%.

Table 10
Schedule of Billings, Payments, and Costs for Law
Enforcement at FAMU Football Games for Seasons 2003-2006

	2003	2004	2005	2006
Amount Billed (1)	$24,797	$31,280	$22,250	$22,250
Amount Paid (1)	24,797	31,280	22,250	22,250
Actual Cost (2)	27,816	35,408	52,511	51,556
Net Cost (3)	$3,019	$4,128	$30,261	$29,306
Percentage Paid by FAMU	89%	88%	42%	43%
Percentage Absorbed by the City (4)	11%	12%	58%	57%

Source: TPD Financial Management & Accounts Receivable records
Note (1) Based on Accounts Receivable records
     (2) Based on TPD Financial Management's estimate
     (3) Actual cost less amount paid to the City
     (4) Percentage of costs absorbed by the City. The increase from 2004 and 2005 was the result of City management's change in strategy to recover 50% of the budgeted costs.

APP 610 calls for TPD to annually submit a report to the City Manager regarding other revenues and donations received and associated services for all public events.

Regarding football games, TPD prepares and sends invoices to the universities for reimbursement. As explained to us by TPD management, there are certain special events detailed in the budget, for which the City absorbs all law enforcement costs. For unbudgeted events, the promoter pays the officers directly for law enforcement services through extra duty and in some cases City executive management directs TPD to provide services at no charge.

We also noted during our audit period that TPD did not prepare and submit the annual reports to the City Manager as required in the Special Events Policy (APP 610). Without recovering costs for security services, the City in effect is absorbing costs that primarily are overtime. Because reports are not submitted, City management could be unaware of the costs of providing law enforcement services at an event. In view that APP 610 was last revised in 1999, and circumstances that may have changed in the City since that time, <u>we recommend</u> management:

1) Review and revise the Special Events Policy to reflect the City's intentions related to recovering costs for providing services for private and public special events. The policy should include reporting to management adequate information of what special events the City is supporting and the related costs.

2) Address the amounts due from FSU for law enforcement services at football games, and reevaluate the policy for recovering costs from the universities.

A more detailed accounting of the types of work classified as overtime could facilitate TPD in managing resources. Currently, certain incentives are classified as overtime and overstate the amount of time actually spent performing overtime tasks.

Overtime accounting code 512000 (overtime) includes items that are in addition to time worked beyond forty hours. All TPD divisions' costs were summarized by earn code and the most prevalent overtime codes and descriptions are shown in Table 11 below. Overtime is currently categorized as call-back pay, holiday overtime pay, overtime at time and a half, and overtime at straight time.

The overtime accounting code includes call-back pay, holiday overtime pay, overtime at time and a half, overtime at straight time, 5% out of class incentives, and tactical and FTO incentives.

Table 11
TPD Overtime by Earn Codes and Amounts for 2006

Code	Description	Amount
26	Call back Pay	$186,010
55O	Holiday Pay Overtime	$385,907
50	Overtime	$1,982,315
67	Overtime at Straight Time	$344,295

Source: HRMS extracts

In addition, incentives are included in the overtime accounting code but are not separately accounted for in the payroll system, including:

- 5% out of class (incentives for when officers and staff perform higher level duties);

- Field training officer (FTO) incentives (based on 1 to 1.5 hours per week); and

- Tactical (TAC) incentives (based on 4 hours per week).

Typically, these are not "sweat hours" but are additions to overtime pay. Additionally, the PBA agreements call for Tactical Unit Members and Field Training Officers incentives to be considered as time worked for the purposes of computing overtime.

Incentives are currently recorded as additional hours worked, inflating the number of regular and overtime hours.

Currently, timekeepers enter these incentives earned as additional hours worked, either as regular hours (if the total hours worked for the week is less than 40 hours) or overtime (if the total hours worked for the week is 40 hours or greater). These incentives are not actual "sweat hours" worked; however, FTO and TAC incentives are considered as time worked for the purpose of computing overtime according to the PBA agreement Section 11.6 (4). These incentives, as currently input into the payroll system as hours worked, distort and inflate the number of regular and overtime hours.

In 2007, TPD management indicated there were 38 officers budgeted to receive TAC incentives and 25 officers to receive FTO incentives. An estimate of the annual TAC incentives and FTO incentives is as follows in Table 12. Roughly 14% of the overtime budget can be attributed to incentives.

Table 12
Estimates of 2007 Overtime Hours and Amount
Attributed to TAC and FTO Incentives

TAC Incentive	Estimated Hours	% Hours	FTO Incentive	Estimated Hours	% Hours
$336,743	7,904	9%	$169,945	3,960	5%

Source: TPD Financial Management

The use of additional earn codes could improve the tracking of the type of overtime work performed thereby improving budgeting and evaluating the work of initiatives and programs.

TPD is not utilizing the HRMS payroll system to capture incentives such that meaningful accounting information is generated detailing the true cost of initiatives.

We recommend Budget, TPD, and Accounting Services work together to consider the use of earn codes, activity codes, and/or class codes to better track the types of work (e.g., court, football games, and directed patrols) and incentives (e.g., tactical, field training officer). This information could be assimilated and utilized to facilitate the annual budget process, to evaluate the cost of current initiatives, and to evaluate agreements with outside event promoters, universities, or the PBA.

Controls over Overtime

In TPD, overtime is authorized and approved by management weekly through the approval of pay/timesheets and authorization of overtime slips. Monthly expense reports are distributed to the Chief, Deputy Chiefs, and selected captains and lieutenants, within TPD management. The TPD monthly expense reports include overtime year-to-date expended reports and monthly overtime reports by individual. Patrol authorizes additional hours via overtime authorization forms that describe the district (Alpha, Bravo, Charlie), whether compensatory time or overtime pay is requested, and the category to which the time should be charged.

Overall, our testing of overtime costs in TPD indicated overtime costs were valid, substantially accurate, properly approved, and generally in compliance with City policies, procedures, and agreements.

Our testing concluded that overtime costs were generally in compliance with City policies, procedures, and agreements.

Additionally, our survey of the top 100 overtime earners indicated that 80 percent agreed that supervisors approve overtime adequately and 62 percent control overtime adequately.

During the audit, we did note three instances where internal controls could be strengthened relating to consistency of calculating overtime, coding of overtime in the payroll reports, and compliance with City policies and agreements.

TPD timekeepers did not calculate holiday overtime compensation consistently resulting in a disparity among employees' pay for the same type of work during the same pay period.

According to Police Benevolent Police Officers & Investigators Bargaining Unit Agreement No. 999593 Article 6.2, sergeants should be paid time and one-half when the employee's regular workweek is greater than 40 hours. The employee may opt for compensatory time in lieu of overtime. Since TPD operates 24 hours a day, 365 days a year and there are required minimum staffing levels, TPD employees will typically work on a holiday when it falls on their normal workday.

Timekeepers were calculating holiday overtime pay differently.

During our audit, we were informed that timekeepers were calculating holiday overtime pay for those covered by the PBA agreements differently. We noted an example (outside of our sample of 60 transactions) whereby two "like" employees who worked on a holiday were paid differently. One employee was incorrectly paid overtime in the overtime earn code, as well as holiday earn code, and holiday overtime earn code (See Table 13 below). The employee should have only been paid holiday and holiday overtime.

Table 13
Example of Holiday Pay Problem

Type of Pay	Correct Method		Incorrect Method	
	Hours	Amount	Hours	Amount
Holiday (1)	8	$ 224.42	8	$ 224.42
Holiday Overtime (2)	8	$ 336.60	8	$ 336.60
Overtime (2)	0	$ -	8	$ 336.60
Total	16	$ 561.00	24	$ 897.60
Amount Overpaid				$336.60

Notes: (1) For this example, holiday rate is paid at regular rate of $28.05/hour.
(2) Holiday overtime and overtime is paid at $42.08 (1.5 times $28.05).
In order to keep the example simple, this example does not take into consideration any other FLSA requirements that may slightly increase the rate of pay.

Timekeepers entered time worked in the HRMS payroll system inconsistently resulting in different amounts of overtime pay for employees. Timekeepers may not understand how to enter time correctly when time is worked on a holiday. When those timekeepers entered time incorrectly, overtime was overpaid.

The application of the policy and agreement provisions can be complicated, thereby contributing to the inconsistent determinations of how to calculate and code the various types of work by the different positions. We recommend management:

1) Clarify the wording in the policies and agreements related to determination and calculation of overtime and provide adequate training to all timekeepers regarding how to enter overtime and holiday time correctly to ensure all employees are paid according to City policies and contracts.

2) Review the past inconsistencies related to overtime pay on holidays to determine the most efficient and equitable method to address any prior discrepancies.

3) Implement a process to periodically review payroll transactions involving overtime to identify noncompliance with policies and agreements or incorrectly calculated overtime pay.

<u>Some overtime adjustments were improperly made in the current period rather than as adjustments to the period affected.</u>

Prior period adjustments must be entered as negative hours/units to remove what should not have been paid and positive hours/units to enter the correction.

Time and Attendance Procedures Manual #9, regarding prior period adjustments, states timekeepers "must enter prior period adjustments as <u>negative</u> hours/units to remove what should <u>not</u> have been paid and positive hours/units to enter the correction." This ensures payroll transactions adjustments are accurately recorded and the time period properly recorded and paid. In addition, while there are supervisory controls over timesheets and overtime pay adjustments, some adjustments noted in our review did not have proof of authorization.

During our review, we noted that one timekeeper did not make prior period adjustments to the proper period. Additionally, due to the lack of supporting documentation, we were unable to determine whether the prior period adjustments were reviewed and approved by a supervisor. In the case of additional overtime hours earned, the overtime correction was added to the current period rather than correcting and restating the prior period. The timekeeper reported it was easier to handle prior period adjustments in this manner. As questionable prior period adjustments were brought to management's attention during the audit, corrections were made as needed.

When adjustments are not made correctly or properly approved, time worked daily is not reported correctly and it is difficult to determine whether adjustments made in the payroll system are proper. In some cases, overtime might be overstated and overpaid or an approving authority might not authorize pay adjustments.

We recommend adjustments be made retroactively in the correct pay period affected and not netted to time worked in the current period. We also recommend that a process be implemented to ensure that pay adjustments are authorized and approved by supervisors.

Communications staff acting as trainers were paid more than provided for in City policy.

City Personnel Classification & Pay Administrative Guidelines allow for in-band advancements when an employee does not change position but is assigned the duties and responsibilities of a higher position within the same classification and the same pay band. When the in-band advancement occurs, an employee is eligible to be considered for a pay increase.

Some Communications staff acting as trainers were allotted one additional hour's pay rather than the 5% in-band incentive provided.

In some cases, Communications staff acting as trainers to other staff were allotted 1-hour additional pay daily which generally defaulted into overtime. The employee was eligible for a pay increase of 5%; however, one additional hour a day was more than the 5% allowed. For example, if an employee earns $15 an hour, the incentive should be $6 a day ($15 x 5% = $0.75 x 8 hours), rather than $15 for an additional hour. Additionally, Communication Division staff are often in overtime status when providing training. Therefore, the additional hour allotted to trainers in our example incorrectly increased to $22.50 ($15 x 1.5) as compared to $6 a day ($15 x 5% = $0.75 x 8 hours) that would have been earned under current classification and pay guidelines.

Management indicated that the practice of paying Communication staff acting as trainers the additional hour per day has been an authorized operating practice for many years as an incentive for staff to train newer employees. However, this practice was not authorized in the City's documented personnel policies or executive memorandum.

We recommend either 1) TPD, through monitoring, implement measures to ensure City HR policies are adhered to and in-band advancements are paid accordingly; or 2) management develop or

revise the appropriate policies so that they reflect the City's intent regarding how Communication staff trainers are to be compensated.

Conclusion

Our review of overtime in the City indicated that TPD has the highest number of hours and cost, therefore our audit focused on TPD. We determined overtime hours and compared actual dollars to budget. TPD exceeded the overtime budget in one of the three years reviewed. Overall, our review of overtime in TPD during 2003-2006 indicated overtime was approved and paid in accordance with City guidelines and agreements. We provided the following three recommendations related to the recording of overtime in the payroll system:

- Clarify the policies and agreements relating to how overtime is determined and calculated; provide training to timekeepers regarding how to enter overtime and holiday time correctly; review past inconsistencies related to overtime pay on holidays to determine the most efficient and equitable method to address any prior discrepancies; and implement a process to periodically review payroll transactions involving overtime to identify noncompliance with policies and agreements or incorrectly calculated overtime pay.

- Enter prior period adjustments in the payroll system during the period affected.

- Implement measures to ensure City pay policies are adhered to and in-band advancements are paid accordingly or develop or revise the appropriate policies so that they reflect the City's intent regarding how Communication staff trainers are to be compensated.

We concluded that overtime is inherent in police work.

We concluded that due to the nature of police work, the need for overtime is inherent. Management identified several reasons for overtime including staffing shortages, unfilled positions, holidays, special events, training, incentives, and court time. Incentives, which are not hours worked, are generally included in overtime.

While the scope of this audit did not include a detailed review of workload and staffing needs, we did note one of the more critical staffing areas needing to be addressed is Public Safety Communications.

We provided the following two potential recommendations for management's consideration to reduce net overtime costs and improve the accounting for overtime costs.

- Review and revise the Special Events Policy to reflect the City's intentions related to recovering costs for providing services for private and public special events, including reporting the costs and reevaluating the policy for recovering costs from the universities.

- Develop a more detailed accounting of the types of work classified as overtime to facilitate TPD in managing resources. Incentives are classified as overtime and distort the amount of time actually spent performing overtime tasks.

We would like to acknowledge the full and complete cooperation and support during this audit of Accounting Services staff and TPD management, supervisors, officers, and staff.

Appointed Official's Response

City Manager:

I'm pleased the City Auditor found that the Police Department is in compliance with City policies and procedures regulating the approval and expenditure of overtime funds. Having appropriate management control of overtime funding is a priority for TPD's management team. The nature of law enforcement is reflected in the fact that TPD had the highest number of overtime hours and costs of any City department. The action steps identified as part of the audit will improve the consistent application of City policy and union agreements.

Action Steps	Responsible Employee	Target Date
Appendix A – Action Plan		
A. Objective: Reduce net overtime costs.		
1. Review and revise the Special Events Policy as appropriate to reflect the City's intentions related to recovering costs for providing services for private and public special events. The policy should include some level of reporting to provide management adequate information of what special events the City is supporting and the related costs.	Capt. Lewis Johnson	9/30/07
2. If appropriate in the new policy (develop/revised in Step A.1. above), develop a process to determine amounts to charge and method for collection when providing services resulting in overtime costs for private and/or public special events.	Capt. Lewis Johnson Mr. Gary Williams	9/30/07
3. Address the amounts due from FSU for law enforcement services at football games, and reevaluate the policy for recovering costs from the universities.	Mr. Gary Williams	9/30/07
B. Objective: Provide a better accounting of the types of work classified as overtime.		
1. Budget, TPD, and Accounting Services work together to consider the use of earn codes/activity codes/class codes to better track the types of work (e.g., court, football games, and directed patrols) and incentives (e.g., tactical, field training officer).	Mr. Gary Williams (DMA Coordination)	10/31/07
C. Objective: Strengthen internal controls over calculating overtime, coding overtime, and complying with City policies and agreements.		
1. Clarify the wording in the HR policies and bargaining agreements related to determination and calculation of overtime.	Ms. Donna Loomis	9/30/07

2. Provide adequate training (including examples) to all timekeepers regarding how to enter overtime and holiday time correctly to ensure all employees are paid according to City policies and contracts.	Ms. Donna Loomis	11/30/07
3. Review the past inconsistencies related to overtime pay on holidays to determine the most efficient and equitable method to address any prior discrepancies.	Mr. Gary Williams Ms. Donna Loomis	10/31/07
4. Implement a process to periodically review payroll transactions involving overtime to identify noncompliance with policies and agreements or incorrectly calculated overtime pay.	Ms. Donna Loomis	11/30/07
5. Implement a process to ensure that adjustments be made retroactively in the correct pay period affected and not netted to time worked in the current period.	Ms. Donna Loomis	10/31/07
6. Implement a process to ensure that all adjustments are properly authorized and approved by supervisors.	Ms. Donna Loomis	10/31/07
7. Implement a process to either a) ensure City policies are adhered to and in-band advancements are paid accordingly or b) develop or revise the appropriate policies so that they reflect the City's intent regarding how Communication staff trainers are to be compensated.	Capt. Dianne Anderson	10/31/07

Appendix B – Survey Results

**We surveyed 100 of the highest overtime earners in TPD and 77 responded to the survey.
The following represents the percent of responses clustered by category:**

Responses:

Survey Question	Disagree and Somewhat Disagree	Neutral	Somewhat Agree and Strongly Agree	N/A
	%	%	%	%
1) Overtime is necessary to complete my assigned job responsibilities.	5	7	80	8
2) I count on earning overtime as part of my compensation.	40	20	37	3
3) I want to earn as much overtime as possible.	37	32	30	1
4) My personal life suffers because of high overtime demands.	40	18	39	1
5) I plan to seek other employment because there is too much overtime.	80	8	9	3
6) Supervisors control overtime adequately.	15	22	62	1
7) Current scheduling practices minimize overtime expenditures.	31	21	45	3
8) Special events overtime is fairly assigned in my division.	34	18	40	8
9) Supervisors approve overtime adequately.	11	9	80	0
10) I enjoy working the football games and other special events.	42	15	34	9
11) The Police Department has made efforts to minimize and control overtime expenses.	16	20	63	1
12) Power squads have helped reduce overtime demands in patrol divisions.	25	28	14	33
13) Technology has enabled me to complete my job in less time thus reducing overtime.	57	23	9	11
14) The City's overtime pay compares favorably with other employers requesting off-duty services.	24	20	46	10
15) On-call incentives compensate me fairly.	50	4	15	31
16) The City has taken all possible measures to address staffing shortages.	66	13	17	4
17) Court time contributes significantly to overtime costs.	23	26	29	22
18) Court time could be scheduled more efficiently to reduce overtime.	24	22	27	27

Appendix C – Police Benevolent Association Agreement – Officers and Investigators

Section	Subject	Rule for Agreement Officers - Investigators
6.2 (1)	Overtime	1.5 times regular pay when hours exceed 40.
6.2 (2)	Comp time option	1.5 times number of OT hours worked exceeding 40. All comp time in excess of 80 hours must be paid according to 6.2 (1).
6.3	Call back (on call) and court attendance	2 hour minimum at 1.5 times regular pay.
6.3 (4)	Call back	Call back hours shall not count for the purpose of computing overtime.
6.6	Working out of classification	5% over base rate.
7.3 (1) (a)	Holiday compensation	Employees shall not receive more than 8 hours of holiday compensation.
7.3 (2) (a)	Holiday pay or compensation	Holiday pay shall not be counted as working time for the purpose of computing overtime.
	Holiday compensation	Holiday leave shall be included in base pay. All holiday leave hours shall be counted as working time for the purpose of computing overtime.
7.4 (2) (b)	Working a partial day on holiday	An employee who works a partial work day on the actual holiday shall receive actual hours worked at time and 1.5 and ST for the difference between 8 hours and the actual number of hours worked.
7.4 (2) (c)	Working a partial day on the holiday on a day other than scheduled	Holiday pay at 1.5 times the hours worked and holiday leave for the difference between 8 hours and the actual hours worked.
7.4 (5)	Working a partial day on holiday on his day off	Pay at time and 1.5 for the number of hours equal to actual hours worked, and ST for the difference between 8 and the actual number of hours worked.
7.4 (7)	On vacation on holiday	8 hours of holiday at ST and charged leave for those hours in excess of 8 observed for the holiday.
7.4 (7)	Working full schedule on holiday	OT in excess of 40. In addition, paid 8 hours of holiday pay at 1.5.
7.4 (8)	Partial work schedule who works on holiday	Holiday pay at 1.5 x number of actual hours worked.

Source: Agreement between City of Tallahassee and Big Bend Chapter Florida Police Benevolent Association, Inc., for Police Officers and Investigators, effective October 1, 2004, through September 30, 2007

Appendix D – Police Benevolent Association Agreement – Sergeants and Lieutenants

Contract Section	Subject	Rules for Sergeants and Lieutenants
6.2 (1) Sergeants	Overtime	1.5 times regular pay when hours exceed 40.
6.2 (2) Lieutenants	Overtime	Shall be compensated as straight time pay or straight time comp leave.
6.2 (3 Lieutenants	Comp time	All overtime hours which would result in comp leave in excess of 80 hours must be paid according to 6.2 (1) (a) for sergeants and 6.2 (2) for lieutenants.
6.3	Call back (on call) and court attendance	2 hour minimum at 1.5 times regular pay or 1.5 times hourly pay for comp time at the employee's option and straight time for lieutenants.
6.3 (4)	Call back	Call back hours shall not count for the purpose of computing overtime.
6.6	Working out of classification	5% over base rate.
7.3 (1) (a)	Holiday compensation	Employees shall not receive more than 8 hours of holiday compensation.
7.3 (2) (a)	Holiday pay or compensation	Holiday pay shall not be counted as working time for the purpose of computing overtime.
7.3 (2) (b)	Holiday compensation	Holiday leave shall be included in base pay. All holiday leave hours shall be counted as working time for the purpose of computing overtime.
7.4 (2) (a)	Holiday compensation – works on holiday	Shall be paid as in 6.2 above and shall receive 8 hours of holiday pay at time and a half.
7.4 (2) (b)	Working a partial day on holiday	An employee who works a partial work day on the actual holiday shall receive actual hours worked at time and 1.5 and straight time for the difference between 8 hours and the actual number of hours worked .
7.4 (2) (c)	Working a partial day on the holiday on a day other than scheduled	Holiday pay at 1.5 times the hours worked and holiday leave for the difference between 8 hours and the actual hours worked.
7.4 (5)	Partial work schedule on observed holiday	1.5 times hours worked and straight time for the difference between 8 and the actual hours worked.
7.4 (5)	Working a	Pay at time and 1.5 for the number of hours equal to

	partial day on holiday on his day off	actual hours worked, and straight time for the difference between 8 and the actual number of hours worked.
7.4 (7)	Working full schedule on holiday	8 hours of holiday at 1.5.
7.4 (8)	Working partial work day on holiday other than regularly scheduled day off	8 hours of holiday comp at holiday pay at 1.5 x hours worked and holiday leave for the difference between 8 hours and the hours worked.
7.4 (9)	Leave without pay	No holiday pay.

Source: Agreement between the City of Tallahassee and Big Bend Chapter Florida Police Benevolent Association, Inc., Sergeants and Lieutenants Bargaining Unit, effective October 1, 2004, through September 30, 2007

Appendix E –TPD Duties by Divisions

The following chart describes duties in TPD cost centers:

Description	Duties
Office of the Chief	Staff Inspections, Accreditation Management, Policy Development, Administration, Public Information, Legal Advisor
Employee Resources	Recruiting, Background Investigations, Hiring, Discipline, Promotions and Transfers, Payroll Distribution, Liaison to City Hall for Insurance and Workers' Compensation
Financial and Supply	Fiscal Resource Management, Budget Preparation, Supply/Inventory
Operations Bureau	Patrol and Special Operations Supervision
Operations Alpha	Patrol, FTO
Operations Bravo	Patrol, FTO
Operations Charlie	Patrol, FTO, COPPS
Support Bureau	Internal Affairs, Information Management (ISS-type support)
Criminal Investigations	Burglary & Pawn Shop Investigations, Financial Crimes, Homicide/Violent Crimes, Robbery, Auto Theft, Special Victims, Forensics
Vice, Narcotics, & Intelligence	Drug Investigations, Prostitution, Crime Analysis, Criminal Intelligence
Special Services	Training, Special Events, Reserve Officers, Crime Prevention, and Parking Enforcement
Public Safety Communications	Computer Aided Dispatch for Police and Fire, E-911 and Non-Emergency Call Intake, Computerized Wants and Warrants/Driver License Checks
Airport Patrol	Airport Police
Juvenile Program	D.A.R.E., Property Crimes Investigation
Technical Services	Records Management, Property & Evidence
Fleet and Facilities Management	Fleet and Facilities Administration, Building Maintenance
School Crossings	School Crossing Guards
Homeland Security	Bomb Squad, K-9, Career Criminal Unit, TAC Team

Source: Police Employee Resources